

Development of Minimum State Requirements for
Local Growth Management Policies—Phase 1

**Appendix A: Literature Review for Examining
Growth Management in Louisiana**

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Executive Summary

Purpose

Growth in and around many urban areas in Louisiana is neither consistently managed nor planned. This can negatively impact state and local governments' ability to meet current and future demand for transportation infrastructure, particularly with respect to related policies and programs adopted by the Louisiana Department of Transportation and Development (DOTD), including access management and Complete Streets policies, and a state-local road transfer program. The purpose of this research effort is to better understand the current state of the practice in Louisiana and across the nation, and to develop better tools and policies for coordinating infrastructure investment with development to encourage a safe, efficient, sustainable, and multimodal transportation system. This literature review addresses three key research questions related to the development of growth management guidelines in Louisiana:

1. What is the current state of the practice in statewide growth management policy?
2. What tools, policies, or programs should Louisiana consider implementing at the state and/or local level in order to balance the short term needs of development with the long term goal of efficient use of roads, highways and other transportation infrastructure and to encourage livable, economically vital communities?
3. How will implementation of the growth management guidelines proposed impact economic and land use outcomes, compared to the status quo?

Additionally, this research considers the relationship of growth management policy to attainment of the five goals of the *USDOT Strategic Plan for 2012-2016: Transportation for a New Generation* (safety, state of good repair, economic competitiveness, livable communities and environmental sustainability), in recognition of the fact that greater inter-jurisdictional coordination and progress toward each of these goals is essential to ensuring Louisiana's competitiveness for federal support in future transportation investments. Moreover, this evaluation of historical and current practices in statewide growth management policy explores specific regulatory and incentive-based tools available to state, regional and local

jurisdictions planning for growth, specifically with respect to the development of multimodal transportation networks.

Methodology

Our methodology employs a survey of published technical reports and academic research documenting the evolution of growth management policy, its relationship with transportation planning and its role in urban, suburban, and rural contexts. In assessing selected states' growth management efforts, we composed a comprehensive list of tools and policies that may serve as a guide for Louisiana policymakers planning for growth. Finally, we conducted a preliminary investigation of efforts to model and evaluate the impacts of policy interventions. The summary of our findings provides a foundation for determining the policies, tools, and/or enabling legislation that may be most applicable to Louisiana communities.

Overview of Findings

Louisiana has not followed national trends in planning for population growth and development on a statewide level. It is among only a handful of states that have yet to enact some form of growth management, smart growth, or sustainability initiative addressing the coordination of land use patterns and transportation infrastructure. However, several significant planning efforts, such as the Louisiana Speaks process, suggest Louisiana is ready for a more thoughtful approach to growth and development. In terms of policy development and adoption, there are several broad lessons underlying the bulk of our literature review:

- The general policy approach (mandates versus voluntary guidelines) as well as specific policy design elements should be determined based on careful consideration of a variety of factors. While both approaches can produce positive results, greater progress toward state goals is more likely through regulatory mandates, provided that it has strong political backing and compliance mechanisms.
- Effective growth management policies require tight, inter-jurisdictional coordination, preferably through legislative action. Metropolitan Planning Organizations (MPOs) and state agencies should provide outreach and serve as advisers to local jurisdictions.
- Strong local support for the concepts of growth management, smart growth, and sustainability is reinforced by collaborative partnerships between local officials and property owners, a focus on quality

of life issues, an inclusive community engagement process, and fostering local, political or community champions to assist in creating and implementing the community's vision.

While growth management can be addressed at all levels of government, some degree of state-level involvement is preferable for the following reasons:

- Local governments are often unable or unwilling to address land use issues that cross political boundaries; uncoordinated local plans or policies may have unintended negative impacts on their neighbors.
- Statewide planning and coordination helps local jurisdictions more effectively address federal environmental regulations and access federal resources.
- Demographic and economic shifts (e.g., suburbanization of poverty, decentralization of employment centers) have led to an increased need for regional cooperation in order to maintain livability and economic viability.
- A coordinated effort from both state and local governments to minimize sprawl and increase the efficiency of infrastructure investments can reduce costs in the long term.

Without specific legislation guiding highway development and coordination with local government, it is up to state Departments of Transportation (DOTs) and local agencies to voluntarily form agreements or ensure regular communication, which does not always occur organically, particularly in small or rural communities with limited staff resources. Local agencies are generally not required to consult the state about local land use decisions, even if they impact highway facilities in significant ways. Formally established communication protocols can help prevent negative unanticipated consequences for all agencies involved.

Across the literature, certain key themes and policy elements recur frequently: consistency, concurrency, and walkable development. *Consistency* refers to the coordination of policy and actions across levels of government, among neighboring jurisdictions, and/or within departments or agencies. *Concurrency* stipulates that development should only occur in conjunction with the provision of sufficient public services and facilities to support growth. *Walkable development* is the general goal for minimizing land consumption and creating more efficient settlement patterns as appropriate to the context of the community. In addition, the concept of Smart Growthⁱ has fully permeated contemporary discussion of

growth management as a holistic framework for evaluating growth and development, transportation, environmental concerns and livability.

An evaluation of how state DOTs can most effectively play a role in advancing these themes at both state and local levels reveals that while typically not the leading state agency involved in comprehensive growth management policy development, DOTs have been engaged with growth management efforts in a variety of ways. Many DOTs serve in an advisory capacity for local governments, providing grants, technical assistance, and encouragement in the implementation of local policies. Frequently, DOTs also engage in growth management through specific policies and programs that apply to the state highway system, most notably access management, corridor preservation, and Complete Streets policies. State leadership in these key areas can lead to local and regional policy development that promotes integrated, statewide land use and transportation planning without requiring major legislative action or new state planning initiatives.

Our findings also demonstrate that the particular needs of urban, suburban, and rural communities are important considerations in developing growth policy; programs should be tailored to allow all types of communities to benefit from state growth management policy. Preservation of farmland and 'rural character,' as well as economic concerns, tends to dominate growth management discussions in rural areas. Specifically with regard to transportation, many rural communities struggle with improving local access to economic opportunity and, often, basic goods and services. Successful efforts to mitigate these problems have employed regional development and transportation coordination, investment in multimodal transportation options, and the revitalization of local town centers with a focus on walkable, community design. Resilient and redundant transport options for both passengers and freight are essential to quickly recover from disasters. Historically, Louisiana already has a robust multimodal transportation system, including rail, water, and highway-based transport. Statewide planning and growth management initiatives can help ensure integration among jurisdictions, secure funding opportunities and fill gaps in technical capacity, resulting in outcomes that may not have been possible through isolated, local policy efforts.

The importance of effective, coordinated transportation planning and infrastructure expenditure in shaping livable, economically thriving communities is well documented. The Louisiana Speaks process clearly highlighted the need for policy to link and direct regional growth, transportation

planning, and economic development in order to ensure the state's economic competitiveness. It also revealed that greater transportation choice is a priority of the residents of southeast Louisiana. The primary argument against sprawl development is that it is too expensive. In both urban and rural areas, sprawl results in inefficient infrastructure networks and increasing costs to provide basic services to residents. Sprawl development also tends to result in:

- Conversion of natural or rural land to low-density development
- Increased spending on building and maintaining roads
- Higher individual travel costs
- Increased congestion
- Decreased livability (i.e., affordability, urban decline, inadequate services, socioeconomic segregation, limited access to transit or active transportation)

In adherence to the goals of the USDOT Strategic Plan for 2012-2016, including the goals of increasing economic competitiveness and enhancing livability through transportation, growth management planning can address these problems by ensuring that houses and jobs are developed in locations that support and are supported by multimodal transportation investments. Enabling legislation or other formal agreements that establish a higher degree of cooperation between local and state agencies is essential for inter-jurisdictional cooperation in transportation planning and should be a major consideration for any statewide growth management effort.

Overall, the literature suggests that managing growth through transportation policy and the efficient use of resources and available infrastructure is vital for

maximizing service and capacity. In many cases, this means minimizing the need to construct new roads by directing development to areas where excess capacity exists, or where there are opportunities to reduce automobile travel demand. The benefits of growth management to states, in terms of infrastructure costs saved, are well-established and significant within the literature. Several multi-state examinations of the various impacts of growth management policy implementation provide a body of evidence suggesting that certain characteristics are especially important to policy success:

The level of state dedication to local capacity - and commitment - building to embrace and implement mandates or recommendations

- The degree of interagency cooperation and communication, especially via legislation specifying how this shall occur
- Gubernatorial or legislative support for program or policy goals
- Incentives
- Strong enforcement mechanisms for any requirements or regulations
- Flexibility and context sensitivity in policymaking

Ultimately, this literature review provides a foundation for the examination of: various state approaches to growth management, key issues relating to planning for rural and urban communities, and the importance of transportation decision-making in shaping growth. These lessons will guide the remainder of this research as we evaluate how to best apply them in Louisiana to facilitate the development of more livable, sustainable, and economically viable communities.



1.0 Introduction

Over the past several decades, many states have come to realize the need for a statewide policy framework to address inter-jurisdictional challenges associated with growth and development in an equitable, cohesive manner across municipal and county boundaries. The need to proactively plan for infrastructure needs and public services associated with growth through internal policies and legislation has emerged as a priority in communities of all sizes, across the nation. However, in Louisiana, local and regional comprehensive planning has generally occurred on an ad-hoc basis, often as a reaction to the negative consequences of a natural or man-made catastrophe. Following Hurricanes Katrina and Rita in 2005 the Louisiana Speaks process marked the state's first major effort toward comprehensive plan-making for a significant portion of the state. Unfortunately, this did not result in any legislative action to advance statewide goals and objectives for a more livable, sustainable Louisiana as identified through the process.

The research proposed for the *Development of Minimum State Requirements for Local Growth Management Policies—Phase I* represents a preliminary effort toward advancing statewide growth management policies, defining specific regulatory and incentive-based growth management tools and developing guidelines for state agencies and local jurisdictions for planning coordinated transportation networks. These efforts are in line with the goals of the USDOT Strategic Plan and are in direct relation to the DOTD's 2010 Complete Streets Policy, which stipulates a multi-modal approach to the state's future transportation investments, as well as DOTD's 2012 Access Connections Policy, which guides future access management decision-making for all state roadways.

This literature review addresses several key research questions related to this effort:

- How have other states with similar social, environmental, and economic concerns to those of Louisiana addressed growth management?
 - How can growth management policies implemented at the state, regional, and local level help to advance the US DOT's five strategic goals, and maximize Louisiana's ability to remain competitive for future federal transportation funding opportunities?
- From this framework, we examine the specific aspects of growth management pertinent to the aims of this project. Specifically, we look first at the role of statewide planning and relate these findings to the state of Louisiana's planning and policy efforts to date. We then focus on how growth management interrelates with transportation planning and infrastructure expenditure (though we have found that the literature dealing directly with this important component of growth management policy is less extensive). Next, we examine the evolution of growth management policy and identify recurring key themes throughout the literature, differing areas of concern for urban, suburban, and rural communities, and the strategies for addressing the needs of each. We also review the specific policies and programs implemented in states where statewide growth management planning has occurred. Finally, we review efforts to model and evaluate the impacts and effectiveness of various interventions, and identify best practices in policy development and implementation.
- What is the current state of the practice in statewide growth management policy?
 - What states have implemented growth management programs to date, and in particular, what role can state DOTs play in growth management policy?
 - What tools have those programs employed, and what can we learn from other states' experiences?
 - What models of measurement and evaluation are appropriate in estimating the impact of policies, prior or subsequent to their adoption and implementation?

2.0 The Role of Statewide Planning

A large body of literature exists documenting the rationale for and results of statewide planning initiatives, which underlie the majority of growth management programs (Gale 1992, Burby and May 1997, New Jersey Office of State Planning 1997, APA 2002). Figure 1 indicates states that, as of 2002, had initiated or completed some form of statewide planning reform, a common foundation for growth management policy development. A frequent first step in developing programs and policies to manage growth is to establish policy goals and measurable objectives for the entire state and/or specific subregions of the state. Only then can the state begin to develop incentives or regulations that encourage local governments to meet those objectives through the implementation of local plans and development. The establishment of state goals may be a component of growth management legislation, or legislation may direct goal identification as a preliminary task.

Burby and May (1997) identify the key reasons for state land use management reform as:

- A need for greater centralization in land use decisions due to the inability or unwillingness of local governments to address land use problems that have impacts extending beyond political boundaries, and because without centralized guidance, “cities more often than not prepared plans in order to legitimate, rather than to guide, zoning” (p. 13)
- The fact that federal environmental regulations and programs operate at a state level
- The influence of statewide citizen groups that have played an instrumental role in passing land use legislation, and who have advocated for state centralized programming related to that legislation

Gale’s (1992) review of eight states’ growth management plans corroborates these views, noting that statewide planning helps to more effectively connect federal environmental regulation, regional transportation planning, and local land use management while ensuring that plans among neighboring jurisdictions do not conflict with one another or result in unanticipated negative impacts on one another. Changes in the spatial distribution of jobs (e.g. decentralization; the clustering of

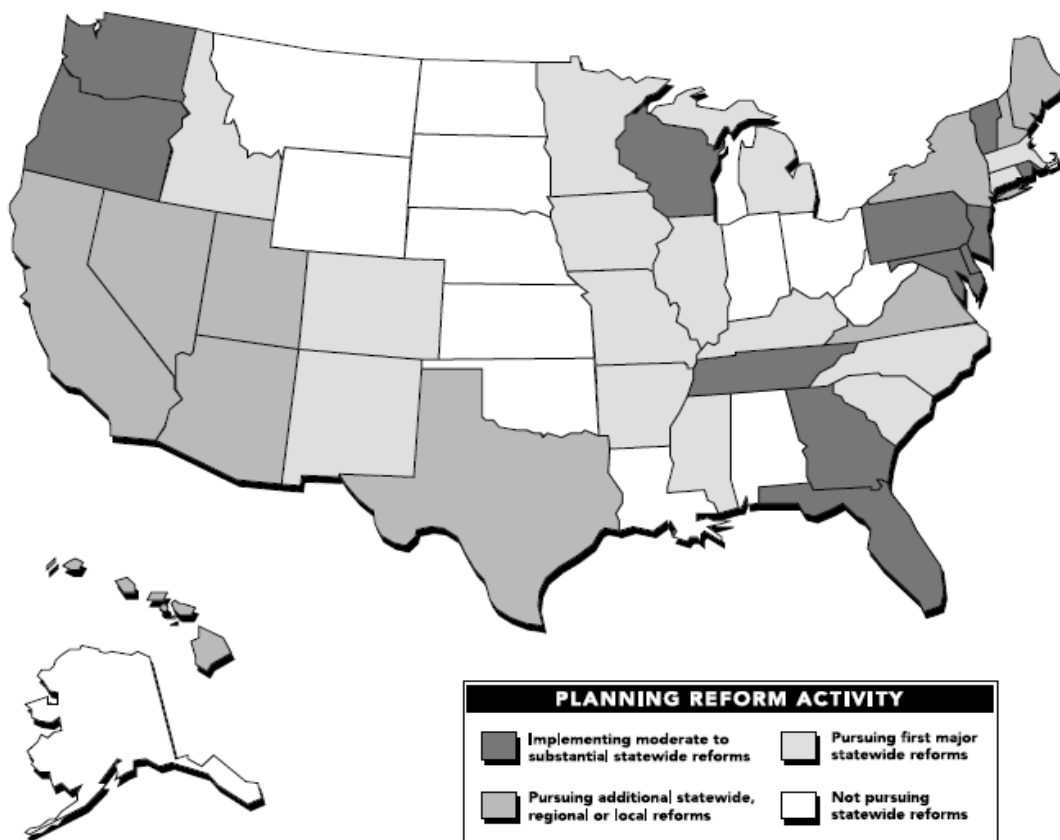


Figure 1: State Land Use Law Reform Activity (2002). Source: American Planning Association. *Planning for Smart Growth: 2002 State of the States*.

firms providing similar services in certain areas), demographic shifts (e.g. substantial increases in the number of senior citizens, declining household sizes, and the suburbanization of poverty), and global economic pressures (e.g., volatile oil prices and reduced consumer spending) demand an approach to policy making that looks beyond jurisdictional boundaries (Brookings Institution 2008; Yin and Sun 2007).

Commonly cited reasons for the implementation of state planning efforts include the imperative to reduce long-term costs and improve efficiency of infrastructure investments, to protect farmland and environmental resources, to increase access to affordable housing, and a variety of other community concerns best addressed through comprehensive, coordinated planning (APA 2002).

However, though they are closely related, statewide planning efforts do not necessarily lead to growth management policy (Sellers 2003). Sellers examines the commonalities among states that have adopted statewide growth management programs (differentiating these policies from other single-purpose mandates that do not explicitly address growth) and finds that the impetus for growth management policy has largely been driven by suburban populations, which “have emerged as the deciding constituency in elections and legislatures in many states as well as the federal government,” (p.2). Specifically, Sellers identifies the following characteristics associated with states that have adopted growth management measures:

- Small, prosperous, moderately growing rural states with recognized environmental assets
- States in which a sizeable metropolitan population centers in a single region
- States with a polycentric, predominantly suburban metropolitan structure
- States confronting unusually rapid population growth

Historically, rapidly growing suburban and exurban populations have led the push for growth management programs in response to these conditions (Crowe 2011). Consequently, as suburban sprawl has become an issue of concern in more areas of the country, legislation aiming to curtail rapid land development has spread to the South, Southwest, and Midwest. However, as Hamlin (2003) observes, the supporters and opponents of growth management have also shifted over time, with suburbs and edge cities now resisting efforts to manage growth rather than leading the efforts due to altered economic and political interests. In other words, in response to the

changing needs and emerging concerns of communities across the country, the motivations, goals, and design of growth management policy have undergone several significant shifts, and the policies and tools which have been effective in one state do not necessarily fit the needs of others.

2.1 Statewide and Regional Planning Efforts in Louisiana

As noted above, Louisiana’s efforts at statewide planning and growth management to date have been minimal. The state’s comprehensive planning statutes and enabling legislation have been largely unchanged since the 1920s, save a 1977 amendment that authorized the establishment of state planning districts to facilitate greater regional cooperation (APA 2002). Unlike other southern states (e.g., Florida, Georgia, and Tennessee), no major planning statute updates have been passed since that time. The state enabling legislation grants municipalities the authority to plan, and permits and encourages comprehensive planning, but does not clearly specify whether comprehensive plans have the force of law. It also does not require any planning activity, and as a result many Louisiana communities have still never engaged in a major planning effort. While Louisiana has differential tax assessment rates for agricultural land, there are no specific statutes protecting those lands (APA 2002).

However, several significant planning efforts have occurred that suggest Louisiana is ready for a more thoughtful approach to growth and development. The Louisiana Speaks process (Figure 2), which emerged in the aftermath of Hurricanes Katrina and Rita in 2005 and was facilitated by the Louisiana Recovery Authority and the Center for Planning Excellence, sought to create a long-range regional plan for South Louisiana based on the vision and goals of its residents and stakeholders. The process involved thousands of Louisianans, and identified a vision for a more sustainable future focusing on coastal restoration, hurricane protection, livable communities and a jobs-housing balance. It also revealed an existing preference for focusing new growth and new infrastructure investment in existing communities through land use planning, multi-modal transportation infrastructure and supportive policies: more than 80% of the 23,000 participants in the Louisiana Speaks Regional Vision Poll expressed a need for change in the state’s current development patterns (Louisiana Recovery Authority 2007). Smart growth or growth management initiatives can build on this broad, popular support for creating compact, livable communities, protecting rural landscapes, and investing in transportation that supports the mobility and access needs of all residents.



Figure 2: Louisiana Speaks Regional Plan. (2007). Source: Louisiana Recovery Authority 2007.

Specifically, the Louisiana Speaks Regional Plan (Louisiana Recovery Authority 2007) identified several key growth management strategies that should be adopted in order to achieve the community goals identified in the process, including a state land conservation trust to purchase and hold land deemed unsuitable for development, a mechanism to conduct property swaps to exchange publicly held land in developable areas for parcels in critical or high-risk areas, and a transfer of development rights (TDR) program to incentivize more intensive use of development target areas and preserve rural and agricultural land (Louisiana Recovery Authority 2007). While these tools were identified as means to protect environmentally sensitive land and minimize risk and losses due to flooding, they could be equally useful in promoting development patterns that more efficiently align with transportation infrastructure investment. The Louisiana Speaks Regional Plan also includes a toolkit and pattern book to guide development, featuring transportation solutions for creating a more interconnected roadway network that maximizes capacity (rather than speed) and minimizes curb cuts and conflicts (Louisiana Recovery Authority 2007).

Moreover, the adoption of coordinated transportation and land use practices would put statewide goals in line with those of the USDOT Strategic Plan, thereby increasing opportunities for federal support. These goals are safety, state of good repair, economic competitiveness, livable communities, and environmental sustainability.

3.0 Growth Management and Transportation

Literature concerning growth management policy in shaping transportation decision-making, or the role of state DOTs in implementing growth management programs, is relatively limited. Generally speaking, where state or local transportation policies (e.g., access management and corridor preservation programs, Complete Streets policies) have been explicitly designed to help manage growth, they have done so under the umbrella of larger statewide smart growth programs led by state planning offices, rather than DOTs. However, the importance of effective, coordinated transportation planning and infrastructure expenditure in shaping livable, economically thriving communities is well documented. The need for policy to connect and direct regional growth, transportation planning, and economic development was a voiced concern from participants in the *Louisiana Speaks* planning process. Coordination of land use and transportation is the key: the spatial and transportation linkages between housing and jobs—between employees and employers—are a critical component of Louisiana’s economic competitiveness, and the state’s ability to strengthen and grow its economy. The *Louisiana Speaks* process (2006-2007) also illuminated the fact that transit connectivity, and thus, greater transportation choice, is particularly important for attracting and retaining a diverse workforce across all income and skill levels. The residents of southeast Louisiana see transit as a central priority for the state and region’s future (Louisiana Recovery Authority 2007).

However, isolated planning efforts at the local level are not sufficient in addressing these needs; rather than pitting localities against one another in competition for residents and job growth, there must be full cooperation and coordination among parishes and municipalities in order to create meaningful policy change that benefits the entire state. In addition, inter-jurisdictional coordination, based on an integrated plan for regional growth and development, maximizes the collective value of costly transportation investments, minimizes waste, and ensures that a network of intermodal connectivity can be developed across the region (Louisiana Recovery Authority 2007). This section summarizes the various societal costs of failing to plan for and guide growth, outlines the mismatch between current levels of supply and demand for walkable communities, and explores the role of transportation planning in the context of growth management policy.

3.1 Transportation Planning for Growth Management

Supportive local, regional, and state level policies are essential to ensuring that houses and jobs are developed in locations that support—and are supported by—transportation investments, and that transportation investments at all levels align with community, regional, state, and federal goals for achieving livability, sustainability, and economic vitality. An effective, cooperative process involves both local and state or regional agencies in all levels of the transportation planning process: long-range planning, corridor or modal planning, operational planning, and project-level planning (Rose et al 2005; see Figure 3). Because greenfield development cannot and will not occur without transportation access and connections to neighboring communities, transportation investments—whether new roads, highway expansions, bridges, or trails—have a critical relationship with development patterns and the direction of growth. Similarly, investment in the existing transportation network in built-out areas can serve to mitigate congestion, increase connectivity, and facilitate use of non-motorized modes, just as poorly connected roadway expansions can serve to exacerbate existing problems by inducing additional demand.ⁱⁱ

Overall, the literature suggests that the character of growth management policy is dependent upon the nature of the agency responsible for implementation and oversight. For many states, this is an office of state planning or economic development. In others, new agencies specifically responsible for land use management implement all aspects of the program. It is also possible for the state DOT to take the lead role in policy development and implementation, using policy tools and enforcement mechanisms focusing directly on transportation investment as it shapes development outcomes. Still other states provide minimal state oversight and rely on local authorities or MPOs, which have certain responsibilities designated by federal law, to take the lead in coordinating land use and transportation planning and implementing local policies to encourage smart growth and inter-jurisdictional coordination. At multiple levels of government, however, an ad-hoc approach to decision-making tends to prevail in the absence of effective policy guidance. Positive outcomes are possible under any approach, provided there is substantial local buy-in and support for policies, and that sufficient resources and technical assistance are available to all interested communities (Burby et al 1997).

Vanka et al (2005) assert that “comprehensive planning for transportation corridors can be achieved either by empowering local governments by state legislation to cooperate in land use planning or by creating regional agencies that have authority to do land use and transportation planning at a regional level” (p. 10). They argue that if states choose to enact enabling legislation to promote inter-jurisdictional cooperation, it should include the following three elements:

- Financial incentives from state and regional governments to encourage local government cooperation
- Strong support of state officials
- Public recognition of the need for inter-jurisdictional solutions to state land use and transportation problems

This study found that states with legislation establishing highway development are more likely to have a higher degree of local cooperation with DOTs. Example policies include Delaware’s corridor preservation law, Kansas’ corridor management program that provides funding incentives for cities to submit highway corridor development projects to the state for review, Maryland’s Smart Growth and Neighborhood Conservation Act, and Wisconsin’s smart growth legislation, which requires cities to coordinate their local transportation plans with the MPO (Vanka et al 2005).

Without such legislation, it is up to DOTs and local agencies to voluntarily form agreements or ensure regular communication, which does not always occur organically, particularly in small or rural communities with limited staff resources (Twadell and Emerine 2007). Because local agencies are generally not required to consult the state about local land use decisions, even if they impact highway facilities in significant ways, improved communication can help prevent negative unanticipated consequences for all agencies involved (Vanka et al 2005). On the other hand, under a growth management program wherein multimodal local transportation plans (including planning for transit and nonmotorized modes) are required as a key component of comprehensive planning, opportunities abound for coordination and review to ensure that local plans are consistent with their neighbors’ and with the state’s objectives (Zovanyi 2007).

Beyond simply mandating local transportation planning and coordination with state agencies, growth management programs can employ a variety of other tools to create strong land use and transportation integration

and produce desirable outcomes. Complete Streets policies, like the one already adopted by Louisiana’s DOTD, can produce tremendous impacts on the built environment and the quality of communities, especially if implemented for transportation investments at all levels of government. These policies bring a focus to transportation investments that meet the variable needs of existing communities and provide alternatives to automobile travel, potentially mitigating congestion and, in conjunction with land use policies that promote mixed uses and access to goods and services, significantly reducing vehicle miles traveled (VMT). However, smaller communities may find it especially challenging to plan for and fund infrastructure for alternatives modes, requiring guidance and support from the state in order to develop and implement Complete Streets concepts (Twadell and Emerine 2007). The state DOT can take the lead in promoting a Complete Streets approach at all levels by supporting policy development, any by providing funding opportunities for projects that align with state Complete Streets priorities.

Policies supporting Transit Oriented Development can also help maximize the benefits of state infrastructure investments and local transit projects, while promoting walkable development and directing growth to communities with excess infrastructure capacity and strong access to jobs and services. For example, the Illinois Business Location Efficiency Incentive Act provides a 10% tax credit to any business that chooses a location within one mile of both affordable housing and public transit (Illinois General Assembly 2006). Similarly, in New Jersey, the state’s Economic Development Authority offers the Urban Transit Hub Tax Credit Program to private developers for transit-adjacent investment on a large scale (\$50 million or more), which allows qualified businesses (developers, owners, or tenants) to receive tax credits of up to 100% of the capital investment made during an eight year period, with a cap of \$1.5 billion, for investments made within ½ mile of any transit station in selected cities (New Jersey Economic Development Authority 2010). These are both large-scale programs, run through economic development agencies that focus on urban areas. However, opportunities exist to incentivize both commercial and residential development in existing transit, biking, or walking friendly areas in communities of all sizes.

Other important transportation planning-based strategies for managing growth and minimizing congestion emerge within the literature as well: Schrank, Lomax, and Eisele (2011) recommend focusing investment and attention on critical regional corridors (including freight and transit

corridors), and seeking out ‘low-hanging fruit’ (i.e. low-cost improvements) to fully take advantage of existing services and infrastructure before making major new investments. Twaddell and Emerine (2007), meanwhile, focus on the importance of increasing street connectivity and avoiding the construction of roads that only serve one development. Instead, investments in new roads should strive to create a more connected, efficient, and resilient network that minimizes travel distances and increases travel mode options. Burchell et al (2002), on the other hand, espouse tax reform to decrease auto dependence by making other modes of transportation more appealing, and to reduce the dependence of local government revenues on taxes collected exclusively within that jurisdiction (to promote a more regional approach to growth planning).

Overall, the literature suggests that effective growth management through transportation policy depends on the creation and maximization of service and capacity by encouraging the most efficient possible use of resources and infrastructure available. In many cases, this means minimizing the need to construct new roads by directing development to areas where excess capacity exists, or where there are opportunities to reduce automobile travel demand (Schrank, Lomax, and Eisele 2011; Twaddell and Emerine 2007; Burchell et al 2002). Implementation of such strategies is applicable to multiple levels of government. These practices increase savings opportunities for state agencies and local governments, while simultaneously advancing such goals such as economic development, environmental conservation, and affordable housing.

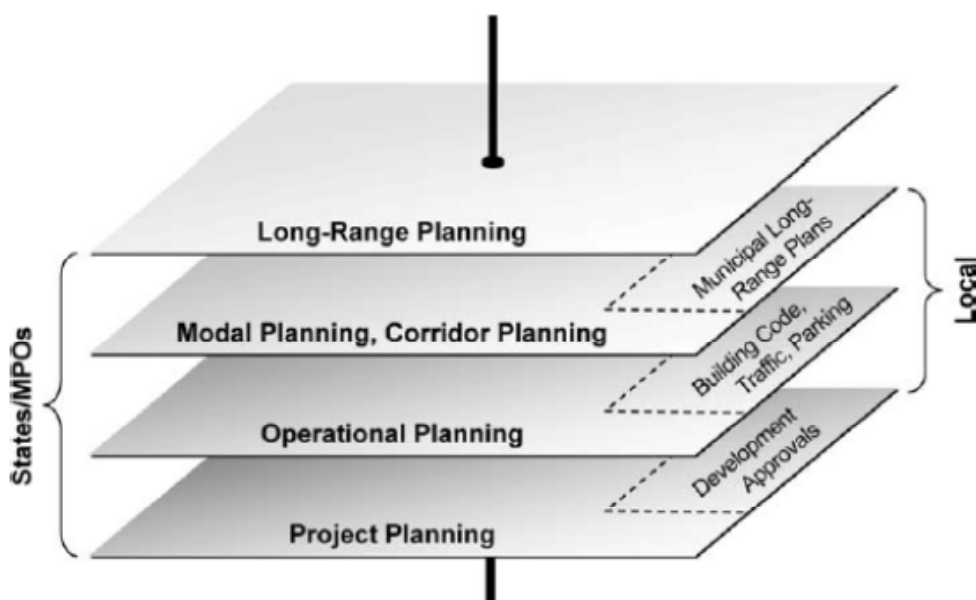


Figure 3: Diagram of Levels of Transportation Planning, State and Local Levels. Source: Rose et al, 2005.

3.2 The Role of DOTs in Growth Management Policy and Implementation

As noted above, state DOTs have historically served in a limited capacity in the development and implementation of comprehensive growth management programs. Other state agencies or municipal agencies have taken the lead in smart growth/growth management program and policy development in most cases (Bochner, Rabinowitz, and Hard 2004; Cambridge Systematics 2004; Meyer 2010; Beimborn 1999). Even in states with very strong growth management programs (e.g., Washington State), DOTs tend to be minimally involved with any land use issues (Meyer 2010). They can, however, play a critical role in guiding growth, both through internal policies directing state highway system investments, and by coordinating with and serving as a model for local governments to promote consistent implementation of techniques to promote efficient transportation infrastructure and integrated land use planning (Bochner, Rabinowitz, and Hard 2004). However, growth and development remain fundamentally local issues, and most policy implementation must take place at the local level, with DOTs principally in a supporting or advisory role (Bochner, Rabinowitz, and Hard 2004).

State DOTs can take an active role in growth management through the adoption of VMT reduction programs (which tend to reward walkable, mixed use development), access management policies (which influence development plans), adjustment of LOS-based mitigation requirements to reward infill and walkable development; local project review processes, scenario planning to demonstrate long-term costs and benefits of local policy implementation, and by setting aside funding for projects that promote good land-use practices (SGA & SSTI 2012; Meyer 2010; Beimborn 1999).

Bochner, Rabinowitz, and Hard (2004) frame the role of DOTs, either through internal programs or through leadership and assistance to local agencies, in promoting smart growth initiatives that are consistent with other state DOT objectives and may also serve to improve public acceptance of DOT proposals. In a survey of state DOTs

previously conducted by the Texas Transportation Institute, Bochner, Rabinowitz, and Hard (2004, p.2) found that “state DOTs believed that the smart growth policies and programs [such as those listed below] were helping the DOTs to do their jobs better or more responsively, or both” and that “many of their projects were improved and many had more local support for these projects as a result.”

The authors include the following among the types of DOT programs that can support growth management and smart growth:

- Transportation enhancement programs
- Access management
- Ridesharing programs
- Scenic byways
- Planning or implementation grants
- Technical assistance
- Modified design standards
- Special transportation treatments in designated areas
- Technical assistance
- Public participation in planning processes
- Context-sensitive solutions
- Transit-oriented development
- Safe walking and bicycling routes to school
- Adequate facilities requirement
- Environmental preservation
- Multimodal transportation districts

State DOTs may institutionalize growth management and smart growth principles via formally adopted policies, published guidelines, department manuals, strategic plans, procedural memoranda, and interagency memoranda of understanding (MOUs) (Bochner, Rabinowitz, and Hard 2004). Recommended best practices for managing growth through DOT policy include (Bochner, Rabinowitz, and Hard 2004):

- Long-range corridor preservation planning, including development of a right-of-way (ROW) acquisition program to meet both state and local long-term objectives
- Coordination with local agencies and MPOs to incorporate ROW preservation objectives into local plans and the local platting process

- Involvement of district DOT offices in local planning and development review processes for all projects impacting state roadways
- Support local and regional transportation planning, particularly for undeveloped or unincorporated areas of counties to identify needs and corridor priorities
- Participation in local and regional planning processes to facilitate integration with state transportation system development and goals
- Streamline project development through coordination of DOT and local objectives and permitting requirements
- Support local growth through context-sensitive design policies for state highway facilities
- Develop procedures by which local jurisdictions may fund enhancements or upgrades to standard treatments on state-funded projects
- Encourage road transfers to local jurisdictions, especially in urban areas where roads do not principally function as regional thoroughfares
- Prioritize projects incorporating smart growth principles in the selection of projects for statewide and district/regional Transportation Improvement Plans (TIPs)
- Implement access management as a key DOT tool for guiding development
- Provide continuing education for DOT staff on land use and transportation planning and policy, and provide extensive public outreach early in project development

Smart Growth America and the State Smart Transportation Initiative’s 2012 guidebook, “The Innovative DOT: A Handbook of Policy and Practice” (Figure 4) provides additional guidance on how DOTs can more effectively integrate land use considerations into transportation system management and address the US DOT’s strategic goals through progressive practices and policies. Recommendations include improving street connectivity and redundancy to minimize the need for expensive corridor expansions, and reforming LOS performance metrics to include all modes and better consider contextual factors. The authors suggest that in some states, there may need to be changes to state statutes to ensure that context-sensitive design standards may be

implemented without fear of increased liability (SGA & SSTI 2012).

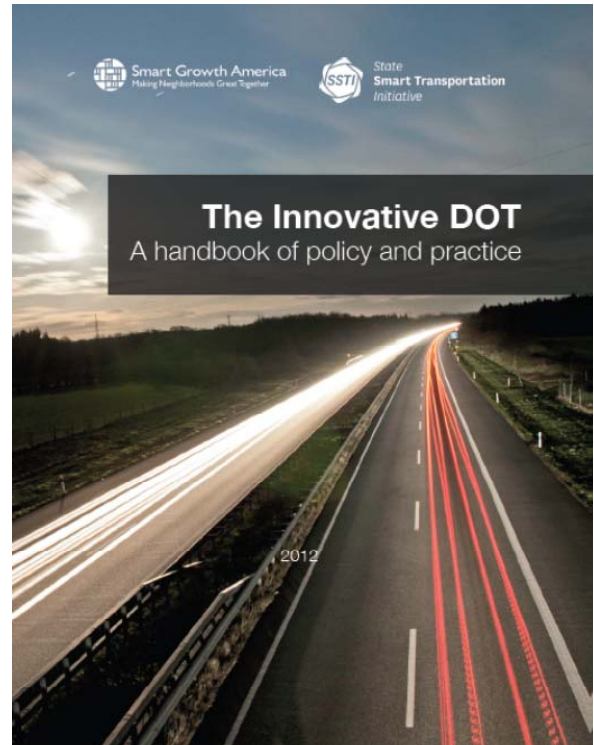


Figure 4: The Innovative DOT: A Handbook of Policy and Practice. Source: Smart Growth America and the State Smart Transportation Initiative, 2012.

Bochner, Rabinowitz, and Hard (2004) conclude that state DOTs’ principal role in growth management should be to develop partnerships with local agencies, on aspects of transportation planning including the following:

- Access management
- Access permits
- Site plan review
- Transportation plans
- Transportation project selection and prioritization
- Environmental mitigation
- Transit provisions
- Right-of-way preservation and acquisition

Smart Growth America and the State Smart Transportation Initiative (2012, p. 176) corroborate this view, observing that:

“State transportation agencies have significant power over the location, design, and other elements of major transportation infrastructure, but little

authority over land use, apart from development review, access permitting, and other secondary functions. Local governments, conversely, generally have only an advisory role on major transportation facilities, but control zoning, subdivision regulations, parking requirements, and other critical land use issues. Therefore, strong partnerships between state agencies and local governments are critical in order to integrate land use and transportation decisions successfully.”

The authors further suggest that state transportation agencies should functionally expand their scope to include local street networks, in order to reduce dependence on state facilities through the provision of low-cost enhancements to local street networks. This need not necessitate a legal expansion of authority, but rather can be achieved through partnerships with local governments to simultaneously expand local capacity while protecting state investments. DOTs can either provide direct investment in local roads, or develop standards for local and private streets that require effective integrate with state roadways (SGA & SSTI 2012). For example, a DOT may invest in improvements to a local street parallel to a state roadway to maintain overall corridor capacity at a reduced expense compared to highway expansion. The authors also endorse road transfer programs in such cases to adopt local roadways into state jurisdiction where such roadways can serve in a capacity-expansion role (SGA & SSTI 2012).

While partnerships with MPOs are also essential to coordinating land use and transportation investment, and MPOs can serve as excellent conduits of outreach and information in working with local governments, since MPOs generally lack regulatory authority, their role is typically relegated to technical analysis, outreach, and comprehensive planning or scenario modeling exercises. However, they must rely on state and local agencies for most policy implementation (Cambridge Systematics 2004).

Successfully developing true partnerships with local agencies, particularly if they involve the exchange or joint-responsibility of non-state-owned roadways, requires support and direction from the highest DOT executives, and may also involve development of enabling legislation

which should be fully supported by the DOT head and state governor, as well as by any local authorities involved (SGA & SSTI 2012).

Smart Growth America and the State Smart Transportation Initiative (2012) recommend the following action steps to develop successful inter-jurisdictional transportation collaborations:

1. Revise state access policies and access management guidelines to be more flexible in response to local street connections
2. Develop connectivity guidelines for local governments to guide development review processes
3. Tie funding for local projects to state roadway priorities; incentivize projects that also improve capacity and operations of state system
4. Designate local roadways that have strategic importance to the state system
5. Designate parallel routes to separate local traffic from regional traffic
6. Work with local governments to ensure that zoning and development regulations shift transportation impacts away from state roadways

3.2.1 State DOT Growth Management Efforts: An Overview

The following section outlines the role of state DOTs in a selection of programs related to growth management across the U.S. A more comprehensive review of state growth management programs may be found in *Appendix A: Overview of Selected State Growth Management Programs*.

Oregon

In Oregon, the state’s Transportation and Growth Management (TGM) Program, a part of the Land Conservation and Development department that works in coordination with Oregon Department of Transportation (ODOT), links transportation and land use planning by creating partnerships with local governments, providing grants and technical assistance for local planning efforts to increase multimodal transportation access. ODOT is

principally responsible, however, for preparing and adopting a statewide Transportation System Plan identifying current and future transportation needs and facilities, with some participation in the technical assistance components of the TGM (Beimborn 1999).

Washington

Washington state’s 1990 Growth Management Act (GMA) mandated the creation of growth management plans including concurrency requirements for transportation infrastructure. Local plans are reviewed by the Department of Commerce, with only minimal involvement from Washington State DOT (WSDOT). In addition, state transportation investment is exempt from the GMA’s concurrency requirement and WSDOT does not have a concurrency policy in place (Meyer 2010). However, WSDOT plays a role in helping to coordinate local planning efforts by bringing together WSDOT staff, and local and regional planners to evaluate how to align local plans and regulations with state goals and guidelines and by providing direct technical and design assistance to local governments to develop the transportation components of their growth management plans (Meyer 2010).

Massachusetts

In Massachusetts, meanwhile, Massachusetts DOT (MASSDOT) includes consideration of growth management policies adopted by the state’s Coastal Zone Management (CZM) program that explicitly link transportation investment to growth management as a standard part of project planning and evaluation (Massachusetts Office of Coastal Zone Management 2011). These two policies are to:

1. Encourage sustainable development that is consistent with state, regional, and local plans and supports the quality and character of the community, and;
2. Ensure that state and federally funded infrastructure projects in the coastal zone primarily serve existing developed areas, assigning highest priority to projects that meet the needs of urban and community development centers.

In support of these policies, the CZM program offers project-specific and general assistance to communities to promote sustainable development, and coordinates with

federal, state, and regional agencies to insure that transportation investments will guide growth in alignment with CZM policy. In addition, all major transportation projects (any which exceed the thresholds for a mandatory Environmental Impact Review, create an entirely new right of way, or increase the capacity of a major transportation by more than 50%) are reviewed by the CZM to consider projected land development resulting from the project and conformance with other regional planning efforts in the area (Massachusetts Office of Coastal Zone Management 2011).

Maryland

Maryland’s growth management program was initiated in 1992 with the Economic Growth, Resource Protection, and Planning Act. This initiative allows the MDOT to “influence local land use decisions by directing transportation resources to priority funding areas...[see Figure 5]...designated because they have existing infrastructure to support new development” (Beimborn 1999, p. 62). Allocation of resources to projects that align with growth management goals is a common, minimally intrusive means of achieving local compliance with DOT or other state agency objectives. Maryland’s DOT also manages MDOT land assets to promote transit-oriented development, a move which necessitated legislative action to enable the agency to engage in development activities

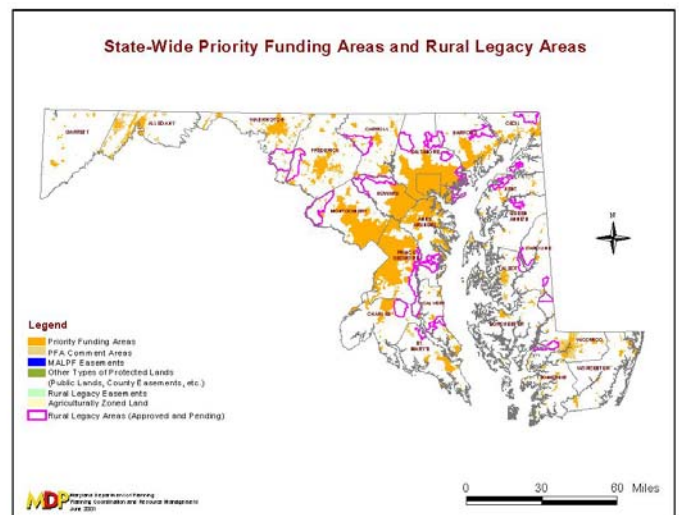


Figure 5: Maryland Priority Funding Areas and Rural Legacy Areas (2001). Source: Maryland Department of Planning. Retrieved from www.mdp.state.md.us/

(SGA & SSTI 2012).

Florida

In Florida, local comprehensive planning, including a transportation element, is mandated, and all DOT sponsored roadway projects are required by state statute to be in compliance with local comprehensive plans. DOT district staff work closely with MPOs (for example, by sitting as a nonvoting member at all committee and board meetings) to stay abreast of local transportation activities (Beimborn 1999).

New Jersey

New Jersey's State Development and Redevelopment Plan (SDRP) involves five key state agencies, including the state DOT, which is responsible for providing funding for assistance programs for municipalities that are actively participating in SDRP implementation. These programs include the Local Aid for Centers Program and the Transportation Enhancements program, both of which provide funding for transportation projects that align with SDRP goals (Beimborn 1999). In addition, the New Jersey Futures in Transportation program established a local technical assistance program to help advance local projects and incorporate revisions that will advance state DOT priorities as well (SGA & SSTI 2012).

Virginia

In Virginia, the state maintains control over nearly all roadways, including local streets. In 2007, the state developed Secondary Street Acceptance Requirements that define standards for local and private streets in order to be accepted into the state secondary system for maintenance. The standards include a connectivity index, and encourage elements to improve traffic flow, reduce VMT, reduce emergency response times, and promote biking, walking, and transit. In 2011, however, some of the standards were revised to be less strict in response to local resistance stemming from a lack of outreach prior to adoption (SGA & SSTI 2012).

Delaware

Delaware's DOT has developed an advanced Land Use and Transportation Scenario Analysis and Microsimulation

(LUTSAM) tool to demonstrate benefits of increased connectivity, efficient land use, and active transportation investments to local governments. This tool enhances public outreach efforts and speeds scenario modeling efforts that will significantly expand local governments' planning efforts while promoting effective growth management/smart growth tools (SGA & SSTI 2012).

Maine

Maine's DOT partnered with the Maine State Planning Office and 20 communities along a major highway in 2004 to address land use and transportation issues along the largely rural corridor and develop the Gateway 1 Corridor Action Plan to minimize the impact of future development on the route while supporting economic development, housing access, and transit. The plan asks local jurisdictions to revise local plans and zoning ordinances to direct growth to existing centers, protect habitat, and develop access management plans to protect the corridor's assets and character. As part of an inter-jurisdictional MOU, each affected community is represented on a DOT-led corridor management committee (SGA and SSTI 2012).

Pennsylvania

Pennsylvania DOT's Smart Transportation program aims to decrease the need for roadway capacity projects by influencing land development and engaging local government in collaborative transportation planning. The program includes prioritization of local projects that support state transportation infrastructure and goals through the Pennsylvania Community Transformation Initiative funding program. The DOT has also implemented streamlined project delivery processes, and initiated enhanced coordination with local governments and private developers in project planning and delivery (Pennsylvania DOT and New Jersey DOT 2008).

3.3 Costs of Sprawl

In cities and regions nationwide, the cost of supporting the infrastructure needs of dispersed, sprawling metropolitan areas has become a critical concern (Zeigler 2009; Burchell et al 2002). The looming cost of repairing and upgrading America’s vast network of aging infrastructure—particularly its automobile-based transportation networks—has emerged as a major topic of discussion within the literature (Brookings 2008; Kahn and Levinson 2011; Burchell et al 2002; Carruthers 2002). Competition over tax revenue among jurisdictions within a region increases sprawl and fragmentation of the urban form, resulting in the duplication of infrastructure, spatial mismatch and segregation, and the continual increase in the cost of providing basic services to citizens (Katz 2009; Burchell et al. 2002; Carruthers 2002). It is important to note that sprawl development is not limited to urbanized areas; rural sprawl in undeveloped counties has proved an increasingly relevant challenge for local governments (Burchell et al. 2002). Growth management policies and integrated land use and transportation planning can help to address these issues by looking honestly at a town or region’s growth prospects, from very rapid growth to decline. In developing a strategy that directs growth to areas where it will benefit (rather than diminish) quality of life for the present population, governments can minimize the cost of infrastructure provision. Below are some of the key impacts of sprawl development:ⁱⁱⁱ

Land conversion

Sprawl land development patterns consume large amounts of land, converting open space and natural areas

to low-density development (Zovanyi 2007; Burchell et al 2002; Carruthers 2002). Burchell et al (2002) estimate that intracounty and intercounty land development control mechanisms, as through a growth management program at the state or regional level, could reduce the amount of land converted in a 25 year period (2000-2025) by about 25% without constraining property markets. Notably, however, while studies often associate rapid growth with sprawl development, slower-growing metropolitan areas actually tend to urbanize more land per new resident, resulting in rural sprawl (Burchell et al. 2002).

Infrastructure and public service provision

Costs of providing water and sewer service as well as public services such as schools, fire, police, and ambulance services, increase with sprawl patterns of development that increase travel distances within a community. These increased costs, in turn, may result in higher real estate development costs than would exist with more walkable development patterns. In rural areas, these high costs may present a particularly problematic burden, as costs of provision often exceed the tax revenue benefit to the municipality or county created by growth (Hamin 2003; Twaddell and Emerine 2007; Carruthers 2002).

Increased road spending

Along with other infrastructure costs, costs of building, operating, and maintaining new roads increase significantly as a result of sprawl (Twaddell and Emerine 2007; Burchell et al 2002). Using regression analysis based on the Rutgers Road Model, Burchell et al. (2002) modeled the cost of road-building from 2000 to 2025 under conventional, uncontrolled growth and land use models, and under a more controlled model of land use and

Region	Total Lane-Miles Required			Total Road Cost		
	Uncontrolled Growth (miles)	Controlled Growth (miles)	Savings (miles)	Uncontrolled Growth (\$B)	Controlled Growth (\$B)	Savings (\$B)
Northeast	288,059	281,251	6,809	135.77	129.57	6.20
Midwest	284,164	266,614	17,550	130.76	122.15	8.61
South	885,944	806,955	78,989	376.99	338.07	38.92
West	586,011	501,055	84,957	283.49	227.52	55.98
United States	2,044,179	1,855,874	188,305	927.01	817.31	109.70

Source: Center for Urban Policy Research, Rutgers University.

Note: Alaska is not included in the West region.

Table 1: Costs of Local Road Infrastructure in Uncontrolled and Controlled Growth Scenarios by region, 2000 - to 2025. (2002). Source: Burchel et al (2002). Costs of Sprawl 2000.

development, calculating demand for additional lane-miles as a function of the distribution and density of population. They found that under controlled growth, a national savings of 188,300 lane miles of local roads (a 9.2 percent savings), representing a \$110 billion cost (11.8% savings), could be achieved during this period through the application of more compact growth patterns (Table 1).

Individual Travel Costs and Congestion

In growing communities with sprawling development patterns, congestion is one of the primary consequences of auto-dependent, unplanned development, and it is getting worse in many communities (Zovanyi 2007; Schrank, Lomax, and Eisele 2011; Carruthers 2002). The Texas Transportation Institute (Schrank, Lomax, and Eisele 2011) estimates that national costs stemming from traffic congestion were about \$101 billion in 2010, and if current trends continue, will rise to about \$133 billion and 6.1 billion hours by 2015, and \$175 billion and 7.7 billion hours in 2020 (in 2010 dollars). For the average commuter, that represents a 2020 cost of \$1,232 and 41 hours per year lost to congestion. In Louisiana, the average New Orleans area commuter currently experiences 35 hours of delay, at a cost of \$746, while a Baton Rouge commuter loses 36 hours at a cost of \$832 (Schrank, Lomax, and Eisele 2011). Burchell et al's regression model (2002) similarly found that widely implemented growth management and development controls directing more growth to existing communities in all types of counties would decrease overall daily VMT by at least 4%, reducing daily average transportation costs by 2.4%.

Congestion not only affects commuters, but also industrial and commercial productivity through delivery times and trucking costs, which constitute 26% of the total congestion costs, despite making up only 6% of vehicles (Figure 6). The effects of congestion on freight movement stretch far beyond the immediate area where the congestion occurs (Schrank, Lomax, and Eisele 2011). Increasingly, congestion issues are impacting rural areas and non-work travel trips as well (Schrank, Lomax, and Eisele 2011).

Livability

In many areas, municipal costs per capita increase with population decline, often a result of intraregional migration (i.e. from the urban core to the suburbs or exurban areas). Other regions are simply losing population overall. The conventional response to declining populations has been attempts to reverse these trends, rather than to adapt and work cooperatively as a region to

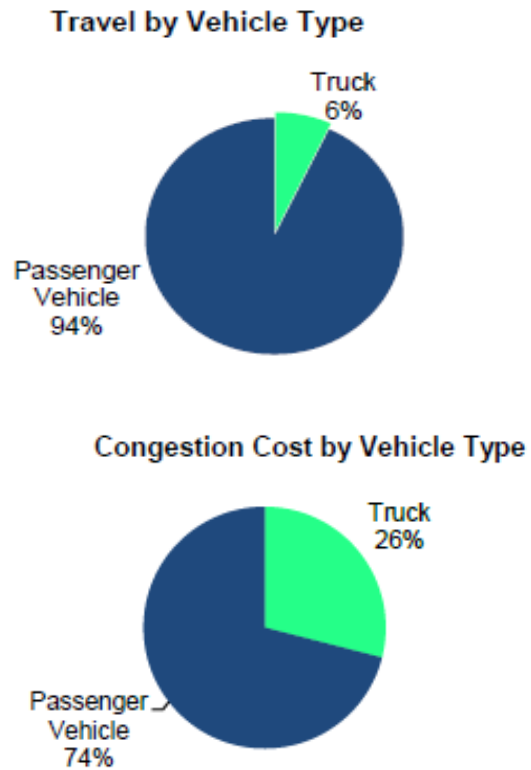


Figure 6: 2010 Congestion Costs for Urban Passenger and Freight Vehicles. (2011). Source: Schrank, Lomax, and Eisele, 2011 *Urban Mobility Report*. Texas Transportation Institute.

mitigate the negative impacts of population loss and maximize quality of life for existing residents (Hollander 2010). Blight and vacancy can become a serious community concern, driving up per capita costs for new infrastructure and maintenance of existing facilities and impeding economic growth. This issue is complex, however, and Burchell et al's analysis does not provide clear findings on how growth management impacts overall quality of life in a community, or how sprawl development impacts the health of urban areas in general.

Other livability concerns related to sprawl development include an absence of affordable housing opportunities, a decline of central cities, socioeconomic segregation, and a dilution of economic development potential in a given area (Zovanyi 2007; Carruthers 2002). As mentioned previously, accessibility—access to jobs, services, and other destinations—is an essential component of livability, and the transportation challenges related to dispersed development patterns (e.g. high costs of road building and maintenance, inability to provide efficient public transit) cannot be overstated (Twaddell and Emerine 2007).

3.4 Supply and Demand for Livable Communities

Demand for walkable communities, housing near transit, and travel-to-work alternatives other than the personal vehicle, is increasing, particularly among older adults and young professionals. Nationwide, walkable, transit-accessible housing will represent 1/3 of the country's demand for housing within the next 20 years (CTOD 2009). Similarly, research conducted in 2005 indicated that 40% of survey respondents in Boston and 29% in Atlanta indicated a stated preference for walkable urbanism over drivable suburbanism (Levine, Inam, and Torn 2005), while the National Association of Realtors (NAR) found that over 80% of "Generation Y" wants to live in a downtown or walkable and/or transit friendly community, and over 65% of those be willing to pay a premium for such housing (Broberg 2010).

Locally, in a 2010 regional poll of the New Orleans and Baton Rouge metro areas, the Center for Planning Excellence and National Association of Realtors found that more than 75% of residents view the ability to walk to work or other destinations as important (Reconnecting America 2011a). New Orleans' Downtown Development District conducted research on the preferences of job seekers in creative industries, finding that proximity to public transportation was the single highest rated important residential amenity, with 74% of respondents stating that it is very important to live in close proximity to a public transit stop (RDA Global 2010).

Exploring policies that facilitate a more versatile transportation network and more accessible communities through growth management provides an economic advantage to communities. Fulfilling the growing demand for walkable, bikable, and transit-accessible housing and employment can help Louisiana better compete for residents and employers on the national scale. Resolving connectivity gaps and spatial mismatch issues in the state's urbanized areas and rural communities alike will improve the region's economic potential and overall resilience.

Employers are also seeking more sustainable development patterns for a variety of reasons. High-quality transit and other alternative transportation options (e.g. walking and biking) provide employers with a competitive advantage in seeking top talent, as job-seekers (particularly younger professionals in knowledge-based industries) have demonstrated a preference for such living/working

environments (RDA Global 2010). Moreover, access to multiple commute options has been demonstrated to reduce employee absenteeism and tardiness, and can boost worker productivity (Reconnecting America 2011a). In response, firms are increasingly considering these quality-of-life factors (accessibility, cost of living, etc.) when choosing where to locate their businesses: regions with transit-accessible housing and employment centers attract new businesses. Finally, connecting jobs and homes with transit promotes economic growth and viability by increasing property values and sales tax revenues in areas served by transit investments (Reconnecting America 2011a). Transit opportunities can only be realized if development patterns permit service to operate efficiently and reach a large enough population base to be fiscally viable.

Moreover, employers, particularly those in the innovation sectors (e.g., medical, university research, and R&D) have a strong tendency toward clustering together in particular areas (Reconnecting America 2011b). Consequently, it is important to note that growth in areas of concentrated employment also tends to result in increased congestion. In order to expand employment centers or develop new ones, policymakers must address issues of access and congestion. Clearly and directly linking these job clusters to transportation investment through coordinated land use and transportation planning is an effective strategy for mitigating both concerns.

In order to promote long-term economic growth and stability, coordinated planning and governance is needed to unite areas within regions, creating a cohesive, integrated whole which allows a full range of lifestyle options, appealing to a broad cross-section of households and employers. Today, higher-density, mixed-use and/or multifamily development is the fastest growing segment of the real estate market (Miller and DiRocco 2013; Zeigler 2009; Sobel 2011). Market demand for "walkable urbanism" currently significantly exceeds supply, and Americans today are "demanding more choices in where and how they live, and changing demographics will accelerate this change in demand" (Ewing et al, 2007, p. 8). Quality of life, accessibility, diversity of employment opportunities, environmental quality, and a variety of transportation options are key determinants for generating future wealth (Kahn and Levinson 2011).

4.0 The Evolution of Growth Management Policy

The first state-level efforts to comprehensively guide growth emerged in the 1950s, and policies resulting have evolved over the last several decades to address new challenges and community needs. Chapin's review of the current state of growth management policy (2012) categorizes the history of growth management legislation into four distinct eras:

1. *The Era of Growth Controls (1950-1975)*: Governing bodies generally perceived growth as a burden to communities in need of strict regulation. Policies in this era were driven by concerns about environmental degradation stemming from development, and reforms tended to originate with local citizen activism. Epitomizing this era of policy adoption is Oregon's successful growth management program, which utilized Urban Growth Boundaries to control land development.
2. *The Era of Comprehensive Planning (1975-2000)*: More involvement from the state in the development and adoption of policy. Concerned with strained infrastructure and the rising cost of new infrastructure, many state governments called for local municipalities to adopt comprehensive plans which reflected shared goals of neighboring communities. In this era, general perceptions of growth saw it as a problem to be solved through more efficient use of resources and governmental regulation.
3. *The Era of Smart Growth (1999-present)*: Driven by a shift from governmental regulation and restrictions to incentives for the adoption of comprehensive plans and an increased professionalization of planning. Due to changes in public and political attitude, many began to see government intervention in a less favorable light. Meanwhile, this era marked the beginning of more positive attitudes toward growth. As a result, more private-public partnerships emerged during this time. Zovanyi (2007) examines in-depth the nature of growth-management considerations prior to and after the emergence of the smart growth movement, demonstrating that smart growth tenets have "expanded the realm of growth management considerations" relative to the previous eras.

4. *The Era of Sustainable Growth (Present)*: Planners and officials see growth as an opportunity to embrace, "but with an eye toward the long-term challenges of economic recovery, climate change, and energy supply and demand" (p. 12) and with a clear focus on promoting economic development.

Earlier authors (Burby and May 1997; Efraim 2009; Gale 1992) similarly divide the history of early statewide growth management reform into groups, the first being characterized by a strong environmental/conservation focus and single-purpose regulatory mandates, and the second emphasizing and requiring comprehensive planning at the local level as a tool to achieving various state goals. Single purpose mandates tend to provide clear, simple directives for local jurisdictions to follow, and also tend to be very prescriptive in nature. Comprehensive planning mandates are often more complex and require greater state agency involvement to facilitate local compliance, but allow more flexibility at the local level.

Burby and May (1997) argue that both types of policy should be employed in tandem in order to achieve state policy objectives. They go on to describe the key features of any policy design as the complexity of the policy, its commitment and capacity building features (e.g., technical assistance and incentives), and the persuasive or coercive tools it enables. State governments can provide incentives for the local governments to draft plans and comply with statewide plans by providing funds and technical assistance for citizen participation, consultants, and land use inventories. For non-cooperating communities, state governments can apply judicial and regulatory sanctions. For example, non-compliant local governments would not be able to apply for grants or receive state tax revenue. They may also have less leverage in cross-municipal developments, such as highways (Gale 1992). In addition, the state agency's approach to implementation may vary from formal and legalistic to informal and cooperative (Burby and May 1997).

Throughout the last five decades of growth management policymaking, there has been significant variability in the tools adopted by states to guide local planning and development, as well as in the degree of regulation and enforcement employed. States have taken a variety of approaches to the design and implementation of growth management programs, as described in greater detail below. However, these fall under two basic policy approaches that facilitate local compliance and cooperation: sanctions and penalties, or incentives and assistance (Carruthers 2002).

Several researchers have observed that many of the ‘first-wave’ of legislative growth regulations lacked effective mechanisms for monitoring and enforcement (Efraim 2009; Burby and May 1997). Conversely, other states with strong enforcement and strict regulation have failed to provide the necessary support to local governments to achieve compliance, creating an excessive burden and undermining political support for state objectives (Efraim 2009; Burby and May 1997). In both cases, many early growth management programs were primarily regulatory, while more recently developed programs focus on incentives and capacity-building to facilitate compliance, in accordance with shifting political cultures and the emergence of the smart growth movement (Zovanyi 2007).

The New Jersey Office of State Planning’s 1997 review of existing growth management programs identified several different models of statewide planning, including: ten states that have created state-level growth management programs that integrate local comprehensive plans and three states that call for regional planning and state agency plans instead of, or in addition to, local plans. In some states, local governments must seek state approval for comprehensive plans. In these cases, noncompliant communities may have plans prepared for them by the state (as in Rhode Island), or may have certain funding streams withheld (as in Oregon and Washington). In other states, compliance is voluntary and incentive based, with additional funding opportunities attached to plans and projects that advance state goals. The New Jersey report further breaks down statewide planning efforts into one of four general types of plans—often used in combination to form a comprehensive growth management program—in categories initially described by the American Planning Association:

- Strategic future plans that identify a ‘vision’ for the state
- State agency strategic plans of operation
- State comprehensive plans that integrate goals and policies to guide state, local, and regional agencies

- State land development plans that establish policies and guidelines for land use across the state

Durant, Thomas, and Haynes (1993) developed a typology that classifies growth management programs into four groups:

- **Quantam:** Programs implemented due to perceived crisis or major paradigm shift, rather than incrementally. Examples include Hawaii and Maryland, where sweeping growth management reforms were implemented in the 1950s and 1990s respectively, in response to rapid growth and environmental pressures.
- **Emergent:** Programs supported by state agencies, rather than coming from grassroots efforts, and typified by an adversarial policy process, in which significant public opposition may be encountered, such as North Carolina, where state agencies lobbied legislators for action to protect sensitive coastal environment although strong public support for such reforms was lacking.
- **Convergent:** Stemming from both public support for one element of the program, and political support for other elements, such as in New Jersey, where the public’s growing demand for infrastructure and quality of life improvements converged with a state-led push to implement the State Development and Redevelopment Plan.
- **Gradualist:** Programs based on the incremental adjustment of policies over time, generally in politically progressive states with a strong history of centralized state involvement, such as Oregon, Vermont, Maryland, and Florida

Figure 7 highlights the states that have implemented some form of growth management or smart growth policy or program. For a more detailed description of policies implemented in selected states, see *Appendix A: Overview of Selected State Growth Management Programs*.

Statewide Growth Management and Smart Growth Policies in the United States

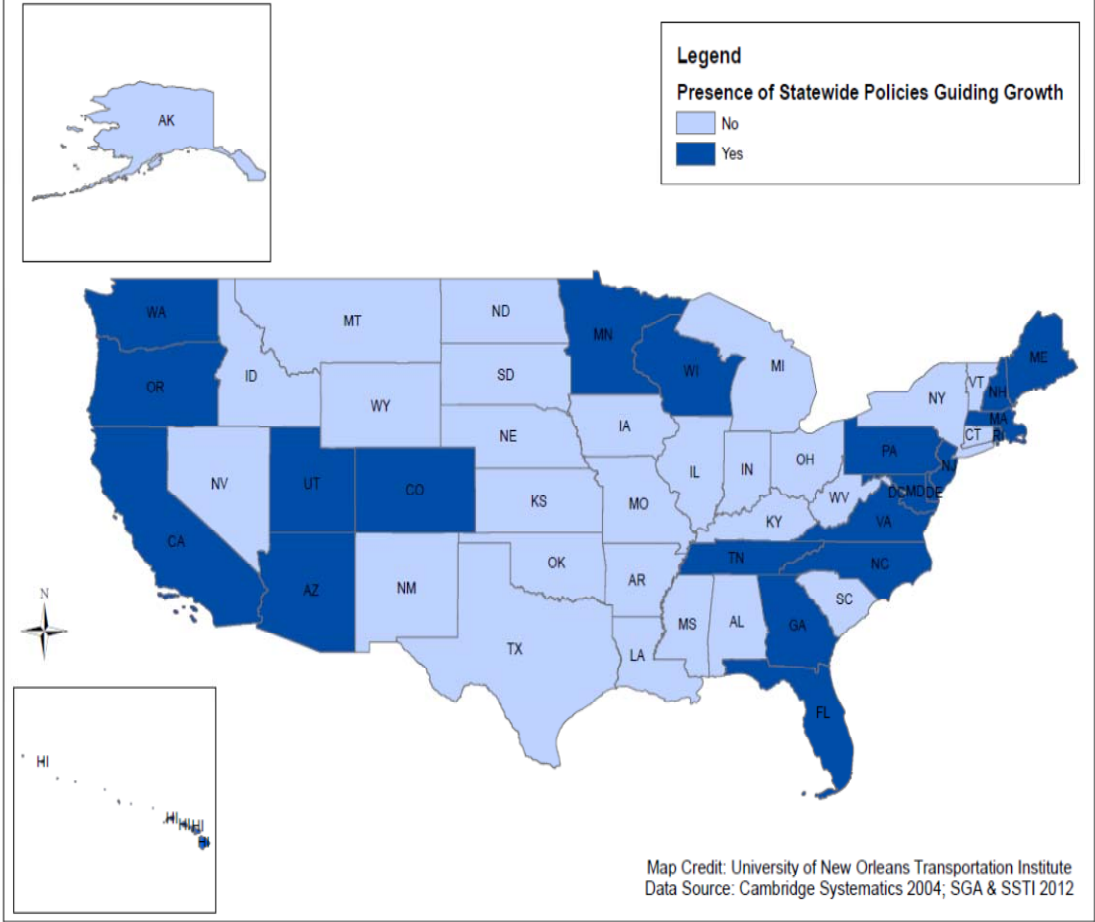


Figure 7: Statewide Planning, Growth Management, and Smart Growth Initiatives in the United States.

4.1 Key Themes of Growth Management

As noted above, there has been considerable variation among states throughout the decades as to the best approach for growth management. But despite significant variance in the structure, design, and specific tools of different growth management programs, certain recurring themes and policy elements can apply to locally adopted as well as state-mandated policies. These themes include consistency, walkable development, concurrency, and smart growth (Table 2).

Table 2: Key Themes of Growth Management

Key Growth Management Theme	Description
<p>Consistency</p>	<p>Consistency requires interagency or inter-jurisdictional coordination to ensure that the interests of the state as a whole are advanced at all levels of government. There are three general types of consistency important to a growth management policy, depending on the level(s) of government involved:</p> <ul style="list-style-type: none"> • Vertical consistency: local plans must be consistent with state goals and policy • Horizontal Consistency: local plans coordinate with those of neighboring jurisdictions in a region • Local Internal Consistency: local development activities and regulations (i.e., zoning) remain consistent with the comprehensive plan
<p>Concurrency</p>	<p>Concurrency policies stipulate that new development is contingent upon the existence of adequate infrastructure and public services, and that the impacts of the development on public services and facilities must be accounted for. A concurrency requirement ensures that new growth is located strategically and in accordance with growth management goals and/or the community's comprehensive plan. Stronger concurrency requirements (e.g. Florida) stipulate that development projects will not be approved unless minimum specified level of service standards for infrastructure facilities can be maintained. Due to growth's impacts on road congestion, transportation infrastructure is a key consideration for concurrency requirements.</p>
<p>Walkable Development</p>	<p>Walkable development is the general goal of controlling land consumption, limiting 'sprawl' development patterns and promoting more contained, efficient settlement patterns that facilitate and encourage walking for residents' daily needs. Walkable development often implies, but does not necessarily require, increased residential or commercial density. It can be an effective tool for cutting costs associated with the provision of public services and infrastructure.</p>
<p>Smart Growth</p>	<p>Contemporary (1990s and later) growth management policies have looked to Smart Growth as a more holistic framework for addressing growth and development together with transportation and other community needs like affordability and environmental protection.</p> <p><i>Key Tenets of Smart Growth (Zovanyi 2007):</i></p> <ul style="list-style-type: none"> • growth containment in compact settlements • protection of the environment, resource lands, and open space • multimodal transportation systems • mixed use development • collaborative planning and decision making

4.2 The Growth Management Toolbox

In addition to these broad concepts that promote effective growth management, policies and programs employ a variety of regulatory tools and incentives in order to achieve their aims. Table 3 summarizes these tools. For more detailed descriptions and examples of applications of these tools, see *Appendix B: Glossary of Growth Management Tools and Techniques*. In the following sections, the three broad strategies most pertinent to the role of DOTs in growth management policy implementation (access management, corridor preservation, and Complete Streets policies) are outlined in greater detail.

Table 3: The Growth Management Toolbox

Growth Management Tools, Policies, and Design Strategies	
Access Management	Tools for reducing traffic congestion, promoting pedestrian and vehicle safety, and preserving the character of roadways by minimizing conflicts and maximizing street connectivity
Driveway Spacing Requirements	Minimum distance requirements between driveways to reduce conflict points on roadway
Flag Lot Requirements	Regulations to minimize or avoid creation of flag lots to reduce need for additional roadway access points
Joint Access Requirements	Mandates for commercial corridor development to limit driveways to one per existing parcel
Lot Frontage and Dimensional Requirements	Requirements to minimize access points to roadways by regulating minimum dimensions of parcel subdivision on roadways
Lot Split Requirements	Regulations for review of small parcel divisions normally exempt from subdivision review process
Outparcel Requirements	Requirements to encourage coordination of access and circulation for lots on perimeter of larger parcels
Private Road Ordinances	Regulations to ensure accessible, efficient private roads that integrate effectively with public street network
Roundabouts	Used as an access management tool; reduces conflict points and can increase roadway capacity
Service Roads and Alternative Access Requirements	Requirements for the provision of alternative access roads for new development, especially reverse frontage roads
Subdivision Regulations	Any other regulations that ensure new subdivisions are developed in a manner consistent with access management goals, ensuring effective integration with existing roadway network
Corridor Preservation	Sets aside of right-of-way for transportation infrastructure needed to support future growth and development and to maintain a desired level of transportation service
Cluster Development Zoning	Limits the location and area of development on land lots so that the rest may be preserved for farming, forestry, or green space
Interim Use Agreements	Agreements with property owners to allow limited use of corridor ROW until such time as land acquisition is necessitated
Setback Requirements and Waivers	Regulations dictating required setback of development from street; may be used to preserve ROW. Waivers of setback requirements on secondary roadways can facilitate preservation of primary corridor
Transportation Impact Fee Credits	Credits back to developers for dedicating ROW for corridor preservation

Rural Land Preservation Tools	Tools designed to prevent the conversion of rural or agricultural land to low-density suburban development
Conservation Easements	Preservation tool by which land owners retain ownership, but give up development rights on protected land in exchange for tax reductions or credits
Land Banking	Government purchase of land for preservation purposes (also for corridor preservation)
Large Lot Zoning	Establishes minimum lot sizes to facilitate farming or forestry, and prevent parcelization of rural land
Tax Abatements	Reductions or reprieves from tax obligation in order to achieve preservation goals; e.g. tax deductions for contributions of land, use valuation for property taxes
Urban Growth Boundaries	Sets outer boundary limit for a jurisdiction to encourage walkable development and minimize loss of rural land
Transfer of Development Rights (TDR)	A means of controlling land use to complement zoning and strategic planning for more effective urban growth management and land conservation through the assignment of development credits representing a property's unused development potential
Additional Policies and Tools	
Complete Streets	Policy concept that encourages street design to incorporate elements for the safety and accessibility for users of all abilities and multiple modes of transportation
Concurrency Requirements	Requirement that supporting infrastructure is constructed prior to (or concurrent with) new development
Density Credits or Transfers	Allowing the transfer of development rights from a site or portion of a site to another, as in conjunction with Transfer of Development Rights programs, to preserve ROW on a corridor, or in exchange for meeting specified growth management criteria
Expedited Development Review	Fast-tracked approval process for development projects conforming to established criteria or community goals, e.g., jobs near transit, infill development, etc
Historic Preservation Easements	Legal agreement restricting the development of historically significant buildings or land in exchange for tax benefits
Impact Fees	Fees imposed on new development to cover the cost of public services for the area
Intergovernmental Coordination Initiatives	State-led efforts to facilitate enhance regular intergovernmental and/or interagency coordination and communication
Local/Regional Planning Grants	Funds provided to local governments for citizen participation, planning consultants, land use inventories, etc. as needed to develop or update local comprehensive and transportation plans
Overlay Districts	Zoning tool designed to enhance, supplement, or modify existing zoning laws for a corridor.
Road Transfers	Tool for transferring state highways to local communities or local roads to state agencies, in order to promote revitalization efforts and/or redirect traffic to maximize network capacity
Smart Growth Design Guidelines	Adoption of Smart Growth design regulations, zoning, and building codes, e.g., mixed-use zoning designations, Traditional Neighborhood Design, minimum building densities, maximum parking ratios, form-based codes
Smart Growth Project Priority Funding	Prioritization of funding for projects that align with established state smart growth criteria and goals, e.g., compliance with Complete Streets policy, or housing near transit
Technical Assistance Programs	Provision of non-monetary resources to increase local jurisdictions' ability to plan for and implement smart growth principles
Transit Oriented Development	Dense, mixed-used development around transit stops encourages walking and limits need for automobile.

4.2.1 Access Management

Access management is the systematic control of the spacing, location, operation, and design of driveways and street connections, medians, median openings, traffic signals, and freeway interchanges. The more access points to a roadway, the greater the number of potential movement conflicts, and the greater the likelihood of crashes (Figures 8 and 9) (Williams 2007). Regulation of roadway access “is necessary in order to protect the public health, safety, and welfare, to preserve the functional integrity of the highway system, and to promote the safe and efficient movement of people and goods within the region and state” (Bost 2006, p.3). As corridors are rezoned for commercial activity and begin to develop, increasing numbers of curb cuts and turning movements reduce the functionality and Level of Service of arterial roadways, instigating the need for expensive expansions and retrofits that may in turn reduce accessibility to businesses on the corridor. Effective access management can actually help to increase the capacity of a roadway by creating more efficient movement patterns, mitigating the need for ROW expansions (Bost 2006). Strategies for a given corridor may include redesign of medians to permit or restrict turning movements, establishing driveway connection regulations, promoting shared access, and/or installing roundabouts or ITS features (Williams and Seggerman 2004).

Access management policy implementation is good for business as well. Economic impact studies in Kansas, Texas, Florida, and Iowa have all shown that there is no evidence of negative impacts on business activity in corridors that have undergone access management interventions, and that moreover, higher vacancy rates are more likely in corridors that have poor access and circulation (Williams 2007).

Access management is an important mechanism for achieving a number of broader transportation goals, including safety, livability, economic development, and efficiency. In addition, it impacts and links together land use management and operational traffic management concerns (Figure 10). In order to be effective, access management should be implemented consistently at the system level rather than project-by-project, and adopted

by all segments of the implementing transportation agency. Depending on the level(s) of government involved, access management policy implementation may require a policy mandate through statute, administrative code, local ordinance, or internal agency policies, procedures, and design standards (Rose et al 2005). Adoption of regulations by ordinance or resolution carry more legal weight than simple guidelines without specific legislative authority, and are thus more enforceable (Rose et al 2005).



Figure 8: Corridor with no access management policies implemented. Photo source: Williams, K (2003). Access Management. Center for Urban Transportation Research. Retrieved from: <http://www.nctr.usf.edu/clearinghouse/netconference/access082003/Kristine%20Williams.pdf>



Figure 9: Corridor with access management policies implemented. Photo source: Williams, K (2003). Access Management. Center for Urban Transportation Researach. Retrieved from: <http://www.nctr.usf.edu/clearinghouse/netconference/access082003/Kristine%20Williams.p>

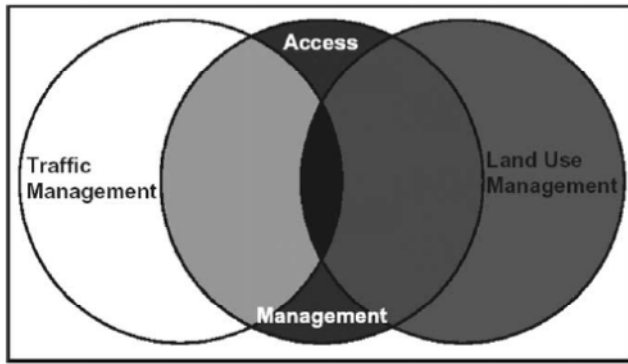


Figure 10: Access Management and Land Use Planning. Source: Rose et al 2005.

Three principal strategies are employed as part of most access management programs (Williams 2007):

1. To increase lot frontages and driveway spacing and avoid small lot frontages with no alternative access
2. To provide supporting street networks on major roads, preferably rear service roads (rather than frontage roads)
3. To connect parking lots and consolidate driveways

The above strategies are principally achieved by enactment of the following regulatory techniques (Bost 2006; SGA & SSTI 2012). Each of these techniques is discussed in greater detail in *Appendix B: Glossary of Growth Management Tools and Techniques*:

- Regulate driveway spacing, sight distance, and corner clearance.
- Restrict number of driveways per existing parcel on developing corridors.
- Increase minimum lot frontage along thoroughfares.
- Encourage joint access and parking lot cross access.
- Review lot splits to prevent access problems.
- Regulate flag lots and lot width-to-depth.
- Minimize commercial strip zoning and promote mixed use and flexible zoning.
- Regulate private roads and require maintenance agreements.
- Establish reverse frontage requirements for subdivision and residential lots.
- Require measurement of building setbacks from future right-of-way line.
- Promote unified circulation and parking plan.

Comprehensive access management plans should be developed to address these issues, and to deliberately address multimodal accessibility simultaneously with capacity and LOS maintenance (SGA and SSTI 2012). Potential barriers to access management policy implementation include an overly narrow view of how to incorporate access management into both the planning and engineering sectors; failure to plan for corridor management in advance of any development activity; a lack of dedicated funding for access acquisitions and other improvements; the state’s legal or regulatory environment (e.g. related to court decisions favoring strong property rights); conflicting priorities between and within local jurisdictions and state agencies; property owner resistance; and/or misperceptions about the safety and efficiency of access management techniques (Rose et al 2005). The following principles can assist in overcoming those obstacles:

1. *Embed Access Management Policies in Local Comprehensive Plans*

“Local comprehensive plans should establish how the community will balance mobility with access, identify the desired access management approach, and designate corridors that will receive special treatment,” (Bost 2006 p. 1-1). Access management or corridor plans should supplement, rather than replace, the comprehensive plan. Comprehensive plan policies that support access management include the following considerations (Center for Urban Transportation Research 2006):

- Classify and manage roadways based on function
- Limit direct access to major roadways
- Restrict land divisions that would result in a need for excessive individual, direct access points to major roadway
- Incorporate raised medians into the design or reconstruction of multilane arterial roadways wherever ROW permits
- Prohibit driveway connections within the functional area of intersections on major collector or arterial roadways
- Limit or prohibit new signalized access points unless they can be synchronized with existing signals to enable continuous traffic flow

- Preserve access to arterial development with parallel roads, side streets, and cross access easements
- Encourage unified access and circulation systems for commercial centers rather than strip development with individual driveways
- New subdivisions should include integrated internal street network that limits the need to use the major thoroughfare system for travel between adjacent neighborhoods

2. *Improve Coordination between Developers, State, and Local Agencies*

State agencies seldom have the ability to regulate land development (Rose et al 2005). Therefore, close coordination between local authorities and state agencies is essential in order to achieve desired access management outcomes. Establishing a review process with developers, where both state and local permitting requirements are discussed with the developer, is recommended. Builders must be able to certify the approval of all regulatory agencies involved before a building permit is issued (Bost 2006). If not fully informed about both local and state requirements early and thoroughly, developers may complain about “new” regulations or mitigation requirements too late in the development process. Preparing a formal document outlining expectations from the DOT and local government that includes information about the coordination process, traffic, and connection guidelines can help to alleviate confusion (Williams and Seggerman 2004). However, Smart Growth America and the State Smart Transportation Initiative (2012) caution that focusing too heavily on private property driveways is a missed opportunity: access management requirements should address public streets as well and promote maximum accessibility via local networks, which may actually require relaxing minimum distance requirements to allow land development to access local cross streets wherever possible.

In addition, coordination between departments within local government and/or state DOTs is essential, as between a corridor plan developed by a DOT district planning office, and a connection permit issued by the DOT operations office (Williams and Seggerman 2004; Rose et al 2005). Rose et al (2005) recommend regular

access management team meetings involving design, permitting, planning, engineering, and operations to ensure consistent coordination throughout a department; and cooperative agreements and/or workshops with local governments to increase intergovernmental coordination.

Florida’s state access management policy [Rule 14-97.004(5)] stipulates, for example, that FDOT and local governments should develop cooperative agreements indicating support for the development of an access plan for a given corridor, and then the plan is developed inclusive of public and stakeholder involvement to address needed changes. The final plan must be ratified and signed by the FDOT District Secretary, and adopted by each participating local government. The plan then guides future development and access, including subdivision regulations and service road requirements for all agencies involved (Williams and Seggerman 2004). In addition, the implementation of such agreements helps overcome the DOT’s lack of authority over land use issues along state highways—a common constraint even where state access management requirements are in place (Williams and Seggerman 2004).

Cooperative agreements between local governments and other agencies or individuals impacted by access management or corridor management efforts can take a variety of forms, including resolutions, MOUs, intergovernmental agreements (e.g., maintenance agreements), public-private agreements, or combinations thereof (Williams 2004). Minnesota’s DOT, for example, pursues resolutions from local governments as endorsements for corridor management plans, also providing an opportunity to identify local concerns, while in New York, local governments are required by the state DOT’s Federal/Local Aid Agreement to provide resolutions demonstrating commitment to their share of project costs or other obligations and responsibilities (Williams 2004). MOUs are widely used to establish the responsibilities of two or more governmental or private entities regarding access issues, and may include conditions for how future mitigation needs will be addressed should they arise (Williams 2004).

3. *Address Administrative Considerations in Access Management Policy*

Regardless of the policy mechanism and coordination tool employed, the following minimum administrative considerations should be addressed (Williams and Stover 2006):

- Establish clear actions for nonconforming properties, both major and minor deviations
- Offer incentives for joint or alternative access
- Provide some executive flexibility, but keep that clearly defined
- Create retrofit guidelines to improve access for nonconforming parcels

In addition, initial and continuing education should be provided for planners, engineers, elected officials, developers, and the public to promote awareness of the benefits of access management (Rose et al 2005). This should include a demonstration of the financial benefits of access management as a means to more inexpensively achieve mobility, corridor preservation, and safety goals by improving level of service without acquiring additional right of way (Rose et al 2005). Table 4 summarizes best practices for MPOs and Local governments for implementing access management.

Addressing access management systematically requires state involvement to ensure that concerns in urban, suburban, and rural settings are all addressed. The solutions and approaches needed for each setting vary, with a focus on retrofits in already developed areas, and a focus on prevention and planning in newly developing or undeveloped areas (Rose et al 2005).

4.2.2 Access Management Policy in Louisiana

The Louisiana DOTD’s Access Connections Policy (DOTD 2012) establishes guidelines and regulations for the location, design, construction, and maintenance of street and driveway connections on the State Highway System. The policy substantially aligns with the national best practices outlined above, and outlines a process for coordination with local authorities for accessing state highway facilities. Encouraging alignment of local and regional transportation planning with DOTD’s policy and

supporting the development of local access management documents or directives can help ensure a safer and more efficient roadway network across the state.

Table 4: Local and Regional Access Management Implementation

Establishing MPOs as Advocates for Access Management (Rose et al 2005):
1. Coordinate with agency decisionmakers to facilitate the integration of access management principles
2. Maintain the consistency of access management efforts in the MPO area
3. Support access management activities through the Unified Planning Work Program

Steps for Implementing Access Management through Local Governments (Rose et al 2005):
1. Address access management in community planning as a means of accomplishing a broad range of transportation and land use goals
2. Establish a master street plan or thoroughfare plan that incorporates access management principles
3. Support access management through land use planning; organize land uses into activity centers to support local street network development and alternative access
4. Strengthen local subdivision regulations and expand street design types to promote alternative access to major roadways
5. Use subarea- and sketch-planning techniques to facilitate the development of service roads and internal street networks for properties under multiple ownership
6. Integrate transportation safety and operations considerations into land use decisionmaking
7. Establish and apply a traffic impact analysis process to ensure access management principles are applied in the planning of new developments
8. Ensure coordination and consistency across local planning and development functions and among jurisdictions in regard to access management

The New Orleans Regional Planning Commission (RPC) conducted an Access Management stakeholder workshop in 2007, out of which the following recommendations for continued action toward regional policy were developed (Bost 2006):

- The RPC should form a committee to work on access management policy
- The MPO should work with the state to coordinate regional and statewide programs
- Additional workshops should be held for elected officials, planning professionals, RPC staff, and the public
- A regional Access Management program should be developed, with member parishes encouraged to adopt plans

Working with MPOs, who in turn can work directly with their member parishes, DOTD's substantial accomplishments in this area of policy can be effectively disseminated across jurisdictions statewide.

4.2.3 Corridor Preservation

Corridor preservation includes any of the "techniques that state and local governments use to protect existing transportation corridors or planned corridors from inconsistent development, in an effort to minimize negative environmental, social, or economic impacts" (FHWA 200). Such techniques can provide substantial benefits to governments and the public alike, by promoting orderly and predictable development, maintaining high corridor level of service (LOS), and preventing negative social, economic, and environmental impacts caused by relocation of populations and/or transportation facilities to accommodate growth (Williams and Frey 2003).

The principal tools used by state and local agencies to preserve corridors include:

- annexation or development agreements (land owner agreements)
- regulating the use of such land (land use regulations); e.g. setback requirements and subdivision regulations

- acquiring property rights within a corridor (land acquisition)

State programs intended to promote corridor preservation have been classified by the FHWA (2000) as formal, informal, or limited.

Formal State Programs

Formal preservation programs typically have authorizing legislation and dedicated funding that allows DOTs to actively pursue corridor preservation. Many states with formal programs also utilize formal cooperative agreements with localities. For example, Nebraska has the legislative authority to preserve 300 feet on each side of a given alignment, and the DOT must work with local jurisdictions to determine preservation priorities. Once established as a priority preservation corridor, a developer must file a request for a permit with both the local and state agencies. The state reserves the right to deny requests for development based on corridor preservation needs, or may negotiate an agreement with the applicant to preserve the integrity of the corridor while still allowing the development to move forward. If a permit request is rejected, the state has 180 days to acquire the property (FHWA 2000).

In Wisconsin, a similar policy is in place, with the addition of a statewide mandate that local jurisdictions must independently conduct studies to identify priority corridors in their area and implement regulations and controls for those corridors (i.e. access management) through local plans (FHWA 2000). Other states with formal preservation programs include Arizona, California, Connecticut, Delaware, Iowa, Kansas, Maryland, Michigan, Missouri, New Hampshire, North Carolina, Oregon, and South Dakota.

Informal State Programs

In states with informal preservation programs, including Alabama, Arkansas, Colorado, Florida, Kentucky, Maine, Minnesota, Mississippi, Montana, New Jersey, North Dakota, Oklahoma, Utah, and Wyoming, the state typically works closely with local jurisdictions to encourage corridor preservation through zoning, permitting, and planning regulations (FHWA 2000). Often, corridor preservation is

initiated due to fiscal constraints, where highway expansion is currently cost-prohibitive but likely to be necessary in the future. Informal corridor preservation activities can help states to plan for future expansions that are not currently feasible due to budgetary or legal constraints (FHWA 2000). In Utah, for example, the state does not have legislative authority to pursue corridor preservation and must complete an environmental impact statement prior to ROW acquisition. To avoid this costly process, the state instead identifies priority corridors that need to be protected, then asks localities to voluntarily assist in preservation through land use and zoning regulation (FHWA 2000).

Limited State Programs

In states with no formal state level preservation program, most corridor preservation efforts are initiated and implemented by the localities, with little state involvement and typically no dedicated funding. These states include Hawaii, New York, Pennsylvania, Texas, Virginia, West Virginia, and Washington (FHWA 2000). The state DOT's role typically consists only of helping localities to identify priority corridors, provide some technical assistance (such as designing setback regulations), or to assist in identifying preservation funds. Advance acquisition of ROW is rare in such states (FHWA 2000).

Fiscal and legal constraints are common limitations to corridor preservation policy implementation, but creative approaches to achieving preservation goals have been developed. In Michigan, a tiered Environmental Impact Statement (EIS) process that facilitates earlier land acquisition prior to approval of the final EIS has been developed, along with a revolving loan fund of state and federal dollars that is used for acquisition of critical parcels (FHWA 2000). In some states, public opposition has emerged as an additional constraint, typically within rural jurisdictions that perceive corridor preservation (and corridor expansion) as a threat to the rural character of the community (FHWA 2000). Such challenges can be largely overcome through early, extensive community involvement and education to explain how as one component of an approach to managing growth, corridor preservation in fact serves as a mechanism to protect rural areas from the negative impacts of commercial strip development.

Other tools potentially available to help preserve ROW without negatively impacting property owners include density credits, various regulatory controls, options to purchase, interim use agreements, setback waivers, land banking processes, and purchase of development rights (Williams and Frey 2003). Where considerable hardship to property owners could result from corridor management requirements, mitigation measures to preserve economically beneficial use of the land should be employed. For additional information on such tools, see *Appendix B: Glossary of Growth Management Tools and Techniques*. Regardless of the strategies and mechanisms employed, a systematic approach to planning and preserving corridor right-of-way can help communities achieve the greatest possible outcomes.

Common elements of ordinances to preserve target corridors include:

- Restrictions on building in the ROW of a planned transportation facility
- Criteria and process for determining amount of ROW dedication or exaction imposed on new development
- Clustering developments by reducing setbacks or other site design requirements to avoid encroachment into the ROW
- Allowances for some interim use of transportation ROW with an agreement that requires the property owner to when the land is ultimately needed for the transportation facility;
- Allowances for on-site density transfer from the preserved ROW to the remainder of the parcel;
- Impact fee credits for transportation ROW dedication
- Procedures for notifying the state transportation agency of development proposals that would impact the viability of the future transportation corridor.

Florida's Growth Management Act, for example, significantly expanded state and local governments' ability to promote corridor preservation by authorizing local governments to adopt corridor management ordinances, to address corridor preservation through local comprehensive plans, and by calling for the designation of state highway corridors in local plans, rather than solely in the state's transportation plan. Moreover, the term "corridor protection" was replaced with "corridor management" to make it clear that development was

being planned, rather than prohibited (Williams and Frey 2003).

Local corridor management ordinances were required to include the following elements (Williams and Frey 2003):

- Criteria to manage land uses within and adjacent to the corridor
- The types of restrictions on land use and construction in the corridor
- A public notification process for affected property owners
- An intergovernmental coordination process coordinating management of transportation corridors with the plans of adjacent jurisdictions

In addition, local governments were asked to notify Florida DOT of any zoning, subdivision, or permitting activity that could potentially impair designated transportation corridors in the future and provide the state the opportunity to negotiate changes and/or acquire the property through fee simple purchase or eminent domain as needed (Williams and Frey 2003). Notably, however, implementation of the 1995 corridor preservation program has been limited.

Planning for corridor preservation and encouraging close coordination between state and local agencies to prioritize corridors and develop preservation strategies that achieve preservation goals without compromising property rights is a challenging but critical component of developing a growth management strategy that increases livability and addresses fiscal constraints of the present, while mitigating negative impacts and preparing for the transportation needs of the future.

4.2.4 Complete Streets

Complete Streets policies facilitate the development of streets and roads that have been designed and is operated to allow all types of users—pedestrians, bicyclists, motorists, and transit users of all ages and physical abilities—to safely use and traverse the ROW. A Complete Streets policy directs communities to ensure that every transportation project undertaken, whether a new road, a

major resurfacing project, or a transit investment, takes into consideration the needs of all potential users, and strives to maximize the safety and enjoyment of the infrastructure for (see Figure 11).

Complete Streets policies can be adopted by states, regional governing agencies, counties/parishes, or local jurisdictions, and the goals identified in any given policy should be tailored to reflect that community's specific needs and goals. For example, Santa Barbara, CA adopted a Complete Streets policy that strives to “achieve equality of convenience and choice” for all modes of transportation, whereas Columbia, MO's policy is focused on encouraging increased physical activity through biking and walking. Regardless of the specific objectives identified, all Complete Streets policies support the key themes of growth management of compact design and smart growth, by increasing transportation options and facilitating walkable, bikeable communities.

While there is no official Complete Streets policy at the federal level, the concept is strongly supported by the federal Interagency Partnership for Sustainable Communities (a joint initiative of DOT, HUD, and the EPA) (Smith, Reed, and Baker 2010) and FHWA policy supports Complete Streets concepts and encourage the development of active transportation infrastructure at lower levels of government. Federal statute declares that “bicycle transportation facilities and pedestrian walkways shall be considered, where appropriate, in conjunction with all new construction and reconstruction of transportation facilities, except where bicycle and pedestrian use are not permitted” (U.S. Code, Title 23, Chapter 2, Section 217) (Smith, Reed, and Baker 2010). An updated “Policy Statement on Bicycle and Pedestrian Accommodation Regulations and Recommendations” released by USDOT in 2010 reaffirms the agency's support for Complete Streets policy adoption, and provides recommendations for how to achieve transportation networks that are “safe, attractive, sustainable, accessible, and convenient” for all users (Smith, Reed, and Baker 2010). Nationwide, policies have been adopted in 27 states and at least 3466 regional or local jurisdictions around the country to date (National Complete Streets Coalition 2013).



Figure 11: Rendering of a Complete Street. Image Source: New York Bicycling Coalition (www.nybc.net/advocacy/complete-streets)

Complete Streets vary depending on their context. On a rural highway, a wide, paved shoulder may provide sufficient access and safety for non-automobile users, whereas a busy urban arterial may demand much more elaborate facilities in order to ensure the same level of safety and convenience. In other words, making a street or roadway ‘complete’ does not simply mean applying a prescribed set of design treatments, but rather involves evaluating the needs of the various users—or potential users—of that facility, and identifying steps that can be taken to ensure their comfort and safety.

The benefits of a Complete Streets approach include improved safety, improved equity and access, increased economic vitality, positive environmental and health impacts, and overall enhanced livability. These benefits can apply to all types of corridors and communities, from rural highways to urban centers, and the benefits extend to all user groups. Many Complete Streets improvements, such as medians, also serve to significantly reduce the incidence of crashes involving two or more automobiles, as well as crashes involving bicyclists or pedestrians (National Complete Streets Coalition 2012). Many complete street improvements can be implemented at little or even no cost, while reaping long term economic benefits from increased foot traffic around businesses and improved resident mobility. In areas with increasing traffic volumes, Complete Streets provide an excellent means to ease congestion, which may allow communities to forego costly road expansion projects aimed at increasing vehicle capacity. Moreover, bicycle and pedestrian-oriented transportation projects have proven to create more jobs and have a greater overall economic impact per dollar

invested than auto-oriented projects (Garret-Peltier 2011). Complete Streets have also proven to be an integral asset to main street revitalization efforts: increasing the safety and appeal of a corridor for shoppers, diners, and residents traveling on foot through strategic streetscape improvements and traffic calming helps attract new businesses and visitors, leveraging economic development efforts (Smith, Reed, and Baker, 2010).

The National Complete Streets Coalition, which has been advancing Complete Streets policies and tracking the spread of new policy adoption nationwide since 2005, completed a report in 2010 evaluating all state, local, or regional policies adopted to date. This report defines and analyzes ten key elements (Table 5) that are critical to the development of a strong and implementable policy, and scores each policy according to a rubric based on these elements. While most policies are too recently adopted to comprehensively evaluate their implementation, this guide to good policy development establishes best practices on a national scale, based on the data available so far.

The FHWA has explicitly supported several of these elements, particularly context-sensitive solutions (CSS), an approach to street design that aids in “preserving and enhancing scenic, aesthetic, historic, community, and environmental resources, while improving or maintaining safety, mobility, and infrastructure conditions” (http://www.fhwa.dot.gov/context/css_primer/whatis.htm).

Context-sensitive solution-making involves integrating stakeholders and community members in the planning process and building consensus on final designs to achieve

community goals. Overall, national best practices dictate the development of a comprehensive, clearly articulated policy that is flexible yet unambiguous, anticipates implementation issues, and is responsive to the needs of the community for which it serves.

However, adopting a policy is not enough on its own. The policy must also provide a roadmap for implementation and present a vision for the future of the community, with measurable benchmarks to track progress toward that vision. According to the National Complete Streets Coalition, Complete Streets policies should also include the following basic directives to the implementation agency (National Complete Streets Coalition 2011):

1. Restructure procedures to accommodate all users on every project

Establish checklists for project design (e.g., PennDOT’s Bicycle and Pedestrian Accommodation Checklist), set up a systematic and clear exceptions process for determining policy applicability, and establish procedures for how the implementing agency interacts with and solicits input from other agencies, including other local governmental departments, the MPO, or state transportation agencies.

2. Develop new design policies and guides

Modify current design guides for planners and engineers, and if needed, provide extensive training for staff in order to understand and apply the new standards to their work.

3. Offer training and education opportunities to planners, engineers, project managers, elected officials, and the general public

Train agency staff on new design guides, checklist reviews, or new mechanisms for soliciting input from other agencies—especially in communities less familiar with non-motorized transportation infrastructure. Training for the staff of related agencies, e.g., those involved with zoning or utilities, may also be necessary.

4. Institute better ways to measure performance and collect data on how well the streets are serving all users

Performance measurement provides quantitative and/or qualitative data for evaluating the performance of a given

street segment, corridor, or entire network as an indicator of policy implementation success. In some communities, performance measures and benchmarks may be outlined with the community’s transportation master plan. If plans are insufficient or lack specificity, measurement and evaluation procedures should be established as part of policy implementation.

Table 5: Ten Elements of an Ideal Complete Streets Policy

National Complete Streets Coalition’s Ten Elements of an Ideal Complete Streets Policy	
1	<i>Includes a vision for how and why the community wants to complete its streets</i>
2	<i>Specifies that ‘all users’ includes pedestrians, bicyclists, and transit passengers of all ages and abilities, as well as trucks, buses and automobiles.</i>
3	<i>Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes.</i>
4	<i>Is understood by all agencies to cover all roads.</i>
5	<i>Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right of way.</i>
6	<i>Makes any exceptions specific and sets a clear procedure that requires high-level approval.</i>
7	<i>Directs the use of the latest and best design criteria and guidelines while recognizing the need for flexibility in balancing user needs.</i>
8	<i>Directs that Complete Streets solutions will complement the context of the community.</i>
9	<i>Establishes performance standards with measurable outcomes.</i>
10	<i>Includes specific next steps for implementation of the policy.</i>

Source: National Complete Streets Coalition. <http://www.smartgrowthamerica.org/complete-streets/changing-policy/policy-elements>

4.2.5 Complete Streets Policy in Louisiana

In 2009, the Louisiana legislature passed Senate Concurrent Resolution 110, which directed DOTD to facilitate a Complete Streets Workgroup, composed of more than 35 stakeholders and agencies, tasked with developing a statewide Complete Streets policy. DOTD conducted a series of policy development meetings with the workgroup, building upon the recently completed Louisiana Statewide Bicycle and Pedestrian Master Plan, and produced a final report in July 2010 based on their efforts, thoroughly explaining Complete Streets, and providing a framework for implementation of the DOTD policy. This report also provides extensive information on how to advance Complete Streets throughout Louisiana, and the MPO and local level.

The Louisiana Department of Transportation and Development adopted the workgroup's final Complete Streets policy in 2010, demonstrating a commitment to a Complete Streets approach for all new or substantially rebuilt infrastructure. This policy was recognized as the second best state policy in the country by the National Complete Streets Coalition in 2011 for its strength and comprehensiveness.

Louisiana DOTD's statewide policy codifies support for Complete Streets principles, and encourages all communities in the state to work toward more connected, accessible street networks for all users. The state's Complete Streets policy applies to all projects constructed with state or federal funding, and provides a framework and encouragement for local jurisdictions to begin developing policies of their own. In Louisiana, New Orleans was the first local jurisdiction to begin the process of developing and adopting a Complete Streets policy in December 2011.

Policies adopted by local governments, ultimately the decision-makers for all facilities owned and operated by local entities, represent the majority of all Complete Streets policies adopted nationwide. Metropolitan Planning Organizations (MPOs), however, are responsible for a great deal of transportation planning and funding in urbanized areas, and can be integral partners in promoting and implementing Complete Streets. They can also serve

to encourage local adoption of Complete Streets principles by "setting regional goals and funding priorities, ensuring that a robust public involvement process includes key local stakeholders, interest groups, and the public. The MPO can also coordinate regional planning with local transportation and comprehensive plans to include not only roadways but also facilities and systems related to transit and non-motorized traffic" (Smith, Reed, and Baker 2010).

MPOs can also implement regional policies that "encourage Complete Streets design through a variety of programs and processes, and give funding preference to projects that reflect Complete Streets principles. Each MPO needs to decide if and how it will promote Complete Streets within its region, but its approaches can be creative and tailored to local circumstances" (Smith, Reed, and Baker 2010, p.8). Technically, in Louisiana, the State's Complete Streets policy will cover all or almost all MPO projects, because they use state or federal funds. However by going through the process of developing, reviewing, and approving a Complete Streets policy at the regional level (as the New Orleans Regional Planning Commission did in 2012), understanding and buy-in to the state policy increases and the MPO is better able to serve as a bridge to local communities interested in adopting policies.

In order to develop a truly complete street network across jurisdictions, the institutionalization of Complete Streets principles are needed at all levels of government and for all agencies involved in transportation planning and funding. State DOTs can serve a critical leadership role in facilitating such policy development statewide.

4.3 Rural Growth Management Issues

Much of the literature on growth management focuses on the concerns of urban or urbanizing areas and suburban areas immediately adjacent. However, although they face many similar challenges and concerns, rural communities are impacted by growth management—or the lack thereof—in significant ways. Examples include shifts in employment from traditional farming and industrial sectors to agribusiness and tourism, changing demographics (including an increase in the proportion of elderly residents), and a lack of funding, staff capacity, or political will for comprehensive planning activities (Twaddell and Emerine 2007; Diaz and Green 2001; Rooney 2012; Crowe 2011). In a rural context, a different approach to addressing these concerns is required. Relative to research on urbanized areas, limited literature exists documenting how to achieve livability and mobility goals through land use and transportation decision making in rural areas.

Twaddell and Emerine (2007) of the International City/County Management Association conducted research on the specific problems associated with rural transportation systems and explored mitigation measures, such as: transportation and land use planning, identifying programs supporting smart rural development, increasing transportation capacity, and promoting livability. They identify three distinct types of rural communities that can benefit from planning and growth management activities:

- Exurban communities at the metropolitan fringe, often dependent on jobs outside of the community and experiencing rapid growth
- Destination communities dependent on tourism and service sector, with a need to protect natural amenities to encourage economic growth
- Single-industry production communities experiencing industrial decline and job loss; declining communities may also have a greater percentage of elderly and carless households

Each of these three community types exist in Louisiana, although notably these categories do not encompass all rural communities in the state, such as those with resource-based economies, continued manufacturing growth, and emergent industries such as film production, which have their own growth management needs and specific opportunities.

Strategies to address the problems of each community differ, and are again distinct from those used to address

the needs of urban areas. Common to all three types is a need to improve access to economic drivers within or outside the community, along with access and mobility within the community for all residents to prevent social and/or economic isolation. Rural communities also continue to have lower rates of home internet access, contributing to demand for access via transportation. Meanwhile, public health concerns related to the presence or absence of opportunities for physical activity present yet another livability challenge, as obesity and chronic disease rates are higher in rural communities than urban areas (Twaddell and Emerine 2007). Promoting livability principles, at all scales, and in all contexts from urban to rural, increases mobility and access to jobs, decreases transportation and energy costs for residents, and can reinvigorate rural economies and small town main streets.

Preservation of historic towns, farmland, ‘rural character,’ and sometimes industrial activity are important to all kinds of rural communities (Twaddell and Emerine 2007; Diaz and Green 2001). Growing communities face pressure to accommodate new development without impacting the existing aesthetic of the community or reducing affordability, while declining communities struggle to maintain historic buildings. The dual-use of key corridors as high-volume state highways often complicates main street revitalization in rural communities, inhibiting the development of walkable town centers and contributing to traffic problems. These conflicting uses make it difficult to strike a balance between development and efforts to protect open space and natural landscapes. Redevelopment of former industrial sites may pose additional environmental challenges (Twaddell and Emerine 2007).

Any of the tools described above can also address the needs of rural communities, though efforts to encourage continued agricultural activity and protect open space through zoning or tax policy may be particularly important, such as Maryland’s Rural Legacy Area (RLA) program (Diaz and Green 2001; Lewis and Knapp 2012). As Lewis and Knapp (2012) observe, preservation of agricultural land is a complex issue, as the need is most pressing—and also most expensive and difficult to achieve—when there is strong development pressure and high land prices.

Addressing these highly variable challenges requires three primary activities, regardless of community type (Twaddell and Emerine 2007):

1. Setting a regional framework for development
2. Improving accessibility to activity centers
3. Enhancing community design

The literature suggests that regional coordination of development and transportation decisions is necessary for effective implementation (Twaddell and Emerine 2007; Diaz and Green 2001). However, political conflicts over land control between municipalities and neighboring counties may be especially pronounced and difficult to resolve when both urbanized and rural communities are involved (Lewis and Knapp 2012). Statewide planning and growth management initiatives can help ensure that this integration occurs among jurisdictions, and can help secure funding opportunities and fill gaps in technical capacity, resulting in outcomes that local policy development alone could not achieve.

An NCHRP report (Rooney et al 2012) on rural public transportation further elaborates on the role of state agencies in assisting rural communities. The report details the relationship between rural transportation and HUD's Sustainable Communities Initiative and contends that it is important to address the principles of sustainable community building, specifically and separately in a rural context. The report contends, "The scale and means of achieving livability differ in rural communities" (p.1). Furthermore, a lack of prominent examples of sustainability in rural contexts contributes to an information gap in conceptualizing sustainable solutions. According to this report, it is the state DOT that must take the lead in assisting rural governments in advancing livability efforts and in particular, addressing transportation challenges.

Rooney et al (2012) conducted a survey and several focus groups among DOTs that revealed a lack of understanding about the strategies necessary for federal livability funding. Rooney et al also discovered that rural communities in particular find it difficult to compete for transit grants due to limited staff capacity, the relatively high costs of rural transit service, funding pools that cannot provide operations, a tendency to focus on services for disability populations rather than the general community, and a lack of regional coordination. Rooney et al also noted the following challenges in providing public transportation that are unique to rural areas:

- Remoteness from larger population and employment centers
- Limited available funds
- Diluted political representation at state and federal levels
- Isolation of those unable to drive
- Multi-directional travel patterns, decentralized trip destinations and origins

- Variations by type of rural communities, i.e., economic base

As a result of these (and other) factors, less than 10% of federal public transportation funding typically goes to rural areas.

Using a classification system similar to that of Twaddell and Emerine (2007), with the addition of tribal communities as a fourth type, Rooney (2012) identifies specific transportation challenges for different types of communities: exurban communities need strong regional connections; destination communities need transportation that enhances tourism activities and protects natural assets; production communities may need access to remote locations, or transportation networks that facilitate the diversification of their economic base; and tribal communities which may operate outside of the rules and frameworks applicable to the rest of the state require certain levels of autonomy but still need integrated access with adjacent jurisdictions.

Finally, resident perceptions and opinions toward growth management are especially critical, and in some ways more complex, in rural areas. In a study of rural communities in Wisconsin by Diaz and Green (2001), both farmers and municipal government viewed growth as a financial strain. Meanwhile other studies in Oregon and Washington suggest that some rural community members saw growth as an opportunity for economic advancement and resisted efforts to curtail development (Crowe 2011). While the studies suggest that increased municipal debt in growing communities may be an undesirable byproduct of growth, local attitudes and perceptions of growth among non-metropolitan communities can vary considerably and must be taken into careful consideration.

Crowe's work on rural perceptions of growth management (2011) also demonstrates that resident perceptions—regardless of the validity of those perceptions—is important to growth management efforts because of the influence of rural citizens and their legislators in embracing growth management legislation or, conversely, in blocking or repealing it. As Hamin (2003) observes, "in many states, much of the legislative power remains vested in rural representatives, particularly in the state senate. Successful legislation will need to address rural needs in ways that are much more substantive than has been the norm in more urban states" (p.377). Ultimately, in order for growth management to work for rural communities and earn their support, there must be careful attention to the balance between state goals and the needs—particularly economic—of rural areas. As suggested above, "planners

and policymakers need to be more explicitly cognizant of the redistribution of power inherent in [growth management] policy,” (Hamin 2003, p. 377) among jurisdictions within a given state or region, to which rural communities and counties may be particularly sensitive.

Additional key lessons for achieving rural livability through transportation and growth management policy include (Rooney 2012):

- Building awareness of available federal, state, and regional resources
- Providing financial support and technical assistance
- Creating statewide or regional partnerships to enhance the capacity of rural communities for policy development and implementation. For example, “the state can provide leadership and establish a process, which regions can then adapt and expand to meet their own needs” (Rooney 2012, p. 19)
- Encourage regional transit coordination

5.0 Evaluating Impacts

Considerable research has sought to quantify and evaluate the potential and actual impacts of various growth management programs and policies, before and after implementation. Some of these efforts (e.g., Burchell et al. [2002]), attempt to generalize the potential impact of certain types of growth control on a national scale on various outcomes, while the American Planning Association (2002) takes the opposite approach, estimating the total fiscal impact of the intervention implemented in a given, smaller area (e.g., city-scale). This section looks more closely at several additional methods of predicting and analyzing policy impacts, in anticipation of developing a model (as a subsequent task in this research effort) to predict the potential consequences of implementing one or more policies in Louisiana, relative to status quo conditions.

The benefits of growth management to states, in terms of infrastructure costs saved, are well-established and significant. In New Jersey, the state is projected to save up to \$2.3 billion in road, water, and sewer capital costs between 2000 and 2020 (APA 2002). In Oregon, the state has saved more than \$11.5 billion in road expansion costs since the 1991 implementation of its Transportation Planning Rule (APA 2002). In Salt Lake City, growth controls outlined through the Envision Utah process could save an additional \$4.5 billion in infrastructure expenditures (APA 2002). Although it can be very difficult to measure the success of growth management plans, due to the unique circumstances of each state and the variation among strategies (Gale 1992), the body of evidence suggests that certain characteristics (e.g., dedication of resources to local capacity-building and presence of strong enforcement mechanisms) are especially important to policy success.

Burby and May (1997) found that the following factors influenced state and local governments' willingness to manage growth (p.17):^{iv}

1. "The extent to which the state mandate articulates clear goals and provides a framework through the right mix of commitment and capacity-building provisions for fostering local government adherence to state objectives."
2. "The effort that state agencies put into carrying out the policy...the seriousness with which they undertake technical assistance and review activities."

3. "The character of state agency dealings with local governments on a day-to-day basis...the extent to which the agency implementation style is consistent with the intent of the state policy."
4. "The normative commitment of local governments to participate in state programs...and the capacity of local agencies to undertake the requisite tasks."

They also looked at how differing types of policy approaches yield differing outcomes, finding that states can take one of two general approaches, both of which may be effective: a tough, coercive, legalistic approach focusing on clear goals and simple mandates; or a more flexible, cooperative, incentive-based approach requiring substantial capacity - and commitment - building efforts in order to achieve local buy-in. The efficacy of both approaches, however, relies on statewide legislation specifying the state's auxiliary role in fostering local commitment to planning and growth management.^v

Other studies focused more directly on land use outcomes of growth management legislation. Using 2000 Census data, Sellers (2003) examined the impacts of Smart Growth policies on suburban areas, finding that comprehensive smart growth legislation has resulted in limiting the loss of rural and undeveloped land and associated forms of lifestyle and employment (e.g. farming), and fewer losses in rural population, relative to states with no growth management program. Sellers observes that states with "stronger" programs have generally seen a more pronounced impact in this regard. Growth management states have also limited the expansion of their suburbs, relative to overall population, more effectively, but overall land consumption has had mixed results: some states with programs in place have continued to develop land rapidly, while others (e.g. Oregon, Hawaii, and Vermont) have substantially curtailed greenfield development.

Carruthers (2002) provides an alternative look at the impact of state growth management programs on urban density, land development, property values, infrastructure expenditures, and population change.^{vi} The empirical data suggests that "state growth management programs with strong consistency requirements and enforcement mechanisms hold much promise for reducing urban sprawl, while programs that do not require consistency and/or have weak enforcement mechanisms may inadvertently contribute to it" (p. 1959). Carruthers' models (Figure 12) reveal that the following policy characteristics account for the success of a statewide program:

1. Internal, horizontal, and vertical consistency
2. Enforcement. Mandates must 'have teeth' and be within a state agency's capacity to manage, with the political will and resources available for implementation
3. Concurrency is not enough; urban growth boundaries (UGBs) are a more effective tool for limiting the spread of sprawl

Similarly, Howell-Moroney (2007) examines the extent to which differences in the relative strength or intensity of growth management programs impact outcomes.^{vii} The author concludes that only the "strong" growth management states (Oregon, Washington, and Florida) have experienced consistent success in reducing sprawl and increasing population densities in developed areas, and in reducing land consumption. Like Carruthers, Howell-Moroney concludes that Urban Growth Boundaries and concurrency requirements are the strongest available

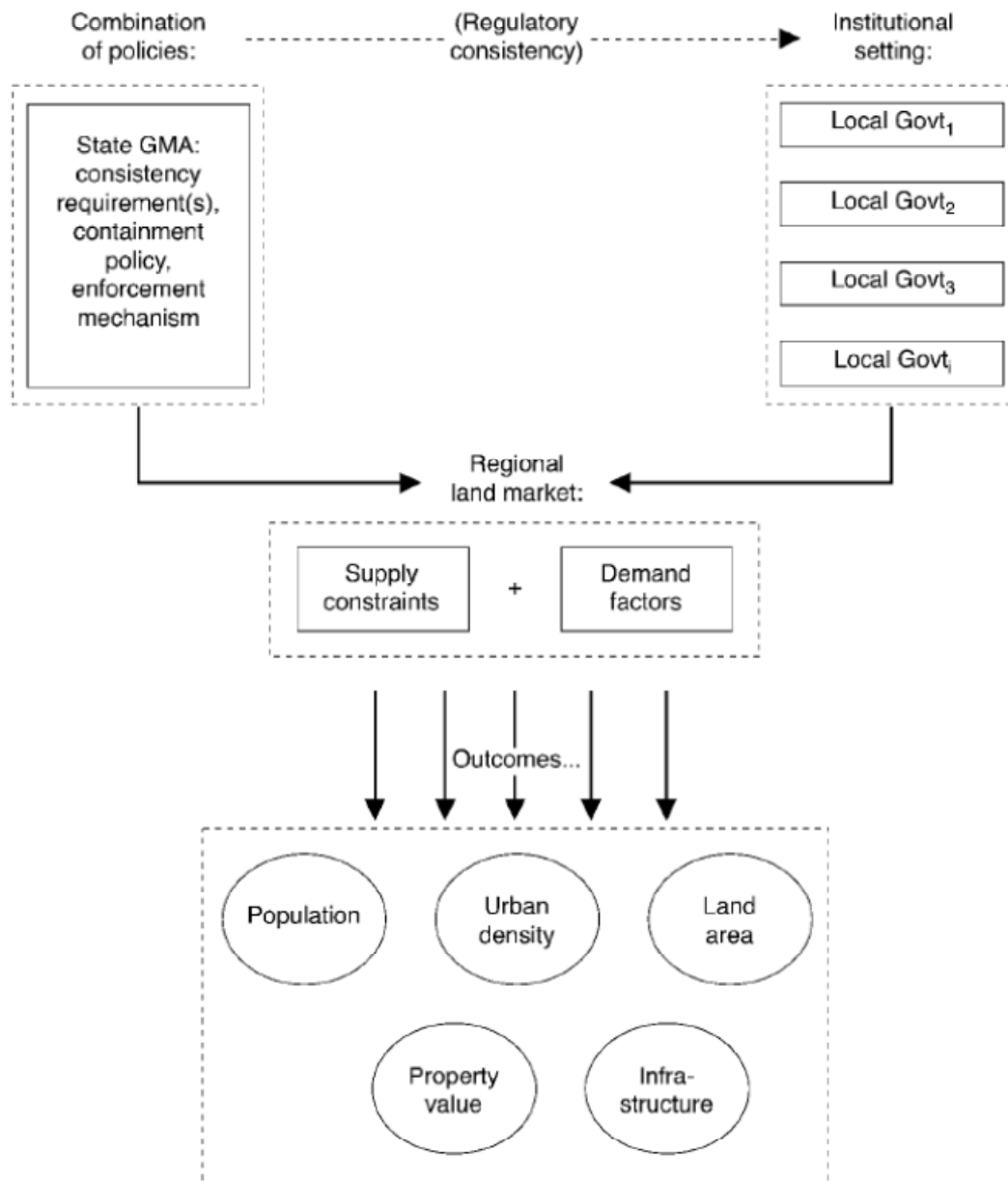


Figure 12: Analytical Framework for Evaluating Regulatory Growth Management Programs (2002). Source: Carruthers 2002

tools for shaping growth. Importantly, Howell-Moroney argues that methods for measuring or predicting policy success should correspond to the type and strength of the program, and its goals: “one size does not fit all when modeling growth management effects” (p.2175).

In another study, Yin and Sun (2007) found that growth management programs “effectively promoted compact development in terms of population density and land use mixture. However, the statistical results do not support the claim that [growth management programs] with a higher degree of state involvement in local growth management, on average, worked better at curtailing sprawl than those with a lower degree of involvement” (p.1).

Overall, Yin and Sun (2007) drew the following conclusions from their analysis:^{viii}

1. Rapid population growth is not an essential prerequisite in growth management policy adoption, and growth rates in population do not predict the presence or absence of policies, even if policy adoption is popularly attributed to high population growth.
2. Growth management programs overall contributed to higher density and more mixed-use land uses in the 1990s, with a greater proportion of the population living in high density areas relative to areas with no policy in place.
3. Contrary to their hypothesis, greater state involvement does not necessarily result in better sprawl-reduction outcomes. Nor does the age of the policy, the presence of community planning requirements, or a mandated state plan review process guarantee such outcomes.
4. The greater the fragmentation of a metropolitan area (i.e. a greater number of local jurisdictions), the greater the likelihood and extent of urban sprawl.
5. The state’s role is to help ensure statewide consistency and internal consistency in the development of plans dealing with managing growth, and to assist in the implementation of those plans.
6. Policy makers should avoid “One size fits all” requirements. Rather, standards relating to growth management (e.g., land use diversity and density) should provide a range of acceptable targets, to allow governments to respond to state guidelines while meeting their own needs.

In another study, Diaz and Green (2001) assessed the impacts of growth management policy on rural land use outcomes, looking specifically at agricultural zoning designations on rural growth in a Wisconsin case study. They found that although there are incentives in place for individuals and local governments to implement exclusive agricultural zoning (as a means of property tax relief) and restrictions for development of farmland (in the form of concurrency), the efficacy of these tools are made less effective from voluntary enrollment and political pressure at the local level. When property values rise, farmers are more likely to cede their land to developers. When it comes to agricultural zoning, there is a lack of uniformity in land use and zoning across jurisdictions. Towns may adopt their own plan, the county plan, or no plan at all. To remedy such inconsistencies in Wisconsin and elsewhere, the authors advocate for more powerful regional planning authorities to induce regional and interregional cooperation.

Along similar lines, Lewis and Knapp (2012) examined Maryland’s land preservation policy, which has received considerable attention for prioritizing incentives over regulation. Their study analyzes the efficacy of the Rural Legacy Program^{ix} in preserving land and deterring sprawl development. Their findings of land preservation and development trends were mixed. While the designation of Rural Legacy Areas (RLAs) in some counties slowed development, others saw increased development. However, within each region as a whole, they found the percentage change in preserved land to be higher than the change in developed land.

Several of the statistical models these authors employ may be useful for evaluating or anticipating the impacts of policies proposed for Louisiana, if implemented statewide. In addition, Smart Growth America’s “Sprawl Index” tool (Ewing, Pendall, and Chen 2002) provides a useful basis for comparison against benchmark data, as well as a tested methodology for evaluating land use conditions. Additional research documenting the immediate benefits of individual case study projects or policies at the local level will also be conducted throughout the course of this project.

6.0 Conclusion

The bulk of the literature on growth management policy has focused on the role of state-level mandates and/or incentive-based programs in facilitating the widespread adoption of plans, policies, and tools that rein in the rapid spread of sprawl-type development, maximize the efficiency and minimize the cost of infrastructure investments, and promote more sustainable, livable, and economically competitive communities. Though all land use decisions are ultimately local (even under a strong growth management program), and while there are many communities that have pursued growth management independent of state involvement, the strong focus on state action supports the argument that achieving meaningful smart growth or sustainability outcomes almost always requires greater inter-jurisdictional cooperation, which is most effective through state level intervention. While positive impacts of growth management tools are attainable even at the single project level, the true societal and economic values of promoting more sustainable development patterns emerge only at a larger scale.

This section reflects on the literature reviewed, summarizing the current state of growth management in terms of guiding local growth and transportation decision-making at the state level. While much of the literature has addressed more assertive statewide policies, the lessons learned from their experiences in facilitating inter-jurisdictional coordination, garnering public and stakeholder support, and developing programs that build local commitment to shared state goals are nonetheless valuable. In addition to discussing national best practices, we conclude with a preliminary examination of these experiences as they relate to Louisiana's efforts to identify and address statewide goals to date, and what they mean for the next steps of this research effort. Keeping in consideration the political climate of Louisiana as one of only a handful of states that have not yet made significant effort toward coordinating land use and transportation infrastructure through statewide planning or smart growth policy, the goal of this project is likely to produce not a state-level mandate, but instead a set of recommendations for how the state can support the widespread adoption of local growth management policies through the production of a 'blueprint' of applicable tools.

6.1 Best Practices in Policy Development and Adoption

Key lessons emerge from the literature on state efforts to encourage local growth management. First, sweeping, comprehensive planning reforms and incremental, piecemeal efforts have both seen success. Similarly, both regulatory, mandate-based approaches and voluntary, incentive-based approaches have distinct advantages and disadvantages. Many states have combined both approaches successfully, while others have, due to choice or political necessity, focused solely on the latter. Second, regardless of the level of state involvement, strategies for facilitating interagency and inter-jurisdictional coordination are critical for the success of policies and programs at any scale. Third, creating public and stakeholder support and achieving local buy-in to any guidelines set forth by the state—and building consensus around shared values and objectives—is essential. Each of these key points is examined in greater detail below.

Developing a Policy Approach: Mandates v. Voluntary Guidelines

In order for growth management policy to be truly effective at managing and guiding land development and reduce long-term infrastructure costs to the state, legislation must be statewide and must be enforceable, or "have teeth" (Efraim 2009). More importantly, in order for any regulatory mandate to be effective, the enforcing agency must have the will and ability to dedicate resources to ensuring compliance; a strong mandate with no enforcement is unlikely to be successful. At the same time, new regulations or requirements must not be onerous to local implementing agencies, or to any state or regional agencies responsible for oversight.^x

Ultimately, if a mandate is pursued, Burby and May (1997) contend that it should contain the following elements:

1. Adequate authority for state agencies to monitor and enforce the mandate
2. Features that build local commitment to state policy objectives and consensus for the need to address these issues
3. Tools that build local capacity for implementation

On the other hand, growth management efforts in the post Smart Growth era, and especially in southern and western states without a strong culture of progressive

politics and centralized, “top-down” planning, have tended to focus more on voluntary, incentive-based policies. While clear support from state officials for any such efforts is important here as well, as Zovanyi (2007) and others observe, achieving local buy-in is the most pressing challenge of such an approach. Without regulatory mandates or sanctions for noncompliance, state recommendations for local growth management may have a limited rate of success unless local authorities share an understanding of how such efforts will benefit their community. If state growth management goals are addressed in this manner, there are steps the state must take to facilitate widespread participation. Chief among these, the state must require (or at a minimum, facilitate) inter-jurisdictional cooperation, and must play a role in building consensus around state goals in order to build public support. Once these two roles are fulfilled, local jurisdictions will be much better prepared to select, adopt, and implement the policies or regulatory tools that are most useful to their communities.

MPOs (including those above):

- Act as facilitator of dialogue
- Create regional transportation plans and work with local jurisdictions to guide the development of long-range land use plans
- Develop model policies appropriate to municipalities in the region, reducing the burden on local governments with limited staff capacities.

Best practices for state DOTs:

- Provide education and outreach to local governments
- Provide support and guidance to local jurisdictions
- Encourage local participation in highway decisions
- Develop comprehensive land regulation plans for areas adjacent to state highway infrastructure
- Enforce developer mitigation when negative impacts on highway performance are anticipated
- Develop and implement model Complete Streets, Access Management, and Corridor Preservation policies and encourage the adoption of similar policies at the MPO and local level

Best practices for state-local coordination:

- Establish early department of transportation involvement
- Be willing to work together

Promoting Inter-jurisdictional Coordination

Inter-jurisdictional coordination of planning efforts, whether achieved through legislative mandate or through a voluntary state or regional review process, is essential to achieving desired land use and transportation outcomes (Vanka et al. 2005; New Jersey OSP 1997). The following are recommendations from Vanka et al.

Best practices for local governments:

- Include access management policies and corridor plans in local planning efforts
- Recognize the immediate and long-term benefits of better coordination for all parties
- Use planning staff to conduct education and outreach
- Build developer buy-in
- Impose stricter access controls

Best practices for county-level governments and

- Dialogue leads to solutions
- Introduce access management guidelines in local plans
- More interaction means better relations
- Avoid “divide and conquer” conflicts
- Recognize department of transportation’s authority
- Share knowledge
- Promote interagency coordination
- Make timely decisions
- Limit access

The authors suggest that in many cases, legislative action encouraging and requiring a formal process for creating a regular dialogue between state and local agencies (i.e., an Interagency Cooperation Agreement), may be necessary in order to achieve these goals.

Regional cooperation and mutual understanding may be especially critical when local growth management policies have the possibility of significantly impacting the balance of power or the economic development dynamics between municipalities and county governments. Depending on local development trends, either party may see new policy as limiting growth, rather than guiding it to where it is most desired (Hamin 2003). State agencies can facilitate better coordination in a number of ways, including convening forums for regional discussion, requiring or incentivizing state review of local plans, or by delegating authority and resources to regional authorities (e.g., MPOs) to serve in a growth management oversight capacity.

Building Local Support

“Because conflicting political forces will often result in compromise (weakening) of legislation, education is a vital tool in garnering public support for successful smart growth” observes Efraim (2009, p.) As Zovanyi (2007) highlights, this means generating buy-in to concepts of growth management, smart growth, and sustainability among not only local officials, but also other stakeholders, including property owners, developers, various demographic groups and advocates, and other non-governmental organizations impacted by potential policy changes.

Chapin (2012) and the American Planning Association (2002) also highlight the need for public education, as well as the need to “sell” smart growth and sustainable planning concepts in a politically palatable way. It is important to emphasize that growth management is not about saying “no” to growth. Rather, it is a means to achieve greater economic competitiveness and improved livability within communities. “Citizen support for growth management rests heavily on whether or not it leads to benefits that they experience directly” (Carruthers 2002, p. 1978). In order to be successful at the local level, state policy makers must ensure that local officials and the general public understand the benefits of improved land use and transportation policies and the costs of inaction. Strategies for creating local support often succeed by demonstrating the popularity of the fundamentals of smart growth, and by linking proposed policies to real, tangible issues that residents care about, such as traffic congestion, affordability, environmental protection, and quality-of-life (APA 2002). At the same time, planners should not ignore the opportunities to positively impact emerging areas of concern such as climate change, energy, and food systems, to name a few (Chapin 2012).

Ultimately, successful land use and transportation integration requires extensive public and stakeholder outreach in order to successfully implement policy. This can be achieved by forming collaborative partnerships with stakeholders at all levels, focusing on shared community values such as quality of life, sustainability, or economic vitality, providing early and extensive public outreach and education at the project level, and by fostering local political champions or community leaders as allies in implementing a community’s vision and leading a successful public process (Twadell and Emerine 2007).

Appendices

Appendix A: Overview of Selected State Growth Management Programs

This Appendix provides additional information on the policies and legislation in selected states that have implemented growth management legislation. In addition to researching the background of each state's growth management activities, we have examined the type of policy in place, the motivation(s) for implementing growth management ideas; the agencies and organizations responsible for policy adoption and/or program implementation, the specific tools employed to achieve policy goals; any outcomes that have been measured or identified as a result of the policy; issues or obstacles encountered in the process of attaining growth management policy; and overall lessons learned from that state's experiences.

California

(SB 375 – 2008)

Background: In 1963, California state legislature established Local Agency Formation Commissions (LAFCo) in every county except for San Francisco, intended to discourage sprawl and which are responsible for deciding boundary issues for cities and counties. In 2008, CA legislature passed SB 375, requiring the California Air and Resource Board (CARB) to set regional reduction targets for greenhouse gas emissions.

Policy Characteristics:

- The 18 MPOs were required to create a Sustainable Community Strategy in concordance with CARB standards through an integration of land use and transportation strategies.
- MPOs were tasked with growth areas and making an inventory of the regions farmland and wildlife habitats
- Transportation investments must be consistent with each region's strategy in order to be eligible for funding.

Outcomes: California is the first state to mandate emission targets to regional transportation agencies through the coordination of land use and transportation. Although it

has promise, we are still in the early stages. The impacts of SB 375 are unclear at this time.

Colorado

(Colorado Land Use Enabling Act – 1974)

Background: In 1974 the General Assembly passed the Land Use Enabling Act, overseen by the Department of Local Affairs, to protect natural scenic and recreational resources from uncontrolled, rapid growth. The act gave more power to local authorities for planning and land use regulation. In 1987, the state legislature amended the Three-Mile Plan which limits municipal annexation to within three miles of their current boundary.

Policy Characteristics:

- Colorado state legislature has yet to pass a statewide comprehensive plan.
- Smart Growth efforts characterized by bottom up voluntary planning and regional coordination.
- Under Colorado Revised Statutes, local governments that meet a given population threshold (as determined by the Department of Local Affairs) are to create a master plan. State government has no authority to approve plans or enforce consistency among regions.
- State-sponsored, voluntary/incentive-based programs

Outcomes: Although Colorado does not have statewide planning, local initiatives have produced growth management and land preservation results similar to Oregon. Between 1982 and 1997, only a 2% decrease in resource lands was documented. Colorado is the only state without a statewide program to show a significant increase in transit ridership during the 1990s.

Lessons Learned: Colorado's record attests to the importance of local support for smart growth success. Even though programs are voluntary and incentive based, many local governments recognized the importance of controlling growth in their areas. It is important to note, desire to live in proximity to mountain range has provided natural incentive to concentrate populations. Protected government land (national parks, etc.) has also served as physical barrier to deter sprawl (*Ingram, et al. 2009*).

Delaware

(Shaping Delaware's Future Act – 1995)

Background: Governor Thomas R. Carper established the Cabinet Committee for Statewide Planning Issues in June, 1994. This led to the state legislature passing Senate Bill 116. The Cabinet Committee on State Planning Issues is responsible for setting goals, and serves as advisor to the governor. The Office of State Planning Coordination (within the Office of the Budget) is responsible for the Land Use Planning Act (L.U.P.A.), rendering technical assistance, and coordinating discrepancies among and between municipality, county and state objectives.

Policy Characteristics: Under state law [22 Delaware Code, § 702](#), all 52 incorporated municipalities are required to have updated comprehensive plans. Those who do not adopt plans cede planning and zoning control to the county. While the state has review and comment capabilities, local government has the final say in adopting comprehensive plans.

Lessons Learned: The Cabinet Committee on State Planning Issues mainly dealt with recommendations involving clarification of language and duties in legislation. Because there are different state agencies with overlapping roles/jurisdictions, there is often discrepancy and inconsistency in the coordination, review and adoption of comprehensive plans.

Additional Information:

- *State Code of Delaware.*
<http://delcode.delaware.gov/title29/c091/sc01/index.shtml>
- *Report to the Governor and the 146th General Assembly: Cabinet Committee on State Planning Issues. October, 2010.*
http://stateplanning.delaware.gov/information/documents/2010_cabinet_committee_annual_report.pdf

Florida

(Local Government Comprehensive Planning Act – 1975, State and Regional Planning Act – 1984, State Comprehensive Plan – 1985)

Background: The Florida legislature enacted the first bills in response to growing environmental concerns for the Everglades and in attempts to control the effects of rapid population growth. The planning process is tiered: the Governor is the “Chief Planning Officer” for the state. Below the Governor are 11 regional planning councils that encompass 470 local government comprehensive plans.

The Department of Community Affairs is responsible for certifying local, comprehensive plans, ensuring they meet minimum criteria to fall in line with goals of the state.

Policy Characteristics: Local governments are mandated to draft comprehensive plans, incorporating such elements as: Future Land Use, Transportation, Housing, Infrastructure, Conservation and Coastal Management, Intergovernmental Coordination, Recreation and Open Space, Economic Development, Capital Improvements, and Public School Facilities. Counties and municipalities must update their plans every seven years and adopt any amendments that may be necessary to reflect changes in the statewide comprehensive plan.

In the growth management literature, Florida is noteworthy for its concurrency management system, by which local governments are required to demonstrate adequate infrastructure for projected future growth before they can approve new development. This can put a financial strain on local governments because they (not the developers) are required to provide such infrastructure. Local governments have imposed impact fees or required exactions and dedication in attempt to cover costs for new development.

Lessons Learned:

- Regional planning commissions need to have greater role in coordinating neighboring jurisdictions to mitigate conflicting land use patterns.
- Not requiring slow-growing communities to adopt plans can result in unpreparedness when future growth occurs.
- The Department of Community Affairs does not oversee implementation of actual, local plans or issuing of development permits unless initiated by a citizen.
- Plan compliance is now ineffectively enforced through threat of litigation. Recommendations to streamline development process, coordinating permitting criteria among multiple levels of organization.

Additional Information: Carriker, R. (2006). Comprehensive Planning for Growth Management in Florida. EDIS document FE642, Food and Resource Economics Department, Florida Cooperative Extension Service, Institute of Food and Agricultural Sciences, University of Florida. <http://edis.ifas.ufl.edu/fe642>

Georgia

(The Georgia Planning Act – 1984)

Background: The Georgia Planning Act is overseen by the Department of Community Affairs and by Regional Development Centers. This legislation was drafted to reflect the state’s “public interest in promoting, developing, sustaining, and assisting local governments” and “establishing minimum standards for land use in order to protect and preserve its natural resources, environment, and vital areas.”

Policy Characteristics:

- Local governments are required to submit a comprehensive plan to the Department of Community Affairs every 10 years.
- Local and county governments may adopt a joint plan or adopt their own separate plans.
- Levels of planning requirement depend on population size and rates of growth.
- Due to capacity limitations for data collection and analysis, the smallest municipalities only have to provide an updated Community Vision and an updated Short Term Work Program.
- The largest and fastest growing counties (and municipalities within them) must include a Community Assessment, Community Participation Program and Community Agenda.
- The Community Assessment must include detailed data and map analysis, supporting plan consistency with Quality Community Objectives and a detailed assessment of the local transportation system

Local governments can apply for project funding through the Transportation Enhancement (TE) Program administered by GDOT. Projects fall into four categories:

- multi-use facilities – such as walking and biking trails
- historic resources – like railroad depots
- transportation aesthetics – like streetscaping and landscaping projects
- scenic preservation – such as scenic byways and views

Lessons Learned: Georgia has encountered difficulty in enforcing/influencing compliance. Georgia’s state government does not issue sanctions for noncompliance or provide financial support for local plans

Additional Information:

- *Georgia Planning Act 1989, retrieved from:* http://www.dca.state.ga.us/development/planningqualitygrowth/programs/documents/GAPlanningAct_000.pdf.)
- <http://www.tandfonline.com/doi/abs/10.1080/01944360308978018>)

Hawaii

(Hawaii State Land Use Law – 1961)

Background: Hawaii’s State Land Use Law is overseen by the Office of Planning and the State Land Use Commission.

Policy Characteristics: All land in the state is divided into four categories:

- Urban
- Rural
- Agricultural
- Conservation

Only five percent of land is urban. Landowners wishing to develop land must petition for district boundary amendments. The Office of Planning, landowner and county deliberate to achieve consensus, while the Office of Planning coordinates with State Land Use Commission to ensure that land use is consistent with the state plan and that impacts on infrastructure are addressed. The Office of Planning then makes recommendations to the State Land Use Commission.

Indiana

(Land Use Act – 1981)

Background: The Indiana Land Use Act is overseen by the Indiana Land Resources Council (an advisory body). Indiana has not had similar growth pressures as other states that have adopted growth management legislation. However, there is evidence that local restrictions have made it difficult for the development of suburban units with densities more than 2.5 units per acre, resulting in leap-frog, low-density development that may put a future strain on infrastructure.

Policy Characteristics: Indiana does not have a statewide comprehensive plan. However, if a municipality wishes to exercise zoning, state law requires that it create a comprehensive plan, which must contain:

- Statement of objectives for future development.
- Statement of policy for land use development
- Statement of policy for the development of public ways, public lands, public places, public structures, and public utilities.
- Indiana Land Resources Council has the following responsibilities:
 - provide technical assistance about land use strategies;
 - facilitate collaboration among commonly affected state, county, and local government units;
 - compile and maintain a land planning information library that includes current data on land resources in Indiana;
 - establish or coordinate educational programs for governmental units, nongovernmental units, and the public with special consideration for local planning commission members and county commissioners;
 - provide counties and local communities conducting land use planning with access to technical and legal assistance through a referral service;
 - provide information to local authorities on model ordinances for programs and techniques on land use;
 - obtain grants and assist counties and local communities in locating additional funding sources for planning projects;
 - make recommendations to the general assembly and other governmental bodies concerning land resources; and
 - when requested, advise the General Assembly on proposals relating to land resources

Outcomes: In general, local governments in Indiana make land use decisions without much coordination between city and county governments. There are 15 MPOs in the state. In terms of transportation and land use coordination, these do little more than the review requirements for federally funded transportation projects. Agricultural zoning has generally not been used for farmland protection, and counties do not regulate development based on proximity to existing development or infrastructure. Consequently, 94% of development in the 1990's occurred in non-urban areas.

Lessons Learned: While some groundwork has been laid, a lack of regional coordination and cooperation among counties and cities, coupled with a lack of regulatory

powers on the part of planning commissions has resulted in unfavorable growth patterns in terms of Smart Growth (*Ingram, et al. 2009*).

Maine

(Growth Management Act – 1991)

Background: According to the former State Planning Office, growth management efforts in Maine will guide the revitalization of the state's economy through coordination of economic development and land use while protecting natural resources and promoting livable communities. In July of 2012, the State Planning Office was discontinued. Most of Maine's growth occurs in the southern region of the state, comprising part of the metropolitan area of New England.

Policy Characteristics: Planning efforts are now overseen by the Department of Conservation, promoting comprehensive planning in all municipalities and regional coordination. There are seven Regional Transportation Advisory Committees and four MPOs that coordinate with the DOT to implement the state's transportation plans.

Municipalities can make use of the Municipal Planning Assistance Program to guide comprehensive planning and land use decisions. The state encourages adoption of local comprehensive plans and requires municipalities to have them in order to: legally impose zoning ordinances, legally create an impact fee ordinance, and legally create a rate of growth or building cap ordinance. A consistent comprehensive plan also helps towns qualify for certain state funding. The state certifies that plans are "consistent" with the Growth Management Act through an approval and review process.

Outcomes: Portland, ME, has been considerably active in planning activities and has sought to incorporate extensive public participation in its planning processes. It has incorporated long-range planning efforts focused on the waterfront, housing, neighborhood planning and transportation. On the state level, transportation efforts have struggled with disproportionately growing suburbs and declining transit ridership.

Despite funding cuts, the Four-Year Growth Management Program Evaluation found that communities have continued to draft comprehensive growth management plans. Furthermore, after streamlining the review process, there have been no findings of inconsistency between local plans and the Growth Management Act.

Maryland

(Economic Growth, Resource Protection, and Planning Act – 1992)

Background: Maryland’s Economic Growth, Resource Protection, and Planning act is overseen by the Maryland Department of Planning. It was enacted by the state legislature to reflect local planning initiatives such as Baltimore’s Urban Rural Demarcation Line (URDL) and Carroll County’s farmland preservation efforts.

Policy Characteristics: The 1992 legislation “centered on concentrating development in suitable areas, protecting sensitive areas, and establishing funding mechanisms to achieve the visions” (Maryland Dept of Planning). Local jurisdictions were required to address these same visions in their comprehensive plans. Under article 66B, the state “delegates planning and land use regulatory authority to all non-charter counties and all incorporated municipalities outside of Montgomery and Prince George’s counties” (overseen by the Maryland-National Capital Park And Planning Commission).

TOD Designation: In 2008, under Section 7-101(m) of the Transportation Article, TOD was defined as a “transportation purpose,” enabling designated projects for state assistance, including land, funds and personnel.

Outcomes: Maryland has received national attention for enacting Smart Growth laws which prioritized incentives over enforcement. The only visible success story has been the curbing of farmland development. Studies have found that across the state, the percentage change in preserved land has been higher than the change in developed land (2012, Lewis & Knapp).

New Hampshire

(New Hampshire’s Smart Growth Law -2000)

Policy Characteristics: New Hampshire’s Smart Growth Law requires each state agency to consider “smart growth” principles when providing advice, expending funds, or distributing grant monies for public works, transportation, or major capital improvement projects, and for the construction, rental, or lease of facilities. It calls for a coordinated and comprehensive effort by state agencies for economic growth, resource protection, and planning policy to encourage smart growth, and requires the Council on Resources and Development (CORD) to prepare a report every four years, documenting:

- Progress by state agencies in considering the state’s policy on smart growth when providing advice or expending state or federal funds.
- Progress by the state agencies represented on CORD in coordinating their activities to encourage smart growth.
- Efforts to encourage development in accordance with the principles of smart growth by regular review of state operating procedures, granting policies, and regulatory framework.
- Suggested policy changes or legislation that CORD believes would strengthen the state’s ability to achieve smart growth.

New Jersey

(State Planning Act – 1986, State Development and Redevelopment Plan – 1992)

Background: New Jersey’s growth management legislation is overseen by the State Planning Commission. These legislative acts were adopted in response to growth pressure from major urban centers (i.e. New York City and Philadelphia), the desire to preserve natural and cultural resources, and in response to a judicial rule stating that municipalities were required to supply low- and moderate-income housing and to counteract concerns of concentrating poor and minorities in aging urban centers.

Policy Characteristics: The State Planning Commission is responsible for the State Development and Redevelopment Plan, which delineates comprehensive planning priorities and emphasizes coordination and a Cross Acceptance program in its drafting, review and re-adoption every three years. The State Planning Act primarily serves as a guide for local governments. The State Plan’s vision should serve as guidance for municipal and county comprehensive plans, prioritizing efforts to “conserve its natural resources, revitalize its urban centers, protect the quality of its environment, and provide needed housing and adequate public services at a reasonable cost while promoting beneficial economic growth, development and renewal.”

NJFIT (New Jersey Future in Transportation) is a product of the NJDOT and works with the Office of Smart Growth in promoting sustainable transportation developments. Localities can apply for Transportation Enhancements to fund such developments.

Lessons Learned: The Cross Acceptance process weakens the role of the state and State Planning Commission, giving

more power to the municipal and county governments in deciding the terms of the State Development and Redevelopment Plan. Moreover, there is no mandate that local governments adopt this plan. The plan does not address conflicts that may arise from previously existing statutes at the local level or statutes that may be drafted in the future. However, there is some incentive for the adoption of Smart Growth legislation through the “Plan Endorsement” certification through the Office of Smart Growth. Here, approved developments are eligible for discretionary funds, expedited permitting and planning assistance.

Additional Information: New Jersey State Development and Redevelopment Plan,
<http://www.co.hunterdon.nj.us/pdf/hcpb/StatePlan2009/FinalDraftStatePlan-Volume1.pdf>

Oregon

(Oregon Land Use Act – 1973)

Background: Oregon’s Land Use Act is overseen by the Land Conservation and Development Commission. The Act was adopted in response to growth pressures and concerns to preserve the environment. The majority of Oregon’s population, economic activity, and agricultural land are concentrated in the same region (Willamette Valley), resulting in conflicts over land use.

Policy Characteristics: Under Senate Bill 100, all cities and counties must adopt comprehensive plans that meet state approved standards. The Land Conservation and Development Commission has the authority to review and approve comprehensive plans. To ensure governmental coordination, these laws also apply to designated districts and state agencies.

Division 12 of the Oregon Administrative Rules promotes the coordination of land use and transportation to facilitate livability in urban and rural environments. For urban communities, the law “promotes increased planning for alternative modes and street connectivity and encourages land use patterns throughout urban areas that make it more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs” (http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_012.html)

Outcomes: Oregon has arguably seen the most success in the development of compact urban environments and the preservation of rural and natural resource lands.

Lessons Learned: Critics argue the establishment of UGBs in Portland resulted in a limited supply in the housing market causing prices to skyrocket and resulted in unaffordable housing for renters.

Pennsylvania

(Pennsylvania Municipalities Planning Code - 1968)

Background: Pennsylvania’s Act 247 is overseen by the Department of Community and Economic Development. The Governor’s Center for Local Government Service aids local communities with planning efforts.

Policy Characteristics: The Municipalities Planning Code requires counties to adopt comprehensive plans which serve as a guide for the comprehensive plans of municipalities. County comprehensive plans shall:

- be consistent with state laws to protect natural and historic resources.
- plan for adequate water supply
- be reviewed every ten years

Plans must also “identify those areas where growth and development will occur so that a full range of public infrastructure, including sewer, water, highways, police and fire protection, public schools, parks open space and other services can be adequately planned and provided as needed to accommodate growth.” (Additional Information: http://www.adamswatersheds.org/images/comp_plan.pdf).

Additional County Comprehensive Plan Requirements:

- land uses related to important natural resources.
- land uses which have a regional impact or significance.
- preservation and enhancement plans for agricultural land.
- a plan for historic preservation.

There are nine guidelines for the nature of municipal plans, with an emphasis on reflection of county plans. It is important to note, these comprehensive plans are advisory in nature and are not legally binding. The Governor’s Center for Local Government Services is

mandated to produce a State Land Use and Growth Management Report every five years with an assessment of land use and growth management trends and future recommendations. Meanwhile, the Municipal Assistance Program (MAP) provides funding (up to 50% of eligible costs) for multi-municipal, regional and county planning efforts under one of three groups: Shared services, Community Planning and Floodplain Management.

Transit Revitalization Investment District planning studies: Philadelphia has a TRID master plan to connect two underutilized rail stations and to promote TOD development.

Rhode Island

(Rhode Island Comprehensive Planning and Land Use Act – 1988)

Background: Rhode Island’s Comprehensive Planning and Land Use Act is overseen by the State Planning Council, which also serves as the single, statewide MPO for Rhode Island.

Policy Characteristics: The state law requires all cities and towns to adopt a local comprehensive master plan. Plans are required to incorporate:

- Goals and policies
- Land use, including map
- Housing, including affordable housing
- Economic development
- Natural and cultural resources
- Services and facilities
- Open space and recreation
- Circulation
- Implementation

The Statewide Planning Program gives the state authority to review and approve local comprehensive plans and amendments. Local governments are required to conform their zoning laws in accordance with the parameters of new plans. Through the TIP (Transportation Improvement Program), municipalities can apply for project funding provided that proposals are consistent with comprehensive plans. The 2013-2016 plan allocates 23% of state and federal funding for alternate modes of transportation (bike/ped, bus and rail). For all modes, the majority of funding is designated for system preservation. Of the \$42.1 million for system expansion funding, 89% is

allocated for pedestrian/bike infrastructure and 11% for bus system expansion

Additional Information:

<http://www.planning.ri.gov/tip/TIP%20Full%207-12-12%20Final.pdf>.

Tennessee

(Growth Policy Act – 1998)

Background: Monitoring and implementation of this law is overseen by the Tennessee Advisory Commission on Intergovernmental Relations (TACIR). It was adopted in response to statewide growth pressures and intergovernmental conflicts surrounding annexation.

Policy Characteristics: The law requires the coordination of 92 non-metropolitan counties in the creation of 20 year growth plans, and includes five statements of legislative intent:

- to eliminate annexation or incorporation out of fear;
- to establish incentives to annex or incorporate where appropriate;
- to more closely match the timing of development to the provision of public services;
- to stabilize each county’s education funding base and establish an incentive for each county legislative body to be more interested in education matters; and,
- to minimize urban sprawl (TACIR, <http://www.state.tn.us/tacir/growth.html>).

The law calls for the designation of Urban Growth Boundaries (UGBs) by municipalities and the designation of planned growth areas and rural areas by county government “based on an analysis of present and future needs.” A study conducted by Cho and Yen found that the value of newly developed houses within the UGB post-implementation were more likely to be higher than those developed outside:

http://policy.rutgers.edu/cupr/rrs/files/vol38issue1/Cho_RRS_38%281%29.pdf

Planning Issues:

- There is no formal state land use planning body that conducts comprehensive, long-range statewide planning.

- There is no overall coordinated land use plan for the many and varied state departments and functions.
- The preparation and adoption of a comprehensive land use plan is optional for local governments in Tennessee.
- Public Chapter 1101 (PC 1101) does not specify precisely what constitutes a growth plan, and the language of the Act makes simply agreeing on a map of boundaries permissible.
- Growth plans are not required to address issues such as land use, transportation, public infrastructure, housing, and economic development. (2011, TACIR, http://www.tn.gov/tacir/PDF_FILES/Other_Issues/LandUseAndPlanning.pdf).

Texas

(Chapter 213 of the Local Government Code – 1997)

Background: Texas had strong growth rates during the 20th century and currently has some of the fastest growing cities in the United States. Although different actors have pushed for statewide comprehensive planning, these interests have been overshadowed by trends in deregulation and pro-growth.

Policy Characteristics: Effectively, there is no state comprehensive plan. The state has no regulatory power to mandate or review local plans. Chapter 213 of the Local Government Code gave power to municipalities to create their own comprehensive plans, which may:

- include but is not limited to, provisions on land use, transportation, and public facilities;
- consist of a single plan or a coordinated set of plans organized by subject and geographic area; and
- be used to coordinate and guide the establishment of development regulations.

City governments can define the relationship between their comprehensive plan and development regulations. SB 243 allowed for the creation of eight regional mobility authorities (RMAs) that gives regions more autonomy in overlapping land use and transportation, while Chapter 391 established that plans adopted at the regional level may be incorporated at the local level, but there are no consistency requirements here.

Outcomes: Regional and local comprehensive efforts are scattered at best. Because cities have substantial control in the adoption of comprehensive plans, there is the possibility (but no guarantee) of Smart Growth initiatives at the local level. Consequently, Texas lost more than 2.3 million acres of productive farmland between 1982 and 1997. Although the state as a whole is not prioritizing land use and transportation integration, Houston, Austin, and Dallas are investing in light rail and high density corridors.

Lessons Learned: Identity of a state can be a very important factor in the success of Smart Growth initiatives. Although it is rapidly urbanizing, Texas largely retains a rural mentality. Many representatives see statewide planning and land use regulation as too much government intervention and anti-business. Until perceptions change, Smart Growth planning will remain isolated and scattered (Ingram, et al. 2009).

Vermont

(Land Use and Development Act – 1970)

Background: Vermont’s Land Use and Development Act is overseen by the Land Use Panel of the Natural Resources Board and provides administrative support for state’s nine District Environmental Commissions. It was enacted in response to development pressures from the opening of two interstate highways, after Governor Deane C. Davis appointed a study commission in 1969 that led to legislature passing the Land Use and Development Act in 1970.

Policy Characteristics: Under state statute 24 VSA Chapter 117, local governments are not required to plan or regulate land use. However, those that do must meet state requirements for a municipal plan. The Law created nine District Environmental Commissions to review large-scale development projects. DECs have permitting approval power for projects over 10 acres (over 1 acre for projects in areas with no zoning/land use regulation), stipulating that projects must meet 10 criteria:

- Will not result in undue water or air pollution. Included are the following considerations: (A) Headwaters; (B) waste disposal (including wastewater and stormwater); (C) water conservation; (D) floodways; (E) streams; (F) shorelines; and (G) wetlands.
- Has sufficient water available for the needs of the subdivision or development.

- Will not unreasonably burden any existing water supply.
- Will not cause unreasonable soil erosion or affect the capacity of the land to hold water.
- Will not cause unreasonably dangerous or congested conditions with respect to highways or other means of transportation.
- Will not create an unreasonable burden on the educational facilities of the municipality.
- Will not create an unreasonable burden on the municipality in providing governmental services.
- Will not have an undue adverse effect on aesthetics, scenic beauty, historic sites or natural areas, and 8(A) will not imperil necessary wildlife habitat or endangered species in the immediate area.
- Conforms with the Capability and Development Plan which includes the following considerations: (A) the impact the project will have on the growth of the town or region; (B) primary agricultural soils; (C) productive forest soils; (D) earth resources; (E) extraction of earth resources; (F) energy conservation; (G) private utility services; (H) costs of scattered developments; (J) public utility services; (K) development affecting public investments; and (L) rural growth areas.
- Is in conformance with any local or regional plan or capital facilities program.

Aside from guidelines for aligning land use and TOD (<http://www.smartgrowthvermont.org/toolbox/tools/transportorienteddevelopment/>), we could not find any funding mechanisms related to transportation and smart growth.

Virginia

(The Code of Virginia – 1975)

Background: “Addressing the public safety, convenience and welfare needs of all Virginians is a fundamental reason the state of Virginia has mandated that all local governments plan for the future” (§ 15.2-2200). Priorities concerning growth vary by region. The Southwestern region welcomes new growth for economic gain. Metropolitan regions surrounding D.C. and Richmond tend to be more concerned with sprawl and congestion. Coastal preservation is a priority for some in eastern Virginia, while forest preservation is a concern for others in Shenandoah region.

Policy Characteristics: The Virginia Code mandates local planning commissions to prepare and recommend comprehensive plan with the purpose of “guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants.”

Comprehensive plans must include three elements:

- Transportation plan with infrastructure needs
- Map of road and transportation improvements with cost estimates
- Designation of areas for construction and maintenance of affordable housing

In addition, counties with zoning and a given population or growth rate are required to establish urban development areas (UDAs) that achieve densities of at least four units per acre and incorporate New Urbanist and traditional neighborhood development principles. Comprehensive plans and UDAs are to be reviewed every five years and able to accommodate residential and commercial growth slated to occur within 10 years and no more than 20 years. VDOT is only state government entity charged with review of local plans, while regional planning is divided into planning district commissions (PDCs) which serve mainly in an advisory function. No state mechanism is in place to ensure vertical or horizontal consistency.

Outcomes: Despite such mechanisms as conservation easements, agricultural/forest districts, and a comprehensive plan mandate, most population growth in the 1990’s occurred in land that was previously rural (Ingram et al 2009).

Lessons Learned:

- It is important to coordinate relationships between protected land and land targeted for development.
- Although plans are mandated, they have so far served as a guide for local decision making, but do not ensure consistency with local land use and zoning.

Washington

(Growth Management Act – 1990)

Background: Washington’s Growth Management Act is overseen by the Department of Commerce. It was drafted

by Washington's legislature in response to concerns over rapid population growth, sprawl and threats to the environment.

Policy Characteristics: The Growth Management Act mandates the fastest growing counties to adopt comprehensive plans. The remaining counties must designate only critical areas and natural resource land. The Growth Management Act guides regional coordination and requires counties to designate Urban Growth Areas (UGA). Local comprehensive plans are to incorporate the following elements: land use, housing, capital facilities, utilities, and transportation.

Enforcement: Jurisdictions that fall under GMA must make their land use regulation consistent with the comprehensive plan. By the discretion of the Growth Management Hearing Board, the governor has the ability to sanction city, county, and state agencies who do not comply with GMA.

Counties must coordinate with cities to determine Urban Growth Areas, which must include "adequate land for industrial and commercial activities, open space, and other public facilities" to accommodate projected growth for the next twenty years. UGAs require evaluation at least every eight years. (Dept of Commerce <http://www.commerce.wa.gov/site/402/default.aspx>). Critics argue that Washington's Adequate Land Supply Requirement led to induced demand development and low density sprawl.

Regional Transportation Planning Organizations (RTPOs): The GMA encouraged the voluntary adoption of RTPOs. Currently, all contiguous counties fall within the jurisdiction of an RTPO. They are required to:

- Prepare a Regional Transportation Plan
- Certify that countywide planning policies and the transportation element of local comprehensive plans are consistent with the Regional Transportation Plan
- Develop and maintain a six-year Regional Transportation Improvement Program (Washington State Department of Transportation, <http://www.wsdot.wa.gov/planning/regional/>)

Wisconsin

(Comprehensive Planning Law or "Smart Growth Law" – 1999)

Background: Wisconsin's "Smart Growth Law" is overseen by the Department of Administration

Policy Characteristics: The Law required that all local governments adopt a comprehensive plan by 2010, but does not mandate how each community should grow. However, it does require public participation in deciding goals and visions for each comprehensive plan. The Comprehensive Planning Grant Program provides financial assistance to local communities in drafting and adopting plans, with approximately \$2 million available annually through a competitive grant application.

Outcomes: Because enrollment in farmland preservation initiatives is voluntary, and because of financial influence of private developments, efforts to preserve rural land in Wisconsin has proven only marginally effective.

Lessons Learned: The comprehensive Planning Law came under attack from Wisconsin legislators who aimed to limit the role of government. Amendments in 2010 introduced language emphasizing the plan's role as a *guide* and giving more discretion to local governments to interpret "consistency" of land use.

Appendix B: Glossary of Growth Management Tools and Techniques

Access Management

This is a tool for reducing traffic congestion, promoting pedestrian and automobile safety, and preserving the character of scenic or urban roadways. Poorly managed growth along corridors can lead to a sharp increase in the number of single-use driveways and traffic signals. The high rate of access points that accompanies strip development not only congests traffic but also increases the risk of accidents. Through an access management program, planners can limit the number of curb cuts (such as driveways) along a corridor, coordinating shared driveways and interconnected street networks. Access management can include regional strategies to promote access to designated growth areas or job centers, while discouraging development of rural land, or they can focus on local access to jobs, shopping, and services through corridor design and minimization of vehicle conflicts (Twaddell and Emerine 2007). For example, Vermont’s “Roadscape Guide” (www.smartgrowthvermont.org/fileadmin/files/publications/CVGA_ROADSCAPE.pdf) provides practical applications for access management techniques.

Acquisition of Access Rights

State or local authorities may acquire the right to control access along major roadways or select locations (such as interchanges) in order to more effectively manage access, through traffic, and safety. This is of particular importance for states that do not have a statewide access code (Rose et al 2005).

Cluster Development Zoning

Cluster development zoning limits the location and area of development on land lots so that the rest may be preserved for farming, forestry, or green space. This technique allows for cost saving through the concentration of infrastructure and limits non-point source pollution by minimizing runoff from impervious surfaces, while being seen as less obtrusive than some other rural land conservation methods (Twaddell and Emerine 2007). Clustering can also help increase access to both

community services and to natural spaces. According to Louisiana land use law, cluster development is possible in Rural Agriculture districts and Suburban Residential Single-Family districts. It can also be used to encourage siting structures so as to avoid encroachment into the corridor.

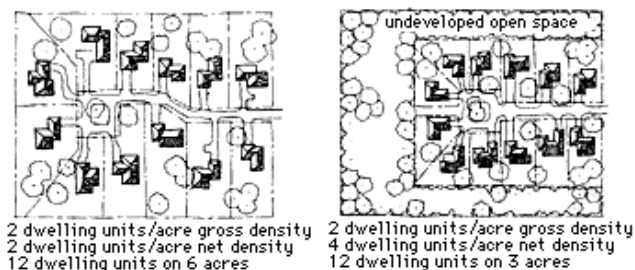


Figure 13: Cluster Development Zoning. Source: <http://www.extension.umn.edu/distribution/naturalresources/components/7059%5B3f03%5D.html>

Complete Streets

Complete Streets is a policy concept that encourages street design to incorporate elements for the safety and accessibility for users of all abilities and multiple modes of transportation (including pedestrian, bicycle and public transit). Design elements include raised sidewalks, separate bike lanes, bulb-outs at crosswalks, refuge medians, bus shelters, and traffic calming devices such as narrow streets and lowered speed limits. Encouraging the safety of pedestrians and cyclists and the connectivity of alternative modes of transportation is a vital component to complement population growth in urban cores and the alleviation of traffic congestion. In rural areas, designing streets—especially main streets and town centers—to limit traffic speed and volume or installing traffic-calming devices helps promote a safe and comfortable environment for families and shoppers. Louisiana has already adopted a Complete Streets policy. For local jurisdictions, the program is advisory in nature. Currently, the program only covers projects under federal or state funding. The City of New Orleans has also adopted a local Complete Streets ordinance, and a guide outlining the process of developing and adopting that policy has been created in order to aid other local jurisdictions in crafting similar policies (Tolford 2012).

Concurrency Requirements

Because population growth often incurs cost in new infrastructure investment or places strain on existing infrastructure, concurrency requirements ensure that areas demonstrate adequate road, sewer and other public facility infrastructure prior to allowing new development. This tool can help limit unwanted sprawl in rural areas and direct development to existing communities that would not require as much government funds for infrastructure investment. In Florida, local governments - not developers - must meet these requirements. Therefore, some have imposed impact fees (see below) on developers to avoid placing a financial burden on local jurisdictions.

Conservation Easements

Through a conservation easement, landowners retain ownership but give up development rights to a given property. Landowners who donate conservation land easements to a designated land protection organization may be eligible for federal income tax reductions. In order to account for lost property value in conserving land, some states have moved to implement tax credits for landowners who take part in the program (Byers and Marchetti 2005). Several organizations coordinating conservation easements exist in Louisiana, including the Land Trust for Southeast Louisiana and the Southern Regional Office of Ducks Unlimited, Inc. Preservation easements work similarly to conservation easements but apply to properties of historic value. In Louisiana, property owners have received tax reductions and tax credits for placing easements on historic buildings and sites of archaeological significance, as through the Preservation Resource Center's Preservation Easement program, wherein property owners may donate historic property facades to the PRC in exchange for federal income tax deductions.

Density Credits/Transfers

Density credits involve allowing the transfer of development rights from that portion of the site that falls in the planned corridor to the remainder of the development site, resulting in a greater net density on the developed portion of the site, while preserving the ROW.

Driveway Spacing Requirements

Spacing requirements stipulate a minimum separation distance between driveways and encourage shared access for small parcels. Requirements should relate to posted speed or functional classification of the roadway (Bost 2006).

Flag Lot Requirements

Subdivision review should encourage the avoidance of flag lots, for example, by encouraging the provision of an alternative access road instead. At a minimum, stringent standards should be in place for minimum lot areas, frontage requirements, and driveway separations (example: Orlando) (Bost 2006).

Example: In New Jersey, very strong subdivision regulations in the New Jersey Site Improvement Standards Act of 1993 require that any parcel division requires official review. Florida's growth management act mandates the local adoption of subdivision regulations, and provides a framework for local review of all subdivision activity, even minor divisions (Bost 2006).

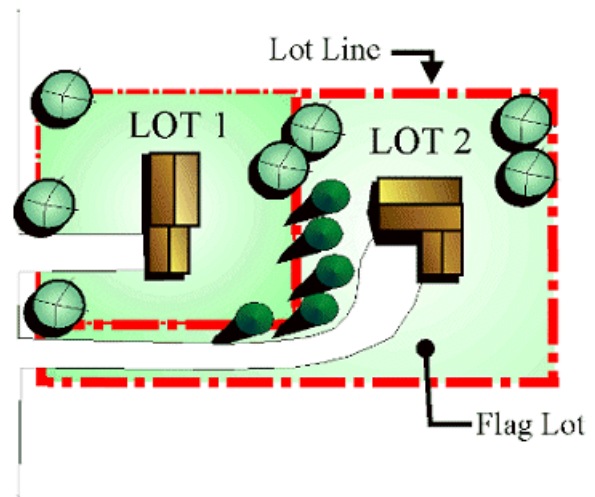


Figure 14: Example of Flag Lot development. Source: <http://www.nccde.org/czo/maintain/viewcode.asp?index=703>

Impact Fees

Impact fees are imposed by local governments on proposed or new developments to cover part or all of funds necessary to provide public services for the area. This method of addressing the costs of development in

areas facing growth pressures has become one of the most important public finance mechanisms for roads, sewers, utilities, schools, libraries and parks. To effectively use impact fees, parishes and local governments coordinate them with their Capital Improvement Programs in order to “to assess the amount or level of public facilities and services that should be borne by a new development” (Villavaso, 2003).

Interim Use Agreements

Interim use agreements assure property owners that they will have some economic use of property until the right-of-way is acquired. Uses should have low structural impact and should be able to be relocated or discontinued in the future.

Joint Access Requirements

Joint access requirements for commercial corridor development mandate joint use driveways wherever feasible. For new development, this may mean limiting driveways to one per existing parcel, so that if future subdivision occurs, developers are forced to either implement joint use or create rear access. This can be a useful strategy for corridor overlays (Bost 2006).

Land Acquisition and Land Banking

Governments can also set aside funds for the outright purchase of land for preservation purposes. Louisiana is home to nearly half of the wetlands in the lower 48 states. In recognition of the economic, cultural and environmental contributions of our wetlands the Louisiana Department of Wildlife and Fisheries (LDWF), the Coastal Protection and Restoration Authority (CPRA) and the Conservation Fund have done considerable work to preserve and restore them.

Large Lot Zoning

Large lot zoning requirements establish a minimum lot size (e.g. 5-10 acres) so as to facilitate farming and/or forestry. The rationale behind this type of zoning is that parcelization of rural land can lead to the deterioration of protected land and undesirable low-density development.

In Lancaster County, PA, for example, successful implementation of this program was coupled with growth boundaries, financial incentives and permanent land conservation:

http://www.co.lancaster.pa.us/toolbox/lib/toolbox/agzoningguidelines/ag_zoning_guidelines_10272010_pdf.pdf.

Lot Frontage and Dimensional Requirements

Lot frontage and dimensional requirements should be set up to minimize access points on major roadways. Where feasible, residential development on arterials should be required to provide a local access road (reverse frontage requirements) (Bost 2006).

Lot Split Requirements

Lot split regulations provide for local review of smaller divisions of land that would otherwise be exempted from subdivision review, in order to prevent the creation of unbuildable lots, flag lots, or lots with inadequate access to public roads.

Outparcel Requirements

For lots on the perimeter of larger parcels abutting a roadway (such as shopping centers), regulations should encourage coordinated site circulation systems, to minimize driveway cuts (Bost 2006). Outparcels should not be permitted individual driveways, and should be integrated with surrounding development (Williams and Seggerman 2004).

Overlay Districts

This is a zoning tool designed to enhance, supplement or modify existing zoning laws for a corridor of community interest, such as: historic preservation, natural or cultural resource protection, pedestrian safety, district design consistency, or transit oriented development (see below). Zoning overlay districts will guide new development projects along the corridor, by prescribing the type and intensity of development, corridor access restrictions, site and façade design, and streetscape design (Twaddell and Emerine 2007). Generally, they will only affect existing developments if undertaking major renovations. Often, an overlay district will allow additional land uses or relax

certain regulations if in service to the district’s goals, such as promoting arts or cultural uses. Local government can provide development incentives to influence smart growth design strategies, such as Complete Streets and Transit Oriented Development (see below). Overlay zones also be applied to a particular area while retaining underlying zoning requirements to encourage implementation of access management principles on all new development and retrofits (Bost 2006).

Private Road Ordinances

Where private roads are developed to serve small subdivisions, these should be regulated so as to be accessible to emergency vehicles, to promote efficient development patterns, and to address design, construction, maintenance, land use, and signage concerns (Bost 2006).

Road Transfers

Road transfers are mainly applicable to rural communities with downtown main streets that also have state highway designations. When there are alternative routes available, the local community can transfer control of these routes to the DOT, thereby regaining control of the main street as a local road and facilitating redesign and economic development efforts. The community may employ streetscaping elements that calm traffic and improve pedestrian safety. This technique of shifting traffic out of the town center has been successfully employed in Hutchinson, Minnesota’s efforts to redevelop their main street, as one example (Twaddell and Emerine 2007). Louisiana DOT’s Engineering Directive 1.1.1.19, revised in 2007, establishes the protocol for negotiating and implementing transfer or exchange of ownership between the state and local level, when such an exchange is consistent with state highway goals and will enhance mobility and connectivity.

Roundabouts

Roundabouts may be used as an access management tool in place of traffic signals or stop signs. They can improve safety by reducing conflict points (Figure 11), and may increase roadway capacity by up to 50% (Williams and Seggerman 2004).

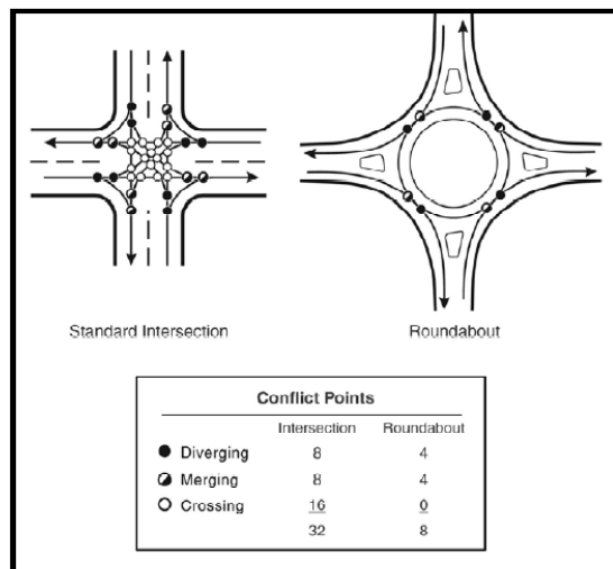


Figure 15: Comparison of Vehicle Conflict Points, Roundabout versus Standard Intersection. Source: Williams and Seggerman 2004.

Rural Land Conservation Methods

It is important to coordinate urban growth management with the designation of protected rural land. Targeted land may be home to wildlife habitats, agriculture, forest, clean water, or scenic preserves. There are several incentives that municipalities may employ to influence desired land use outcomes in non-urban areas. As an example, Maryland has seen some success in coordinating Rural Legacy Areas (a program protecting large tracts of resource land from development through easements and fee estates from willing landowners) with urban Priority Funding Areas (designated through a 1997 act providing state funding for growth-related infrastructure in existing communities) (Lewis and Knapp 2012).

Service Roads and Alternative Access

When new lots are subdivided for development, subdivision regulations may require the provision of service or alternative access roads, preferably serving the back of the lot (reverse frontage) This may be tied to spacing standards or minimum lot frontages, so that any future subdivision below those thresholds is permissible only if alternative access is provided (Williams and Seggerman 2004).

Setback Requirements and Waivers

Setback requirements are designed to preserve transportation right-of-way, but can be challenging to implement, and in some cases have been deemed an unconstitutional taking (Williams and Frey 2003). However, they can still be used in corridor management, by reducing setback requirements other than adjacent to the priority corridor.

Smart Growth Design Guidelines

With the emergence of the Smart Growth movement, design solutions have become an integral part of growth management planning (Zovanyi 2007). In transportation, this includes context-sensitive solutions (CSS) for roadway design, defined as “a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic, and environmental resources, while maintaining safety and mobility” (Twaddell and Emerine 2007, p. 16). Design of buildings and civic spaces also has a tremendous impact on the creation of safe, functional, and desirable places. Design guidelines or development regulations can encourage a more integrated and efficient development pattern through location or façade regulations, streetscaping requirements, or sidewalk and transit amenity provision requirements. Any design- or zoning-based guidelines or incentives should be transparent, easy to understand and implement, and tied directly to the permitting process (Twaddell and Emerine 2007). For examples of additional Smart Growth-based design and development tools, see Vermont’s Smart Growth Toolbox at:

<http://www.smartgrowthvermont.org/toolbox/tools>.

In addition to service/frontage roads, other geometric features of the roadway such as medians, turning lanes, driveway design, intersection channelization, and grade separations may be used to address access concerns (Rose et al 2005). Roadways with medians, for example, have been shown to be 30% safer than similar roadways with two-way left turn lanes (Williams 2007). Design standards supporting access management should be included in both local and state design manuals and linked to the roadway’s functional classification (Rose et al 2005).

Subdivision Regulations

Subdivision regulations ensure that new subdivisions are developed with a proper street layout in relation to the existing roadway network, and that lots are consistent with building permit regulations. A subdivision ordinance establishes the procedure for processing plats, including transportation, utilities, maintenance responsibility, and design standards.

A subdivision or lot-split review process should include: (Bost 2006)

- Is road system designed to meet projected traffic demand; does it have hierarchy of roads
- Is access properly placed in relation to sight distance, driveway spacing, and other related considerations?
- Are there residential access streets rather than major roadways?
- Does the pedestrian path system link buildings with parking areas, entrances to the development, open space, and recreational and other community facilities?

Tax Abatement

An abatement is the reduction or reprieve from a tax or other payment obligation. In growth management, tax rates could be lowered for preserved land or property could be exempted from taxes entirely if development is limited for corridor preservation purposes, for example.

Transit Oriented Development

Transit Oriented Development (TOD) promotes walkability, limits the need for use of a personal motor vehicle, and fosters a greater sense of community. Design guidelines for TOD encourage dense, mixed-used development around transit stations or stops. Ideally, residents will live within walking distance of most of their needs and make use of transit for longer commutes. Zoning laws can encourage TOD by lowering parking requirements for new developments, allowing more space for pedestrians and outdoor seating, or by creating TOD overlay zones. Cities such as Denver provide many good examples of facilitating the development of affordable housing and walkable communities, utilizing partnerships such as the HUD/DOT Sustainable Communities Planning Grant Program. The

Center for Transit-Oriented Development (ctod.org) provides resources for planning and implementing TOD.

Transfer of Development Rights (TDR)

Through this program, local government creates a market in which landowners possess credits that allow for development at a determined density level. The system complements existing zoning laws that discourage non-urban development, thereby influencing rural landowners to sell their development rights. The system relies on the premise that areas buying credits have a demand for denser development than is currently allowed. New Orleans has adopted a TDR ordinance that facilitates dense development in target zones while preserving buildings in the historic registry (or those recognized as having historic value) within the Central Business District (CBD). Recognized historic buildings that have not reached their limit in maximum floor area can transfer development rights to developers in designated CBD zones who wish to exceed density limits (<http://smartpreservation.net/new-orleans-louisiana>).

Transportation Impact Fee Credits

Transportation impact fees are assessed based on the number of new trips a development adds to the transportation network, which could be credited back to the developer for dedicating right-of-way. This effectively combines collecting the fee and purchasing the right-of-way into one transaction.

Urban Growth Boundaries

Growth Boundaries, or the designation of areas which may and may not be developed, has proven to be one of the most effective growth management tools available (Chapin 2012, Burby and May 1997, Zovanyi 2007). Cities can coordinate with the parish or the state to set boundaries for development. Because metropolitan areas often encompass multiple jurisdictions, a regional planning agency may have to oversee jurisdiction.

The urban growth boundary will set zoning requirements that will guide land use decisions for local government, encouraging denser development in target areas and deterring low-level sprawl outside of the boundary. In conjunction with concurrency requirements (see above),

UGBs can direct development by firmly establishing where development will not happen, and by limiting the expansion of infrastructure to areas within the UGB (Twadell and Emerine 2007).

UGBs tend to be controversial, and some have argued that they may have negative consequences in the form of increased housing costs and spillover effects in neighboring communities that do not implement growth boundaries, if applied unevenly and without due consideration for the provision of affordable housing (Chapin 2012). While many cities and states have opted to implement UGBs (including Vermont, Hawaii, Oregon, New Hampshire, Maine, Washington, Maryland, and Tennessee), only Washington, Oregon, and Tennessee mandate them for all or select urbanized areas. Other states may encourage or incentivize the designation of growth areas that meet certain criteria (Zovanyi 2007). The most notable example of a strong UGB policy is in Portland, Oregon. Local examples of growth boundaries exist as well, such as St Tammany parish's urban growth boundary (http://www2.stpgov.org/pdf/Urban_Growth_Boundary.pdf).

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Endnotes

ⁱ Growth management policy has evolved significantly from its 1960's, environmental preservationist roots. Today, approaches to guiding growth stem largely from the Smart Growth movement, which focuses on voluntary programs and public-private partnerships to achieve land use and development aims, with an emphasis on economic, social, and environmental sustainability. While many states employ single-purpose, regulatory mandates and comprehensive planning mandates, incentive-based approaches to encourage local compliance with state guidelines are increasingly common. Either approach requires a significant allocation of resources on the part of the agency responsible for program oversight: regulatory, mandate-based efforts should have strong enforcement components, while incentive-based programs require financial resources and personnel to build capacity and/or provide technical assistance within implementing agencies.

ⁱⁱ Vanka, Handy, and Kockelman (2005) examined the role of state highway planning in facilitating and promoting development of land adjacent to transportation corridors that were not otherwise likely to see development. Their analysis focuses on the conflicting goals of state DOTs and local governments, and identifies best practices in improving interagency coordination of land use and development policies along state highways. They found that "regardless of whether a state has legislation that supports state-local cooperation, the city government's willingness to partner with the DOT remains a critical factor in the success of coordination efforts for managing land use along state highways" (p.10). The authors' evaluation centers on the assumption that a DOT's central motivation is to maintain an efficient Level of Service (LOS) on highways and plan for highway expansions, a purpose which is impeded by local governments' goal of encouraging highway-adjacent development, especially in fast-growing rural and suburban areas. This assumption fails to consider other possible roles for the DOT, such as creating multimodal access or managing growth in such a way as to reduce future highway demand and mitigate the need for expansion, but it still provides useful insight into the essential factors that contribute to better land use and transportation coordination among levels of government.

ⁱⁱⁱ To determine costs of sprawl, we employed Burchell et al's seminal 2002 report "*The Costs of Sprawl*." The report estimates overall costs of sprawl, by calculating the difference in savings between compact and sprawl growth models over a 25-year growth projection period in 3,100 counties nationwide. The model looks at urban, suburban, rural, and undeveloped counties and evaluates how growth control measures could generate differences in development outcomes and community impacts, relative to a model under 'status quo' development trends. They defined key impacts of sprawl development as that taking place in nonurban locations where the county's growth rate exceeds national averages by a specified amount, or the county's absolute level of growth exceeds a specified threshold of the national average (Burchell et al 2002).

^{iv} Burby and May employed statistical models (least squares regression analyses) to evaluate whether planning mandates in five states can effectively influence the amount and quality of local planning, and whether they affect local officials' willingness to actively manage growth. In short, their conclusion supported their hypothesis.

^v As previous authors have mentioned, clearly articulated state support for proposed actions or policies—even if these policies to be implemented at the local level—is essential. "In less progressive states," Burby and May observe, "unless the state directs them to plan, many local governments will manage urban growth in an ad hoc way, based on the pressures of the moment rather than on systematic analysis of local conditions, clear goals, or policy alternatives" (p. 105). Their study found that state support not only helps ensure that

planning occurs, it also helps produce higher quality local plans that describe social, economic, and environmental conditions and trends, identify goals and problems, and specify actions and policies to guide decision-making. Notably, however, “high quality plans do not automatically translate into strong development management programs” (Burby and May 1997, p. 116); even if a local government is committed to state policy goals and is willing to work cooperatively, it may not be in about implementing growth management tools if there is no requirement or incentive to do so.

^{vi} Carruthers employed empirical data to measure the effects of growth management across 283 metropolitan counties in four states from 1982 to 1997. The author’s analytical framework for evaluating these impacts was based on: the specific consistency requirements, growth control policies, and enforcement mechanisms mandated, the level of institutional fragmentation of the land present (more fragmentation is thought to lead to less consistent land use regulation and a greater likelihood of sprawl), and supply and demand factors in regional land markets (growth management policies and fragmentation can create supply constraints, influencing development location decisions).

^{vii} Howell-Moroney’s employs a classification system with three key elements that much be present to qualify as a “growth management state”: state mandate or incentives for local jurisdictions to produce comprehensive plans, a state or regional review of local plans, and specific measures to control or manage growth. Among states that meet these criteria, the author classifies their policies as weak, moderate, or strong.

^{viii} In order to determine the outcomes and effectiveness of various growth management programs, Yin and Sun (2007) developed a sprawl index and examined 294 metropolitan areas with and without programs in place before 1990. The authors conducted an extensive review of previous growth management impact studies and the statistical models employed therein. Their model looked at the following criteria, in order to evaluate effectiveness: presence or absence of a community planning requirement, principal plan review authority and age of growth management program.

The model also considered the history of progressive state governmental actions in its analysis, as well as the presence or absence of gubernatorial support for policy and the general political culture and inter-agency and inter-jurisdictional relationships within the state. Their regression model included the following variables: economic growth, number of jurisdictions per thousand persons, metropolitan geographic area, agriculture conservation districts or protected zoning, percentage change of annual farm revenues, 1992-1997, percentage change of median house values, 1990-2000, regions and metropolitan density.

^{ix} The designation of Rural Legacy Areas (RLA’s) depends on the approval of locally drafted applications by a series of administrative departments, committees and boards. Once approved, funds go toward the outright purchase of land or development easements. Land preservation through RLAs was intended to complement Maryland’s urban Smart Growth efforts to concentrate development in Priority Funding Areas. In assessing land preservation, they examined amount of land preserved, number and size of new land parcels and the number of parcels developed for residential use within RLA’s. The authors clarify that their study is by no means comprehensive. They also disclaim that “the tests do not address what might have happened in the absence of the program” (p. 46). In fact, they often found that development within Rural Land Areas reflected growth trends within the county as a whole. They conclude that a large part of these shortcomings was due to a lack of funding for the program during a real estate boom. The authors call for more coordination with the implementation of RLA’s and Priority Funding Areas along with a process for reviewing and recertification of previously designated areas, in order to make this policy mechanism more effective.

^x In order to shorten the development review process, Chapin (2012) calls for as much simplicity as possible in comprehensive planning. Burby and May (1997) corroborate this view, stating that “complexity and vague goals have been shown by implementation scholars to be stumbling blocks to effective implementation,” (p.86) unless considerable effort and resources are dedicated to helping overcome this burden. Similarly, for any voluntary programs or policy guidelines, local willingness to cooperate and adopt state recommendations appears to be highly dependent on the quantity and quality of assistance and capacity-building support for local jurisdictions (Burby and May 1997). Additionally, both gubernatorial and legislative support are essential to the success of any state planning effort or regulatory program focused on growth management (New Jersey OSP 1997; Hamin 2003; APA 2002).

Development of Minimum State Requirements for Local Growth Management Policies—Phase 1

Appendix B:

State of the Practice & Legal Framework for Growth Management in Louisiana

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Written by: Villavaso & Associates, LLC – June 2013

Prepared for:

The Merritt C. Becker University of New Orleans Transportation Institute

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1.0 Introduction

The Merritt C. Becker Jr. University of New Orleans Transportation Institute has undertaken a project to develop minimum state requirements for local growth management policies. As part of this project, Villavaso & Associates was retained to conduct a survey identifying current state-of-practice and legal frame work in Louisiana for growth management policies.

As the project summary explains, growth in and around many urban areas is not planned or managed. This lack of planning often leaves state and local governments in a reactionary position when the necessary infrastructure is not in place to handle development.

The purpose of developing minimum statewide standards is to try to alleviate some of the stress placed on local governments by uncontrolled development. The purpose of growth management is not to limit development, but is intended as a mechanism for coordinating infrastructure investment with development to encourage safe, efficient, and sustainable communities.

Growth management practices affect almost all aspects of municipal concern, from encouraging public engagement to providing a variety of transportation and housing choices. The American Planning Association (APA) has identified several core principles of growth management.¹ These include providing a greater mix of uses and housing choices, establishing neighborhoods and communities focused around human-scale, mixed use centers, and creating balanced, multi-modal transportation systems that provide increased transportation choices.²

To assist with the project (Development of Minimum State Requirements for Local Growth Management Policies – Phase 1), Villavaso & Associates was assigned Task 2. In the Project Description, Task 2 is described as follows:

Conduct a survey to identify current state-of-practice and legal framework in Louisiana. This step is required to find out which parishes in Louisiana have growth management policies in place, what policies are currently active, if any, and how what legal frameworks exist at the state and local levels in Louisiana for growth management.

Deliverable: State of the Practice and Legal Framework for Growth Management in Louisiana

In order to complete this task, Villavaso & Associates conducted an analysis of the current legal framework in Louisiana for planning and zoning and analyzed implemented legislation and

¹ American Planning Association, *Policy Guide on Smart Growth*, p.4, (2012).

² *Id.*

master plans, where available, in all parishes and municipalities throughout the state of Louisiana to determine if they have growth management policies in place.

2.0 Legal Framework

All relevant state laws in Louisiana were reviewed to establish the legal framework for planning and zoning in Louisiana. The relevant legal authorities include the Louisiana State Constitution, various revised statutes enacted by the Louisiana State Legislature over the past 75 years, and Louisiana case law. Both the constitution and revised statutes contain broad grants of power to local communities to plan, regulate land use, and enact zoning regulations to protect the health, safety, morals, or general welfare of the community.³ Further, the Louisiana Supreme Court has interpreted these laws and confirmed their constitutionality in the 1989 case *Palermo Land Co v. Planning Commission of Calcasieu Parish*.⁴

2.1 Statewide

The Louisiana State Constitution provides initial and overarching authority for local communities to regulate land use, zoning, and historic preservation. Art. VI, § 17 provides:

*Subject to uniform procedures established by law, a local governmental subdivision may (1) adopt regulations for land use, zoning, and historic preservation, which authority is declared to be a public purpose; (2) create commissions and districts to implement those regulations; (3) review decisions of any such commission; and (4) adopt standards for use, construction, demolition, and modification of areas and structures.*⁵

In order to further this broad grant of power, the Louisiana legislature has implemented two fundamental enabling statutes: a planning enabling statute and a zoning enabling statute.

The planning enabling legislation, La RS 33:106, states that every parish or municipal planning commission “shall make and adopt a master plan for the physical development”⁶ of the municipality or unincorporated area of the parish. Once a parish or municipality has adopted a master plan, the plan becomes a legal document and guideline which must be considered before the local governing authority approves development or adopts any local laws or

³ La RS 33:4721

⁴ 561 So.2d 482 (1990).

⁵ La. Cons. Art VI, § 17 (2012).

⁶ La RS 33:106(A)&(B).

regulations regarding the adopted master plan.⁷

The zoning enabling legislation, La RS 33:4722, goes further and allows for the actual implementation of the adopted master plan through zoning regulations, stating “For any and all of the purposes set forth in R.S. 33:4721 the governing authority of any municipality may divide the municipality into districts of such number, shape, and area as may be deemed best suited to carry out the purposes; and within the districts so created, the governing authority may regulate and restrict the erection, construction, alteration, or use of buildings, structures or land.”⁸ La RS 33:4722 applies strictly to municipalities; however, there is a similar statute, La RS 33:4780.40, that grants the same authority on the parish level.

Taken together, these two statutes establish the framework for all parishes and municipalities in Louisiana to plan and zone their communities, “For the purpose of promoting health, safety, morals, or the general welfare of the community . . .”⁹

Additionally, the Louisiana Supreme Court decision, *Palermo Land Co. v. Planning Commission of Calcasieu Parish*, is the landmark Louisiana case interpreting planning and zoning law. In *Palermo*, the court verifies that local governments, both at the parish and municipal level, have the authority to zone, and re-zone land, for “the purpose of promoting health, safety, morals, or the general welfare of the community.”¹⁰

2.2 Parish and Municipal Level

The majority of municipalities in Louisiana are incorporated under the Lawrason Act.¹¹ The Lawrason Act provides a general legislative charter and applies to all municipalities except those governed by a special legislative charter or a home rule charter.¹² Under the Lawrason Act, a “municipality may exercise any power and perform any function necessary, requisite, or proper for the management of its affairs not denied by law . . .”¹³ This broad grant of power includes the right to establish a planning commission, adopt master plans, and enact zoning regulations.

The other common form of local governance in Louisiana is the “home rule charter.” Any parish or municipality in the state has the option of adopting a home rule charter which, “shall provide the structure and organization, powers, and functions of the government of the local governmental subdivision, which may include the exercise of any power and performance of any

⁷ La RS 33:109(A)&(B)

⁸ La RS 33:4722(A)

⁹ La RS 33:4721

¹⁰ *Palermo Land Co. v. Planning Commission of Calcasieu Parish*, 561 So.2d 482, 494 (1990).

¹¹ La RS 33:321-463

¹² Lawrason Act FAQ, Louisiana Legislative Auditor, p.4 (2012).

¹³ La RS 33:361

function necessary, requisite, or proper for the management of its affairs, not denied by general law or inconsistent with this constitution.”¹⁴

It is under these two approaches to governance that local entities adopt plans and enact zoning regulations. While all local governmental entities are granted the same broad powers to plan and zone, the extent to which local communities utilize these grants varies greatly across the state.

3.0 Regulatory Tools

Municipalities and parishes can utilize a variety of methods, or “tools,” to implement growth management practices. Implementation tools include, but are not limited to, city or parish land use policies, development codes, zoning regulations, and specific development and land use performance requirements.

Some of the most effective and common implementation tools are found in zoning regulations. The most comprehensive approach to regulating land use on the local level is the adoption of a Comprehensive Zoning Ordinance (CZO). Generally, a CZO is comprised of two major components – the text, which specifically defines the zones or districts and delineates which uses are allowed and which are not allowed in each zone; and the map, which demonstrates the specific zoning designation of each parcel of land.

Another major land management tool available to local entities are subdivision regulations. Subdivision regulations are a land development control mechanism, closely related and complementary to zoning that governs the division of land into two or more parcels for development. Subdivision regulations are used to manage development by “focusing on the creation of building lots and the provision of public infrastructure to service those lots.”¹⁵ When a community has adopted both zoning and subdivision regulations, both regulatory tools should work in concert and new land parcels and developable land areas created through the subdivision process should comply with the standards in the comprehensive zoning ordinance.

Another approach is to utilize a “special district” or “overlay district.” These zoning districts are used in specific and well defined areas with unique characteristics to achieve specific planning and urban design goals. Overlay districts are another common tool used to impose additional land use controls and management techniques in defined districts that have special characteristics or developmental concerns. Overlay districts can be used for a variety of reasons including historic preservation, environmental sensitivity, to encourage infill development, and

¹⁴ La Cons. Art. VI, §5(E)

¹⁵ Land Use-in a nutshell, p.107 (2006).

for airport land management. The presence of an overlay district essentially places property simultaneously into two zones – the underlying zoning regulations and the overlay district zoning standards.

Other zoning tools focus on mixed-use neighborhoods or mixed-use development and include “Traditional Neighborhood Development” (TND) and “Planned Unit Development” (PUD). TND zoning districts are focused on “achieving traditional urban spatial relationships” and designed to be “friendlier than conventional zoning to environmental conservation, pedestrian movement, and compact development.”¹⁶ PUD zoning, like TND zoning, is designed to allow for more flexibility in development, but focuses on large lot developments. The PUD zone generally allows developers “to mix land uses, such as residential and commercial, on a large parcel and to develop the parcel at greater densities, and with more design flexibility, than is otherwise allowed.”¹⁷

Another land use tool used to protect historic districts is the enactment of historic preservation district regulations. Generally, “the creation of a historic district is focused on the protection of historic areas consisting of multiple buildings, rather than the protection of an individual structure.”¹⁸ As mentioned above, historic district regulations are often administered as an “overlay district” that contains the special standards and procedures that are applicable in the historic district.

With so many “tools” available for land use regulation, it can be challenging to know what works best for your community. Louisiana, however, is fortunate to have a great deal of guidance available through the Louisiana Land Use Toolkit (toolkit) created by the Center for Planning Excellence (CPEX). The toolkit is an online resource for local jurisdictions that is meant to “help guide future growth and development in a sustainable and economically competitive manner.”¹⁹ The toolkit contains a series of growth management tools that can be selected individually to meet a community’s specific needs, or it can be combined and customized to create comprehensive land use regulations focused on resiliency and sustainability.

¹⁶ Land Use-in a nutshell, p.226 (2006).

¹⁷ Land Use-in a nutshell, p.228 (2006).

¹⁸ Land Use-in a nutshell, p.309 (2006).

¹⁹ Louisiana Land Use Toolkit, available at <http://www.landusetoolkit.com/about.html>

4.0 Growth Management Policies and Strategies

Some of the most challenging aspects of growth management planning are often related to transportation and transportation infrastructure issues. Statewide, the connection between transportation and planning is often achieved through policies related to issues such as access management, corridor preservation, and complete streets. Each of these issues are dynamic and cannot be managed with any one tool, but parishes and municipalities can create a comprehensive policy to deal with these issues by implementing a combination of the varied regulatory tools discussed above.

In 2010, the Louisiana Department of Transportation and Development (LaDOTD) officially adopted a “Complete Streets” policy.²⁰ The goal of the state level complete streets policy is to “create a comprehensive, integrated, connected transportation network for Louisiana that balances access, mobility, health and safety needs of motorists, transit users, bicyclists, and pedestrians of all ages and abilities, which includes users of wheelchairs and mobility aids.”²¹ The state level policy is crucial in implementing complete streets across the state, but is applicable only to state roads, comprising 1/3 of the statewide transportation network.²² This means that policy on the parish and municipal level is crucial in achieving full implementation of complete streets in Louisiana. Short of adopting the complete streets policy, parishes and municipalities can employ a variety of regulatory tools discussed above to create comprehensive, integrated, and connected transportation on the local level.

Corridor preservation is another important issue related to planning and transportation that requires careful consideration of several variables, such as acquiring rights of way and setback requirements. Corridor preservation promotes orderly and predictable development and provides numerous benefits to communities. The decisions made on the parish or municipal level regarding the location of transportation corridors will have a lasting impact on growth patterns, community design, and transportation alternatives. Currently, there is no statewide policy addressing corridor preservation; however, parishes and municipalities have a variety of tools at their disposal to preserve and manage corridors such as creating overlay districts with special provisions or including setback requirements in zoning or subdivision regulations.

Access management generally addresses how vehicles access land from roadways, and in recent years access management strategies have also begun to consider pedestrian and bicycle accessibility. Access management strategies often address: the number and spacing of

²⁰ Complete Streets Work Group LaDOTD, Final Report for Secretary of the Department of Transportation and Development, p.14, 7/30/2010.

²¹ LaDOTD Complete Streets Report, 14.

²² LaDOTD Complete Streets Report, Appen. B.

driveways, the type and design of access roadways to developments, traffic controls including traffic lights, turning lanes, and median treatments and right-of-way acquisitions for road improvements and expansions. An effective access management framework should achieve a balance between property access and the integrity of the road system. The benefits of improved access management include increased roadway capacity, reduced crashes, and shortened travel time for motorists.²³

The American Association of State Highway and Transportation Officials (AASHTO) has access management standards in their technical guidelines for roadways and driveways and often state and local policies for right of way acquisition contain basic access management standards. However communities and municipalities can adopt access management policies and strategies to work in concert with the technical standards for roads and right of way acquisitions to create more effective access management, especially on high traffic corridors and as previously mentioned, roads where corridor preservation is a goal.

An access management policy is most effective when combined with land development policies and regulatory tools such as the comprehensive zoning ordinance and subdivision regulations. Additionally, access management standards should be considered in development review processes that are often located in Comprehensive Zoning Ordinances including site plan review and review of Planned Unit Developments (PUD) and Traditional Neighborhood Developments (TND). In order to assist private landowners, developers, and municipalities in creating and maintaining effective access management, DOTD established an Access Connections Policy²⁴ in November 2012 to accompany the administrative Access Connections Rule.²⁵ The Access Connections Policy is intended to balance the need for access with the safety and mobility of the roadway. The policy attempts to strike this balance by establishing uniform criteria regulating the “location, design, and operation of new access connections, while balancing the needs and rights of property owners and roadway users.”²⁶

²³ U.S. Department of Transportation, “What is Access Management?”, *available at* http://www.ops.fhwa.dot.gov/access_mgmt/what_is_accsmgmt.htm

²⁴ LaDOTD, Traffic Engineering Section, *Access Connections Policy*, November 2012.

²⁵ LAC Title 70, Part 1, Chapter 15 – Access Connections.

²⁶ LaDOTD, *Access Connections Policy*, 5.

5.0 State of the Practice

5.1 Methodology

Once the legal framework for planning and zoning was established, Villavaso & Associates undertook a detailed and systematic review of every parish and all municipalities in Louisiana to determine which parishes have some growth management policies in place and what policies, if any, are currently active.

To begin, the research focused on parish wide policies looking for evidence of growth management policies on the parish level. Once all parishes were reviewed, larger cities such as New Orleans, Baton Rouge, Lafayette, Monroe, and Shreveport were specifically reviewed, and ultimately every municipality in the state was reviewed and assessed for these specific land use tools.

The analysis of all parishes and municipalities was conducted using online resources such as Municode, Louisiana Speaks, and various websites from the respective parishes and municipalities. These sources were reviewed and examined for evidence of planned and implemented growth management policies. The following specific methodology was used in this research:

1. Reviewed relevant parish/municipal information from Master Plan document
 - a. If available, reviewed the actual document for any relevant growth management planning. This included, but was not limited to, a discussion of multi-modal transportation systems, pedestrian and cyclist friendly enhancements, mixed land uses, overlay districts, walkable neighborhoods, and a variety of housing choices
2. Reviewed relevant parish/municipal codes, ordinances, and regulations for evidence of implementation of growth management policies
 - a. This review included, but was not limited to, a Comprehensive Zoning Ordinance (CZO) – text and map, Subdivision Regulations, codified Planned Unit Developments (PUDs), Traditional Neighborhood Developments (TNDs), cluster development, approved special districts, overlay districts, mixed use districts, sidewalk regulations, dedicated bike lanes

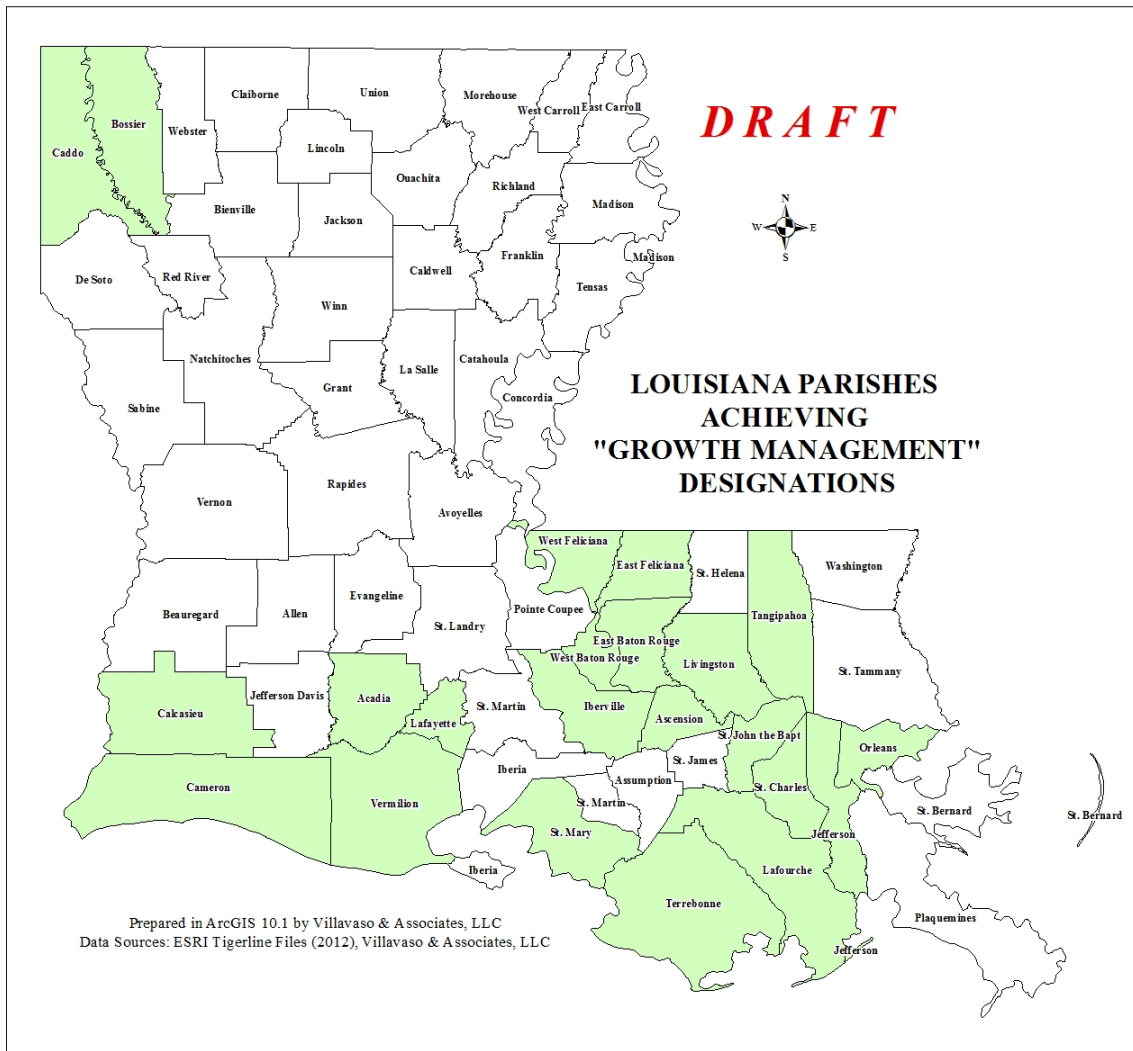
Relevant information from each parish and municipality was reviewed, and evidence of active growth management policies were recorded (See Appendix A). Based on this information, a determination was made as to whether or not the parishes were actively engaged in growth management planning. For some parishes, even if the parish had not implemented growth management policies but a large city or a number of small towns had growth management policies in place, it was determined that the parish employed growth management (Appendix B).

5.2 Analysis

After all relevant parish and municipal documents were reviewed for each parish, it was determined that approximately 23 of the 64 parishes (over 35%) have combinations of policies in place that would achieve the general designation of “growth management” parishes. This designation was given for parishes with parish wide master planning and zoning, and also to parishes where municipalities in that parish have undertaken master planning and zoning on a level significant enough to affect the entire parish.

Parishes achieving “growth management” designation are: Acadia, Ascension, Bossier, Caddo, Calcasieu, Cameron, East Baton Rouge, East Feliciana, Iberville, Jefferson, Lafayette, Lafourche, Livingston, Orleans, St. Charles, St. John, St. Mary, Tangipahoa, Terrebonne, Vermilion, West Baton Rouge, and, West Feliciana (Figure 1).

Figure 1: Louisiana Parishes Achieving "Growth Management" Designation



Further, the analysis demonstrates that some level of planning is happening even in those parishes that did not achieve the “growth management” designation. The review and analysis of parishes across the state reveals that 35 of the 64 parishes (over 50%) have adopted, or are in the process of adopting and/or updating new Master Plan documents, most of which are directly tied to growth management techniques. These documents, however, are diverse and each one delves into a varying range of detail. The majority of the newer plans – those created after the 2005 and 2007 hurricane seasons – do attempt to incorporate some growth management techniques. It is important to note the strong relationship between resiliency and sustainability and growth management. Growth management planning, as identified by the APA, focuses on promoting efficient and sustainable land development as part of creating resilient communities. Growth management policies are constantly becoming more widely utilized and will likely be the model for plans and policies when the remaining parishes in Louisiana begin the master plan process.

Parishes with Master Plans (adopted or in progress) are: Acadia, Ascension, Assumption, Avoyelles, Bossier, Caddo, Calcasieu, Cameron, East Baton Rouge, East Feliciana, Grant, Iberia, Iberville, Jefferson, Lafayette, Lafourche, Livingston, Natchitoches, Orleans, Plaquemines, Pointe Coupee, St. Bernard, St. Charles, St. Helena, St. James, St. John, St. Mary, St. Tammany, Tangipahoa, Terrebonne, Vermilion, Vernon, West Baton Rouge, and West Feliciana (Figure 2).

Figure 2: Louisiana Parishes with Master Plans



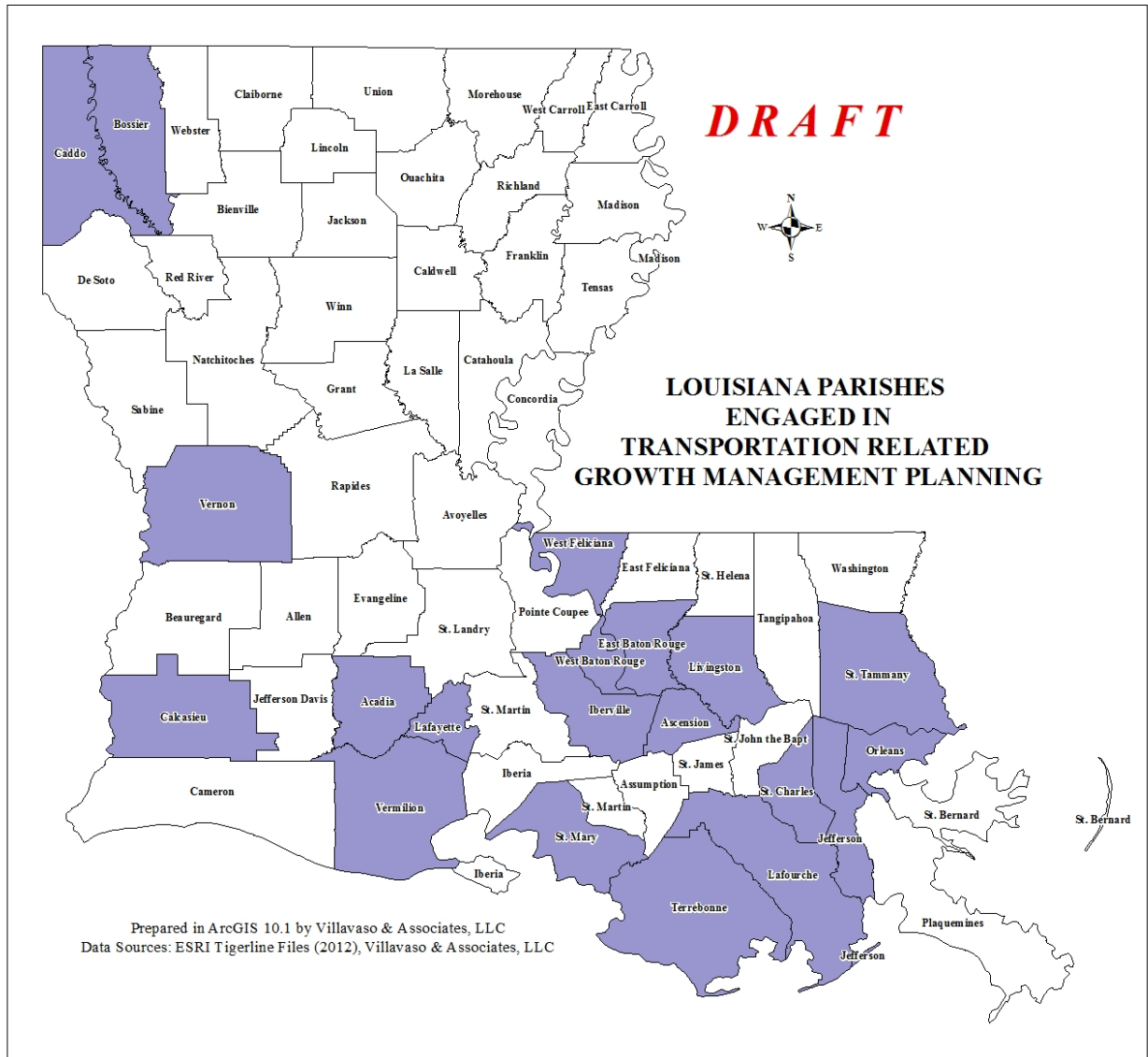
As discussed above, some of the most important aspects of growth management planning are related to transportation and transportation infrastructure issues. Another prong of the analysis also found that at least 21 of the 64 parishes (33%) are implementing transportation related growth management policies or are including these as goals or elements in their master plans. The level of incorporation of these growth management policies varies a great deal. Orleans Parish, for example, has officially adopted the “complete streets” policy,²⁷ whereas other communities such as St. Charles Parish have stated goals in their master plan to increase transportation options and create a friendlier environment for cyclists and pedestrians.

The parishes actively engaged in transportation related growth management planning are:

²⁷ City of New Orleans Code of Ordinances, §146-36.

Acadia, Ascension, Bossier, Caddo, Calcasieu, East Baton Rouge, East Feliciana, Iberville, Jefferson, Lafayette, Lafourche, Livingston, Orleans, St. Charles, St. Mary, St. Tammany, Terrebonne, Vermillion, Vernon, West Baton Rouge, and West Feliciana (Figure 3).

Figure 3: Louisiana Parishes Engaged in Transportation-Related Growth Management Planning

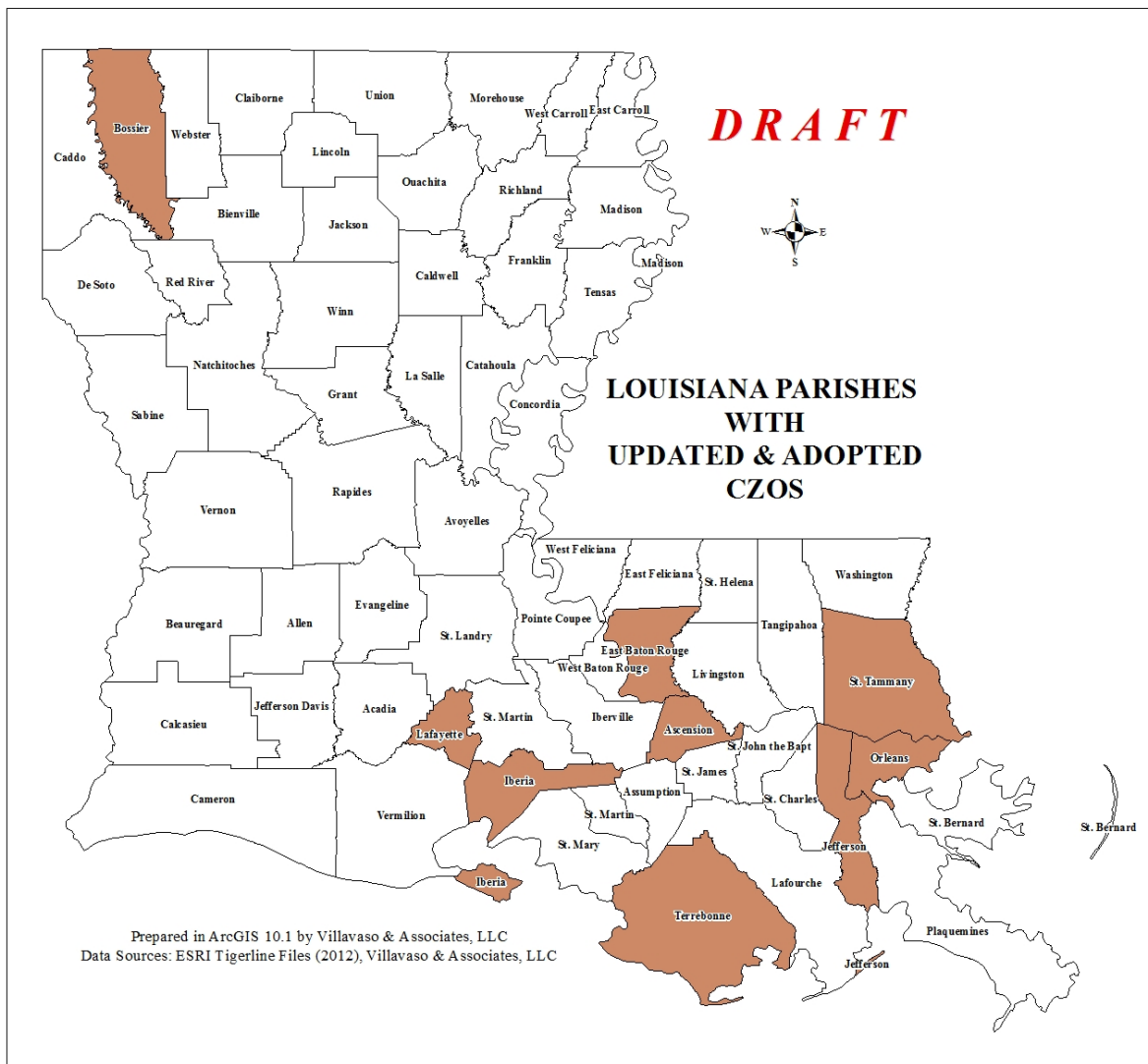


While many parishes are including some growth management in their plans, few parishes have actually achieved full implementation of these planned policies through zoning or codified regulation. Currently, only 9 of the 64 parishes (about 15%) have implemented an updated CZO or similar code. Several parishes, however, are in the process of updating their zoning and will

likely include growth management regulations in the coming iterations. And, as stated above, it is true that in many parishes where the parish has not enacted parish wide regulations, there are municipalities that have enacted these regulations through comprehensive planning and zoning.

Parishes with updated & adopted CZO: Ascension, Bossier, East Baton Rouge, Iberia, Jefferson, Lafayette, Orleans, St. Tammany, and Terrebonne (Figure 4).

Figure 4: Louisiana Parishes with Updated and Adopted CZOs



6.0 Conclusion

The audit of growth management practices in Louisiana has revealed that several parishes are actively engaged in growth management planning, incorporating resiliency and sustainability into adopted master plans and land use regulations. The audit also revealed, however, that many parishes, mainly in rural areas, still do not have an adopted master plan or parish wide land use regulations. Across the state, there is a greater awareness and acceptance of growth management techniques and policies on the parish and municipal level. Parishes and municipalities across the state, however, still have many opportunities to further incorporate growth management policies into their planning and land use regulations.

As the audit has demonstrated, the legal framework in Louisiana is firmly established and clearly allows all parishes and municipalities across the state to adopt master plans and enact land use regulations to promote the health and safety of the community. While there is still a great deal of work to be done to implement sensible growth management regulations statewide, the legal framework exists to allow for this implementation.

Appendix A: Parish Level Growth Management Policy Matrix

<u>PARISH</u>	<u>MASTER PLAN</u>	<u>CODE CITATION</u>	<u>TRANSPORTATION</u>	<u>LAND USE</u>	<u>HOUSING CHOICE WALKABILITY</u>
ACADIA	Master Plan (2007)	Ch. 5 - bldg; ch. 15 Plan/Dev; Appen. B Subdiv Regs (1974)		<p><u>Goal</u> - Institute smart growth planning principles. 1) Create livable communities with appropriate infrastructure to support sustainable neighborhoods. Parks and community centers create gathering places for neighbors to become friendly and communities to be cohesive. 2) Establish a land use plan to use as a baseline for redevelopment and expansion projects.</p>	
ALLEN		CH. 70 - Planning (1979)			
ASCENSION	Master Plan (2010)	Comprehensive Zoning Ordinance (2010)	Focus on traffic congestion & sprawl	PUD/TND	PUD/TND
ASSUMPTION	Master Plan (2008)				
AVOYELLES	Master Plan (2005)	Subdivision Regulations			
BEAUREGARD					
BIENVILLE					
BOSSIER	Master Plan (2010)	Bossier City-Parish Unified Development Code (2003)	MP Goals: Efficient access management, coordinate multimodal transportation; increased bike & pedestrian facilities		
CADDO	Master Plan (2010) (Sherveport-Caddo combined)		MP Goal: grow smarter, create walkable connected communities with multimodal transportation options		PUD

CALCASIEU	Master Plan (2007) - Master Plan Update in Progress (2013)	Parish Zoning Ordinance (1997); subdivision regs ch. 23 - Zoning Update in Progress (2013)	Appendix E: Transportation MP; Policy Initiative: Preservation of Right of Way	Overlay districts - encouraging infill	Pedestrian circulation (overlay districts only)
CALDWELL					
CAMERON	Master Plan (2011)	Three companion ordinance completed with Master Plan: Environmental, Zoning, Subdivision			
CATAHOULA					
CLAIBORNE	Master Plan (2007)				
CONCORDIA		Subdivision Regulations (1983)			
DESOTO		Subdivision Regulations (1980)			
EBR	Master Plan (2011) (Baton Rouge and EBR combined)	Unified Development Code	Integrate land use and transportation facilities, "complete streets;" fund public transit to improve service and attract riders of choice; improve biking/walking opportunities; light rail BR to NO.	Range of zoning allowing mixed-use; regulations requiring pedestrian friendly walkways; higher density requirements; reduce parking requirements	Create a balanced housing supply; Promote sustainable, energy-efficient housing in transportation-efficient neighborhoods.
E. CARROLL					
E. FELICIANA	Master Plan in progress	Subdivision Ordinance 1986	MP Goal: Provide more bike trails throughout parish	MP Goal: Retain rural character	MP Goal: Diversify Housing Stock
EVANGELINE					
FRANKLIN					
GRANT	Master Plan (2012)				
IBERIA	Master Plan (2007)	Subdivision Regulations; Zoning Ordinance (2009)			
IBERVILLE	Master Plan (2006) - Update in Progress (2013)	Subdivision Regulations/Unified Development Code			

JACKSON					
JEFFERSON	Master Plan (2003)	Ch. 33: Unified Development Code (subdivision regs); Ch. 40: Comprehensive Zoning Ordinance	Jefferson Parish Bike Plan in progress		
JEFFERSON DAVIS		Ch. 21: Comprehensive Zoning Ordinance (1993)		To provide for orderly, efficient and harmonious land use patterns that are compatible in texture, complexion, character, scale and density throughout the parish. §21-1.2	
LAFAYETTE	Master Plan (2012) (Lafayette City-Parish combined)		MP recommends creating corridor preservation plan, access management plan, and enhancing transportation alternatives		
LAFOURCHE	Master Plan In Progress (2013)				
LASALLE					
LINCOLN					
LIVINGSTON	Master Plan in progress	Subdivision Regulations (updated 2013)			
MADISON					
MOREHOUSE					
NATCHITOCHE	Master Plan (2005)	Zoning Ordinance (1991)		Planned Bldg Groups/Neighborhood Business Districts	
ORLEANS	Master Plan (2010)	CZO in progress (2014)	Adopted "complete streets" policy (§146-36)		
OUACHITA		subdivision and site development standards			
PLAQUEMINES	Master Plan in progress	Appendix B Plaquemines Parish Code: Zoning			
POINTE COUPEE	Master Plan (2009)	subdivision regulations			
RAPIDES		Subdivision Regulations (1978)			

RED RIVER					
RICHLAND					
SABINE					
ST. BERNARD	Master Plan in progress (2013)	Ch. 22 - Zoning (updated 2012); Subdivision Regs (2007)		PUD/Planned District Developments (22.9)	PUD/Planned District Developments (22.9)
ST. CHARLES	Master Plan (2011)	CZO Appendix A (1981)	Apply "liveable community" perspective when addressing transportation needs; provide a variety of transportation choices/options; promote pedestrian/bicycle mobility	Encourage "neighborhood commercial nodes;" require provision of sidewalk/bike path, encourage pedestrian/cyclist amenities	
ST. HELENA	Master Plan (2007)				
ST. JAMES	Master Plan (2011)	Subdivision Regulations (1990)			
ST. JOHN	Master Plan in progress	Zoning (1990)		PUD/Overlay	PUD
ST. LANDRY		Subdivision Regulations (2008)			PUD
ST. MARTIN		CZO (1985); Subdivision Regs (1976)		PUD/Flood plain Conservation Districts	PUD
ST. MARY	Master Plan (2002) - update in progress	CZO (2002) - update in progress			
ST. TAMMANY	Master Plan (2002)	UDC; subdivision regulations		Planned Business Center/TND/PUD Overlay	TND/PUD Overlay
TANGIPAHOA	Master Plan (2008)	Subdivision Regulations (1999)			
TENSAS					
TERREBONNE	Master Plan (2012)	CZO (2007); Subdivision Regulations (2005)	MP Goal - provide increased transportation options and create more complete streets	Planned Building Groups	Allows for limited PUDs 28:116
UNION					

VERMILION	Master Plan in progress (2013/2014)				
VERNON	Master Plan (2011)	Subdivision Regs (1978); CZO in Progress (2014)	Enhance pedestrian environment/encourage complete streets		Promote complete neighborhoods
WASHINGTON	Master Plan (2008)	Comprehensive Development Ordinance (2012) - (subdiv regs)			
WEBSTER		subdivision regulations			
WBR	Master Plan (2011)				TND (2007) PUD (2008)
W. CARROLL					
W. FELICIANA	Master Plan (2011)	Zoning in progress (2013)			
WINN					

Appendix B: Municipal Level Growth Management Policy Matrix

<u>PARISH</u>		<u>MASTER PLAN</u>	<u>CODE CITATION</u>	<u>TRANSPORTATION</u>	<u>LAND USE</u>	<u>HOUSING CHOICE WALKABILITY</u>
ACADIA		Master Plan (2007)	Ch. 5 - bldg; ch. 15 Plan/Dev; Appen. B Subdiv Regs (1974) -		<u>Goal</u> - Institute smart growth planning principles. 1) Create livable communities with appropriate infrastructure to support sustainable neighborhoods. Parks and community centers create gathering places for neighbors to become friendly and communities to be cohesive. 2) Establish a land use plan to use as a baseline for redevelopment and expansion projects.	
	Church Point		Zoning Ordinance; Subdivision Regs (2007)		C-1: Neighborhood Commercial Zone (2.3)	
	Crowley		Zoning		Neighborhood Business Districts	
	Estherwood					
	Iota					
	Mermentau					
	Morse					
	Rayne	Master Plan (focus on downtown)	Zoning (1980); Subdivision (1987)			
	ALLEN		CH. 70 - Planning (1979)			
		Elizabeth				
	Kinder		Subdivision Regs (2007)			
	Oakdale					
	Oberlin					
	Reeves					
ASCENSION		Master Plan (2010)	Comprehensive Zoning Ordinance (2010)	Focus on traffic congestion & sprawl	PUD/TND	PUD/TND
	Donaldsonville		Zoning (1973); Subdivision			

			(1982)			
	Gonzales		Zoning (1997); Subdivision (1965)			
	Sorrento					
ASSUMPTION		Master Plan (2008)				
	Napoleonville					
AVOYELLES		Master Plan (2005)	Subdivision Regulations			
	Bunkie		Zoning (1971); Subdivision Regulations (1959).			
	Cottonport					
	Evergreen					
	Hessmer					
	Mansura					
	Marksville					
	Moreauville					
	Plaucheville					
	Simmesport					
BEAUREGARD						
	DeRidder		Zoning Ordinance (2004); Subdivision Regs (2004)		PUD	PUD
	Merryville		Zoning			
BIENVILLE						
	Arcadia					
	Bienville					
	Bryceland					
	Castor					
	Gibsland					
	Jamestown					
	Lucky					
	Mount Lebanon					
	Ringgold					
	Saline					

BOSSIER		Master Plan (2010)	Bossier City-Parish Unified Development Code (2003)	MP Goals: Efficient Access Management, Coordinate Multimodal Transportation; Increased Bike & Pedestrian Facilities		
	Benton					
	Bossier City	Master Plan (2002)	UDC (2003)			
	Haughton					
	Plain Dealing					
CADDO		Master Plan (2010) (Shreveport-Caddo combined)		MP Goal: Grow Smarter, create walkable connected communities with multimodal transportation options		PUD
	Belcher					
	Blanchard		Subdivision & Zoning (1977)			
	Gilliam					
	Greenwood					
	Hosston					
	Ida					
	Mooringsport					
	Oil City					
	Rodessa					
	Shreveport	Master Plan (2010) (Shreveport-Caddo combined)	Zoning (1957); Subdivision - Zoning Update in Progress (2013-2015)		Planned Building Groups	PUD
	Vivian		Zoning (2001)			PUD
CALCASIEU		Master Plan (2007) - Master Plan Update in Progress (2013)	Parish Zoning Ordinance (1997); subdivision regs ch. 23 - Zoning Update in Progress (2013)	Appendix E: Transportation MP; Policy Initiative: Preservation of Right of Way	Overlay districts - encouraging infill	Pedestrian circulation (overlay districts only)
	DeQuincy		"zoning" (1964) - town divided into 2 zones;			

			Subdivision Regs (1950)			
	Iowa					
	Lake Charles		Zoning (1995)		PUD	
	Sulphur	Master Plan (2012)	Land Use Ordinance/Map (2003) (not called "zoning"); Subdivision (2006) Update in Progress.			
	Vinton					
	Westlake					
CALDWELL						
	Clarks					
	Columbia					
	Grayson					
CAMERON		Master Plan (2011)	Three companion ordinance completed with Master Plan: Environmental, Zoning, Subdivision			
CATAHOULA						
	Harrisonburg					
	Jonesville					
	Sicity Island					
CLAIBORNE		Master Plan (2007)				
	Athens					
	Haynesville					
	Homer					
	Lisbon					
CONCORDIA			Subdivision Regulations (1983)			
	Clayton					
	Ferriday					
	Ridgecrest					
	Vidalia					
DESOTO			Subdivision Regulations (1980)			
	Grand Cane					

	Keachi					
	Logansport		Zoning			
	Longstreet					
	Mansfield		Zoning (1980)			
	South Mansfield					
	Stanley					
	Stonewall		Zoning (1998)			
EBR		Master Plan (2011) (Baton Rouge and EBR combined)	Unified Development Code	Integrate land use and transportation facilities, "complete streets;" fund public transit to improve service and attract riders of choice; improve biking/walking opportunities; light rail BR to NO.	range of zoning allowing mixed-use; regulations requiring pedestrian friendly walkways; higher density requirements; reduce parking requirements	Create a balanced housing supply; Promote sustainable, energy-efficient housing in transportation-efficient neighborhoods.
	Baker		Zoning Ordinance (1986); Subdivision Regulations (1972).			
	Baton Rouge	Master Plan (2011) (Baton Rouge and EBR combined)				
	Central	Master Plan (2012)	Zoning Ordinance in Progress (2013)		Town Center Overlay	
	Zachary	Master Plan (2009)	UDC (2010)	MP Ch. 4: Thoroughfare & Public Transit	TND/Mixed Use	TND/Mixed Use
E. CARROLL						
	Lake Providence					
E. FELICIANA		Master Plan in progress	Subdivision Ordinance 1986	MP Goal: Provide more bike trails throughout parish	MP Goal: Retain rural character	MP Goal: Diversify Housing Stock
	Clinton					
	Jackson					
	Norwood					
	Slaughter					
	Wilson					

EVANGELINE						
	Basile					
	Chataignier					
	Mamou		Zoning (1956); Subdivision (1979)			
	Pine Prairie					
	Turkey Creek					
	Ville Platte		Zoning Ordinance (1977); Subdivision Regulations (1977)			
FRANKLIN						
	Baskin					
	Gilbert					
	Winnsboro					
	Wisner					
GRANT		Master Plan (2012)				
	Colfax					
	Creola					
	Dry Prong					
	Georgetown					
	Montgomery					
	Pollock					
IBERIA		Master Plan (2007)	Subdivision Regulations; Zoning Ordinance (2009)			
	Jeanerette					
	Loreauville					
	New Iberia	Master Plan (2004)	Zoning Ordinance (1984)		Zoning Map (2012)	PUD/TND (2010)
IBERVILLE		Master Plan (2006) - Update in Progress (2013)	Subdivision Regulations/Unified Development Code			
	Grosse Tete		Subdivision Regulations (1986)			
	Maringouin					
	Plaquemine					
	Rosedale					

	St. Gabriel					
	White Castle					
JACKSON						
	Chatham					
	East Hodge					
	Eros					
	Hodge					
	Jonesboro					
	North Hodge					
	Quitman					
JEFFERSON		Master Plan (2003)	Ch. 33: Unified Development Code (subdivision regs); Ch. 40: Comprehensive Zoning Ordinance	Jefferson Parish Bike Plan in progress		
	Grand Isle					
	Gretna		Zoning (1989); Subdivision (1979)		Neighborhood Commercial District	
	Harahan	Master Plan (2012)	Zoning (2012); Subdivision (2008)		Neighborhood Commercial District	
	Jean Lafitte	Master Plan (2013)				
	Kenner	Land Use Plan (2013)	Zoning (1978); Subdivision (1974)	Plan Goal - encourage bike/pedestrian paths	PUD/Neighborhood Commercial District	PUD
	Westwego					
JEFFERSON DAVIS			Ch. 21: Comprehensive Zoning Ordinance (1993)		To provide for orderly, efficient and harmonious land use patterns that are compatible in texture, complexion, character, scale and density throughout the parish. §21-1.2	
	Elton					
	Fenton					
	Jennings					
	Lake Arthur					
	Welsh					

LAFAYETTE		Master Plan (2012) (Lafayette City-Parish combined)		MP recommends creating corridor preservation plan, access management plan, and enhancing transportation alternatives		
	Broussard		Zoning (2005)		PUD	PUD
	Carencro		Performance Land Use Regs (2009); Subdivision Regulations (2002).			
	Duson					
	Lafayette	Master Plan (2012) (Lafayette City-Parish combined)	Zoning Ordinance (2008)			TND (2008)
	Scott	Master Plan (2013)	CZO in progress			
	Youngsville	Master Plan (In Progress)	Land Use Ordinance (In Progress)			
LAFOURCHE		Master Plan In Progress (2013)				
	Golden Meadow					
	Lockport		Zoning	Safe Routes to School		
	Thibodaux	Master Plan - In Progress (2013)	Zoning Ordinance (1979); Subdivision (1996) - Update in Progress (2013)			
LASALLE						
	Jena	Master Plan (2010)		MP Goal - increase bike & trail connectivity, and expand transportation choices		MP Goal - expand housing choices
	Olla					
	Tullos					
	Urania					
LINCOLN						
	Choudrant	Master Plan (2001)	Zoning (2001); Subdivisions (2001)		PUD	PUD

	Dubach					
	Grambling					
	Ruston	Master Plan (2010)	Zoning (2012); Subdivision (1995)	Improvements to bicycle paths, additional bicycle parking	"Core Center" district - increased density, with pedestrian and bicycle amenities	Cluster
	Simsboro					
	Vienna					
LIVINGSTON		Master Plan in progress	Subdivision Regulations (updated 2013)			
	Albany					
	Denham Springs		Zoning (1990); Subdivision (1987)		PUD	PUD
	French Settlement					
	Killian					
	Livingston	Master Plan (2011)	CZO (2012); Subdivision Regs (2013)			
	Port Vincent					
	Springfield					
	Walker	Master Plan (2012)	Zoning (1975)		RC - Res/Comm	
MADISON						
	Delta					
	Mound					
	Richmond					
	Tallulah					
MOREHOUSE						
	Bastrop		Zoning Ordinance (2010); Subdivision Regulations (1966).		"Center" Planned Development	
	Bonita					
	Collinston					
	Mer Rouge					
	Oak Ridge					
NATCHITOCHEs		Master Plan (2005)	Zoning Ordinance (1991)		Planned Bldg Groups/Neighborhood Business Districts	

	Ashland					
	Campti					
	Clarence					
	Goldonna					
	Natchez					
	Natchitoches		Zoning (1974); Subdivisions (1974) - Update in progress		Neighborhood Business Districts	
	Powhatan					
	Provencal					
	Robeline					
ORLEANS		Master Plan (2010)	CZO in progress (2014)	Adopted "complete streets" policy (§146-36)		
OUACHITA			subdivision and site development standards			
	Monroe	Master Plan (2008) Update in Progress (2013)	Zoning (1958); Subdivision (1960) CZO Update in Progress (2013)		PUD	PUD
	Richwood					
	Sterlington	Master Plan (2006)	Zoning (2006)			
	West Monroe		Zoning (1973); Subdivision (1976)		Planned Bldg Groups	R-1H (high den res) "cluster" - 12-5019
PLAQUEMINES		Master Plan in progress	Appendix B Plaquemines Parish Code: Zoning			
POINTE COUPEE		Master Plan (2009)	subdivision regulations			
	Fordoche					
	Livonia					
	Morganza					
	New Roads		Zoning (2000); Subdivision Regulations		"flood fringe" zone (App. B, 2.2)	
RAPIDES			Subdivision Regulations (1978)			
	Alexandria	Master Plan (1999)	Land Development Code (1992) - includes zoning and subdivisions.			

	Ball	Master Plan (1999)	Zoning (2000); Subdivision Regulations			PUD
	Boyce					
	Cheneyville					
	Forest Hill					
	Glenmora					
	Lecompte					
	McNary					
	Pineville	Master Plan (1999)	Zoning (1964); Subdivisions (1978)			
	Woodworth					
RED RIVER						
	Coushatta					
	Edgefield					
	Hall Summit					
	Martin					
RICHLAND						
	Delhi					
	Mangham					
	Rayville					
SABINE						
	Converse					
	Fisher					
	Florien					
	Many					
	Noble					
	Pleasant Hill					
	Zwolle					
ST. BERNARD		Master Plan in progress (2013)	Ch. 22 - Zoning (updated 2012); Subdivision Regs (2007)		PUD/Planned District Developments (22.9)	PUD/Planned District Developments (22.9)
ST. CHARLES		Master Plan (2011)	CZO Appendix A (1981)	apply "livable community" perspective when addressing transportation needs; provide a variety of transportation	encourage "neighborhood commercial nodes;" require provision of sidewalk/bike path, encourage pedestrian/cyclist amenities	

				choices/options; promote pedestrian/bicycle mobility		
ST. HELENA		Master Plan (2007)				
	Greensburg					
	Montpelier					
ST. JAMES		Master Plan (2011)	Subdivision Regulations (1990)			
	Gramercy		Zoning (1989); Subdivision Regs (1967)		Planned Districts - Commercial & Industrial (Art. 8)	
	Lutcher		Zoning (1977); Subdivisions (1977)			
ST. JOHN		Master Plan in progress	Zoning (1990)		PUD/Overlay	PUD
ST. LANDRY			Subdivision Regulations (2008)			PUD
	Arnaudville					
	Cankton					
	Eunice					
	Grand Coteau					
	Krotz Springs					
	Leonville					
	Melville					
	Opelousas		Zoning (2007)		NMU/DMU/PUD	NMU/DMU/PUD
	Palmetto					
	Port Barre					
	Sunset					
	Washington					
ST. MARTIN			CZO (1985); Subdivision Regs (1976)		PUD/Flood plain Conservation Districts	PUD
	Breaux Bridge	Master Plan (2012)	Zoning (1979); Subdivision Regulations (1969) - Zoning Update in Progress (2013)			
	Henderson					

	Parks					
	St. Martinville					
ST. MARY		Master Plan (2002) - update in progress	CZO (2002) - update in progress			
	Baldwin					
	Berwick		Zoning (1972); Subdivision Regs (updated 2008)			
	Franklin		Zoning (1997)			
	Morgan City	Master Plan (2011)	Zoning (1961); Subdivision (1961)	Modification of sidewalks for better pedestrian/bicycle access (3.5.3)	Planned Commercial Development	PUD (zone R2); TND
	Patterson		Zoning (1998); Subdivisions (1999)			
ST. TAMMANY		Master Plan (2002)	UDC; subdivision regulations		Planned Business Center/TND/PUD Overlay	TND/PUD Overlay
	Abita Springs		Zoning Ord, adopted 1979; continually updated		Overlay districts "downtown"	
	Covington	Master Plan (2010)	Zoning (2010); Subdivision (2011)		Mixed-Use & PUD overlays	
	Folsom	Master Plan (2010)	Zoning		Neighborhood Commercial District	
	Madisonville		Zoning			
	Mandeville	Master Plan (2007)	Appendix A: Comprehensive Land Use Regulations - Zoning & Subdivision	Bicycle/Pedestrian access in subdivision regulations	Planned Districts (PCD, PID, PCUD)	Planned Districts (PRD)
	Pearl River		Zoning			
	Slidell	Master Plan (2008)	Zoning (1968); Subdivision (1976) - CZO Update in Progress (2013)		PID	PUD
	Sun					
TANGIPAHOA		Master Plan (2008)	Subdivision Regulations (1999)			
	Amite City		Zoning (1985) amended regularly			PUD
	Hammond	Master Plan (2011)	CZO Update in Progress (2013)			

	Independence					
	Kentwood	Master Plan in progress	Zoning (2003); Subdivision (1989)			
	Ponchatoula		Zoning (1967)			
	Roseland					
	Tangipahoa					
	Tickfaw					
TENSAS						
	Newellton					
	St. Joseph					
	Waterproof					
TERREBONNE		Master Plan (2012)	CZO (2007); Subdivision Regulations (2005)	MP Goal - provide increased transportation options and create more complete streets	Planned Building Groups	allows for limited PUDs 28:116
	Houma					
UNION						
	Bernice					
	Downsville					
	Farmerville		Zoning (1974); Subdivision Regs (1972)			
	Junction City					
	Lillie					
	Marion					
	Spearsville					
VERMILION		Master Plan in progress (2013/2014)				
	Abbeville					
	Delcambre					
	Erath					
	Gueydan					
	Kaplan					
	Maurice					
VERNON		Master Plan (2011)	Subdivision Regs (1978); CZO in Progress (2014)	enhance pedestrian environment/encourage complete streets		Promote Complete Neighborhoods

	Anacoco					
	Hornbeck					
	Leesville		Zoning (1970); Subdivision Regs (2000)		PUD (Res/Commer/Indus)	PUD
	New Llano	Master Plan in progress	CZO (2013)			
	Rosepine					
	Simpson					
WASHINGTON		Master Plan (2008)	Comprehensive Development Ordinance (2012) - (subdiv regs)			
	Angie					
	Bogalusa	Master Plan in progress	Zoning (1955); Subdivision Regulations		Planned Commercial Districts & Planned Community Units (added 2009)	
	Franklinton					
	Varnado					
WEBSTER			subdivision regulations			
	Cotton Valley					
	Cullen					
	Dixie Inn					
	Doyline					
	Dubberly					
	Heflin					
	Minden		Zoning (1974); Subdivision (2011)			
	Sarepta					
	Shongaloo					
	Sibley					
	Springhill		Zoning (1977); Subdivision (1977)			
WBR		Master Plan (2011)				TND (2007) PUD (2008)
	Addis		Zoning (1979); Subdivision (1976)			
	Brusly		Zoning & Subdivision Regs			TND
	Port Allen	Master Plan in Progress	Zoning (1989); Subdivision (1996)			
W. CARROLL						

	Epps					
	Forest Hill					
	Kilbourne					
	Oak Grove					
	Pioneer					
W. FELICIANA		Master Plan (2011)	Zoning in progress (2013)			
	St. Francisville	Master Plan (2010)	CZO (2013)		Business Mixed Use	PUD
WINN						
	Atlanta					
	Calvin					
	Dodson					
	Sikes					
	Winnfield					

Development of Minimum State Requirements for
Local Growth Management Policies—Phase 1

Appendix C:

**Socioeconomic and Demographic Analysis of Trends
across Louisiana**

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Written By: Tara Tolford, John Renne, and Lucien Bruno

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LTRC Project 12-4SS



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1. Introduction

The purpose of this research on minimum state requirements for local growth management in Louisiana is to identify ways to make smarter transportation investment decisions and plan for a stronger, more resilient Louisiana. Unlike many states around the country, growth in and around many urban areas in Louisiana has not been consistently managed or planned. As a result, local governments often end up reacting to the impact of new development, rather than proactively planning and preparing for it. This can negatively impact state and local governments' ability to meet current and future demand for transportation infrastructure. Particularly now that the state has adopted a Complete Streets policy that stipulates that all future road projects must consider the needs of all potential users, not just cars and trucks, it is more important than ever to take a more holistic, integrated approach to land use and transportation planning.

The ultimate goal of this research is to develop a blueprint for growth management and guide to model policies at the state, MPO, parish, and municipal levels in Louisiana. This will be a tool that the state can use to develop and encourage policy implementation and to facilitate better coordination across jurisdictions and agencies to integrate transportation investments with land use decisions. This will also be a tool that local governments can use directly to find solutions to the specific issues they face in their communities.

In order to evaluate potential tools and policies, it is first essential to understand the current and projected demographic and socioeconomic conditions and trends affecting local jurisdictions and the state as a whole, particularly with respect to the transportation needs and habits of Louisiana residents. The purpose of this report is to evaluate those trends, looking at Louisiana relative to the nation as a whole and to the southern region of the U.S., as well as evaluating and comparing parishes individually. This analysis utilizes U.S. Census data from 2000 and 2010, American Community Survey 5-year estimates for 2006-2010,¹ and the Louisiana Parish Population Projections Series through 2030.

In addition to looking at transportation characteristics of Louisiana households (e.g., commute mode, travel time to work, household vehicle access), current and projected population by age cohort is evaluated, as the number and proportion of children, seniors, and young adults in the state in the coming decades will have a tremendous impact on how we need to plan our communities and transportation networks for the future. The data indicate how households are changing overall, with greater overall racial and ethnic diversity, a trend toward smaller families and more single person households, and many older adults in the coming decades. Income, poverty, education, employment and unemployment, homeownership rates, and vacancy rates, as well as cost of living as benchmarked by the percentage of income spent on housing costs were also evaluated, with the data suggesting that many communities may be facing challenges to provide and maintain new and existing infrastructure in the coming years.

As a component of the *Development of Minimum State Requirements for Local Growth Management Policies—Phase 1* project, this report provides guidance for communities to make sure they can make the most of limited resources by keeping new infrastructure costs down and leveraging resources in areas that are already developed. This report will be incorporated into our final analysis of what opportunities exist to make policy changes now that will better prepare communities for demographic change over the next couple of decades, which may include rapid growth, a declining population, an aging population, greater demand for transit, walking, and biking, and more

¹ Five-year estimates are the only ACS dataset for which the data evaluated is available for all 64 Louisiana parishes, due to smaller sample sizes collected annually in communities with small populations. It should be noted that for parishes affected by Hurricanes Katrina and Rita in 2005, these estimates reflect a region in rapid transition. Figures utilizing this data represent an annual average during the five year period.

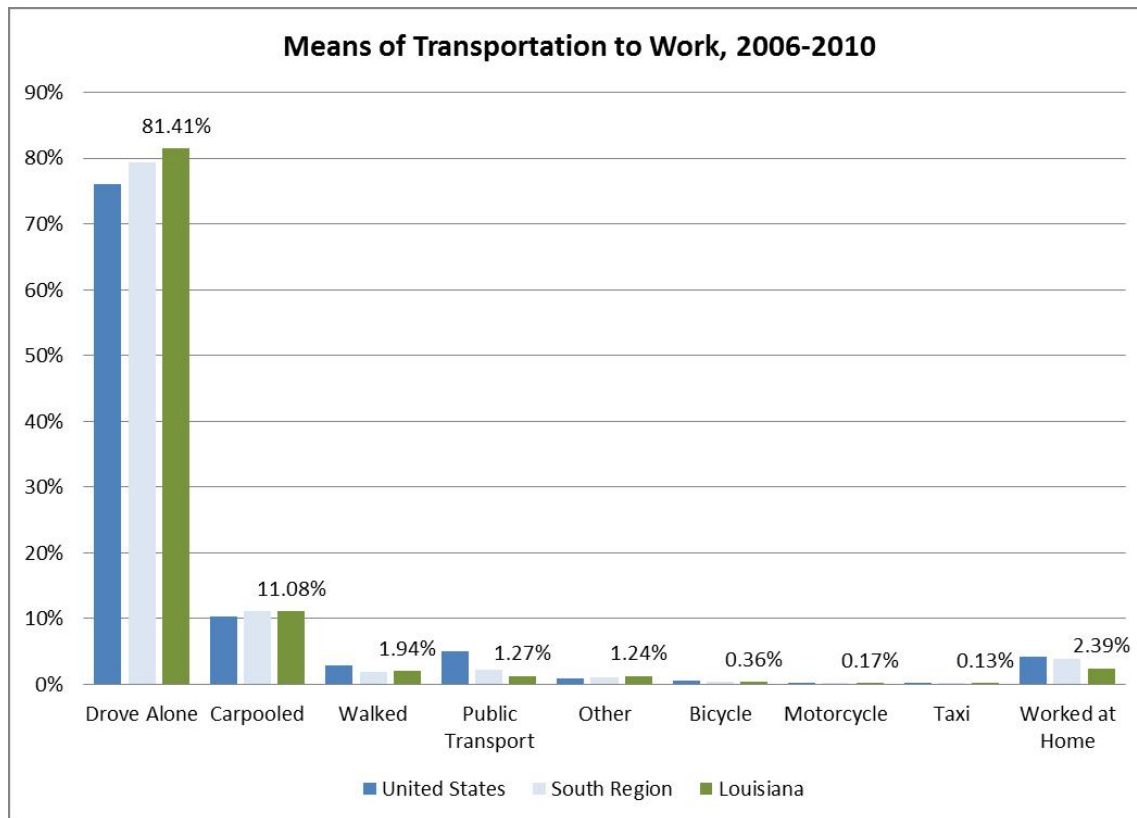
2. Transportation Characteristics of Louisiana Households, 2006-2010

American Community Survey data, while limited with respect to transportation, provides useful insight into various transportation characteristics of Louisiana residents including mode of transportation to work, vehicles available, travel time, and time of departure to work. In some parishes, active transportation is a significant component of residents' work commutes, and those figures, while still small, are rising. Importantly, in 22 Louisiana parishes, more than 10% of households have access to zero vehicles—with the most in Orleans parish at around 20%—potentially limiting employment opportunities if there are few transportation alternatives to driving. The following section summarizes transportation conditions and trends identified from this dataset which are relevant to the development of growth management policies around the state.

2.1. Commute Mode Share

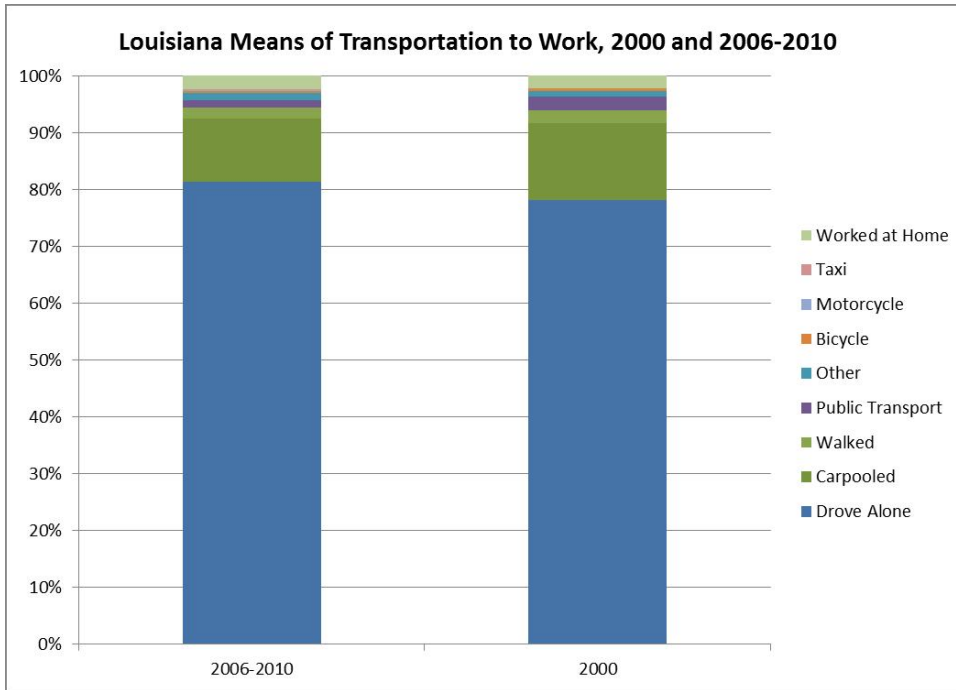
Among Louisiana workers, just over 81% drive to work alone, while 11% carpool, and the remainder take an alternative form of transportation or work at home (Figure 1). While Louisiana's rate of public transit use is much lower than the national average (1.27% to 4.94%), our rates of bicycling and walking are roughly comparable to national figures. In some parishes, active transportation is a significant component of residents' work commutes, led by LaSalle and Orleans Parishes for bicycling with greater than 1% of all workers riding to work, while in Cameron, Concordia, Franklin, Iberville, Lincoln, Orleans, Vernon, and West Baton Rouge parish, more than 3% of the population walks to work (See Figure 3 and *Appendix Table 1: Means of Transportation to Work, Louisiana Parishes, 2006-2010*). Notably, rates of driving alone have increased from 78% in 2000 (Figure 2), while rates of transit use, walking, and carpooling have all declined slightly. This is likely attributable to post-Katrina population and commuting shifts that may have created greater distances between homes and employment, as well as a decline in the availability of transit service in some areas in the years immediately following that event.

Figure 1: Means of Transportation to Work, 2006-2010



Source: US Census Bureau, American Community Survey, 2006-2010 5 year estimates, Table B08301

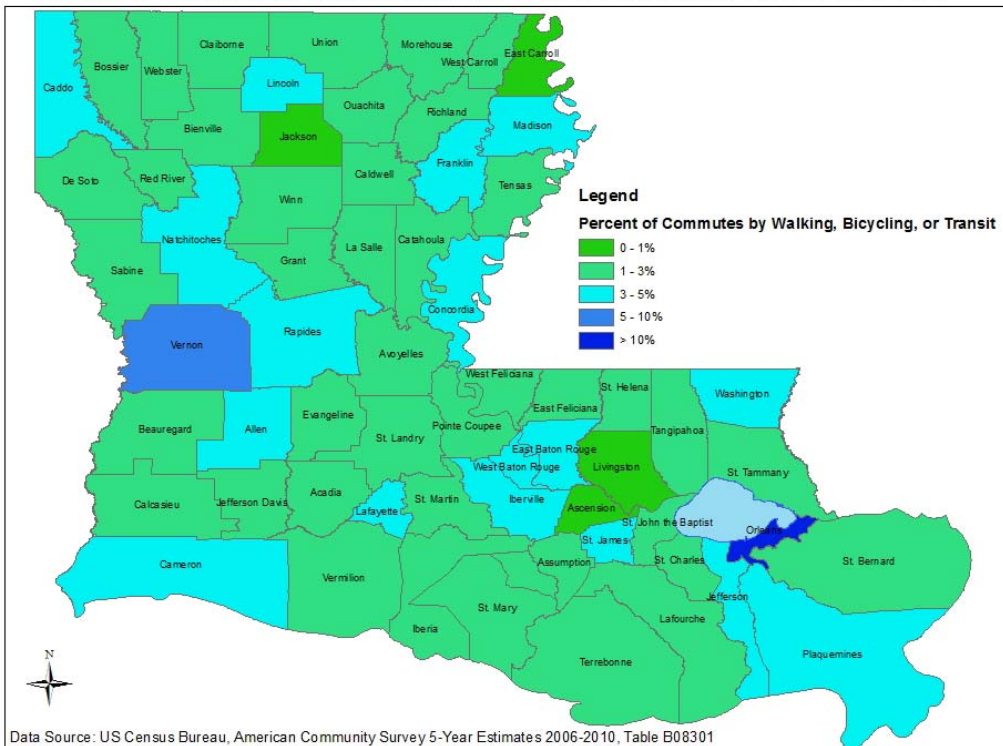
Figure 2: Louisiana Means of Transportation to Work, 2000 and 2006-2010



Source: US Census Bureau, Decennial Census 2000, Table P030; American Community Survey, 2010 5 year estimates, Table B08301

Figure 3: Percent of Commutes by Walking, Bicycling, or Transit, Louisiana Parishes 2006-2010

Percent of Commutes by Walking, Bicycling, or Transit, Louisiana Parishes, 2006-2010

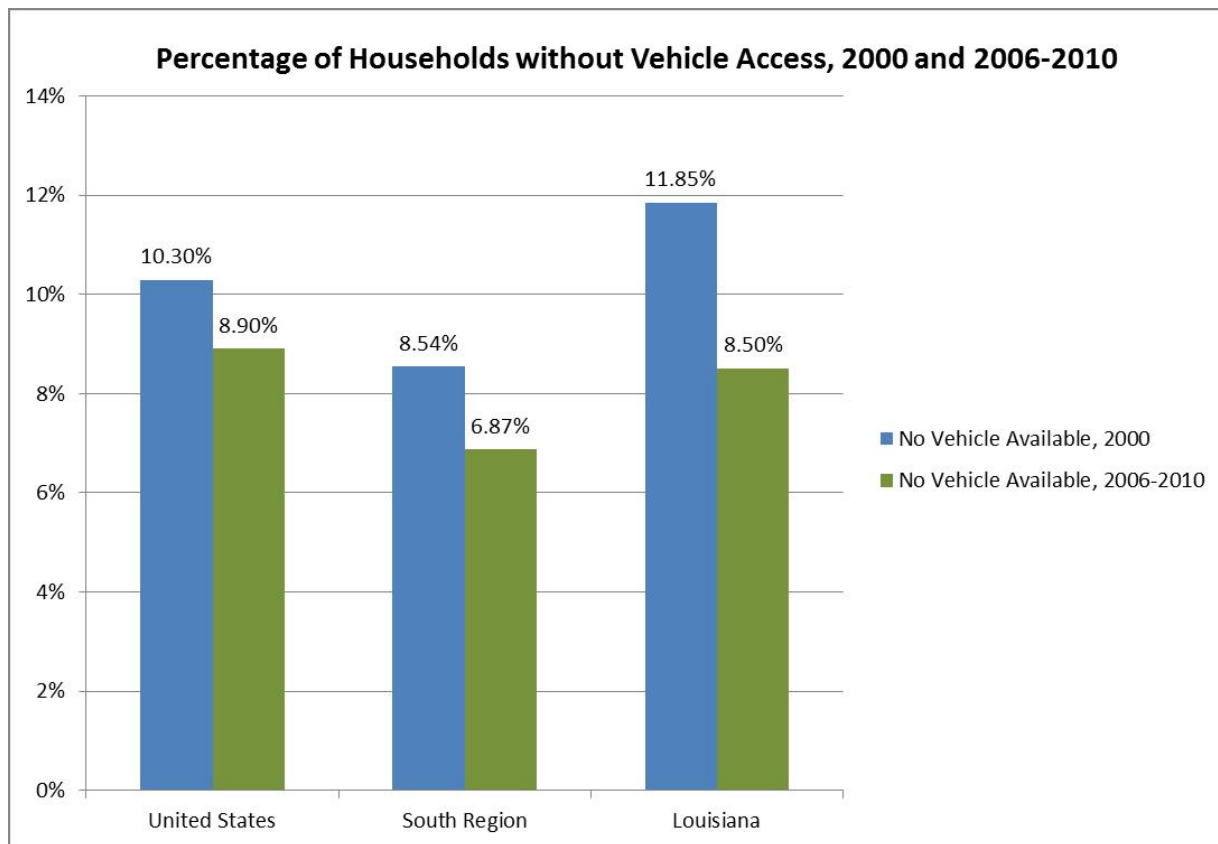


Data Source: US Census Bureau, American Community Survey 5-Year Estimates 2006-2010, Table B08301

2.2. Household Vehicle Access

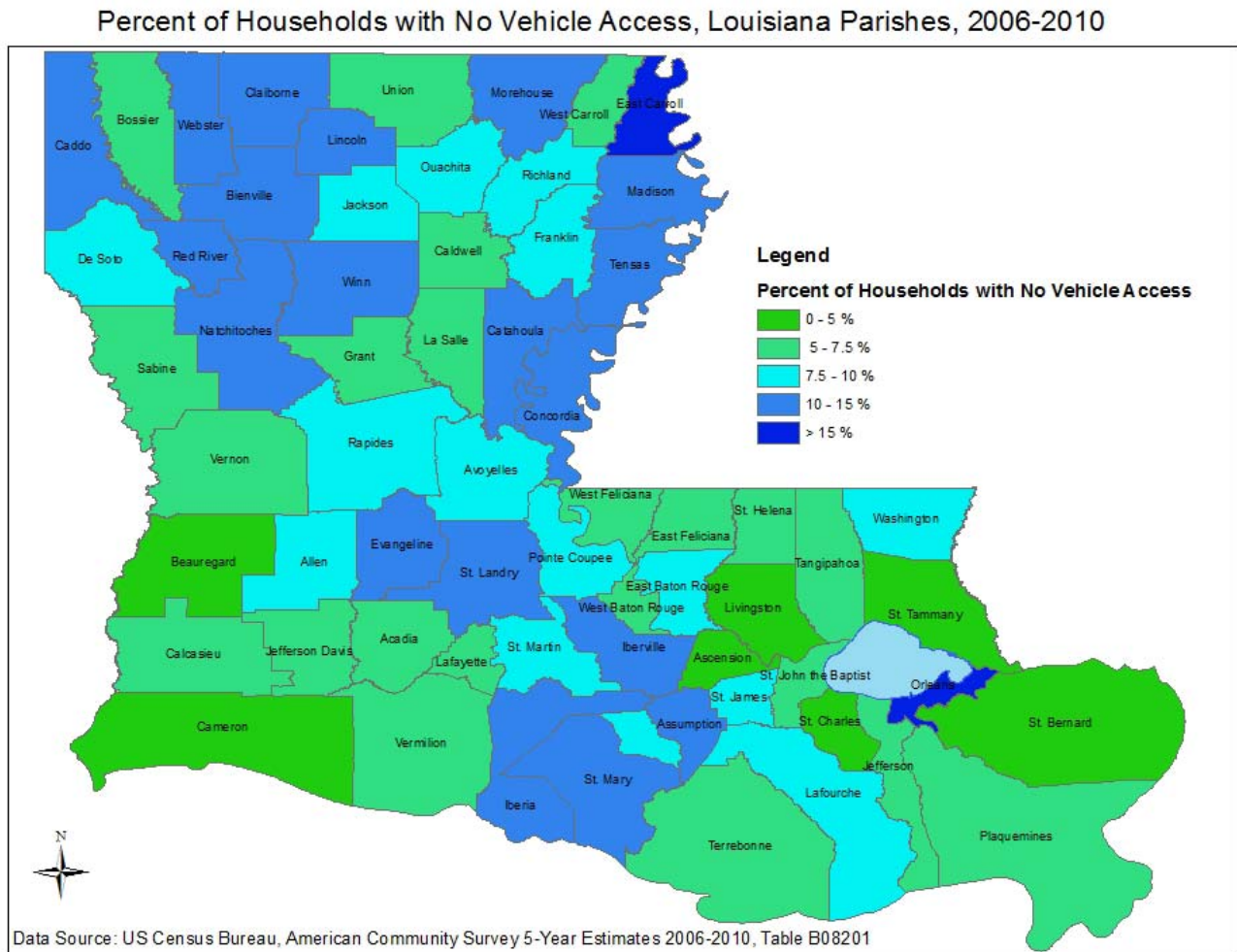
Overall, Louisiana households' level of access to vehicles is slightly higher than the national average, with 91.5% of households having one or more vehicles available, while 8.5% of households—139,013—lack vehicle access. This figure is slightly lower than in 2000, when 11.85% of households lacked vehicle access, again due in large part to the dislocation of many lower income residents following Hurricane Katrina, and may not reflect long term trends of increasing car ownership (Figure 4). In 22 Louisiana parishes, more than 10% of households have access to zero vehicles, potentially limiting employment opportunities in places where few alternatives exist. Topping this list are Orleans parish, with an average of 18.4% zero-vehicle households in the 2006-2010 period, and East Carroll Parish with 16.5% (Figure 5). On average, Louisiana parishes have fewer households with three or more vehicles than the national average, suggesting an increased need for enhanced transportation options statewide (see also *Appendix Table 2: Estimated Vehicles Available by Household, Louisiana Parishes, 2006-2010*).

Figure 4: Percentage of Households without Vehicle Access, 2000 and 2006-2010



Source: US Census Bureau, ACS 2010 5 year estimates, Table B08201; Decennial Census 2000, Table SF3 H044

Figure 5: Percent of Households with no Vehicle Access, Louisiana Parishes, 2006-2010

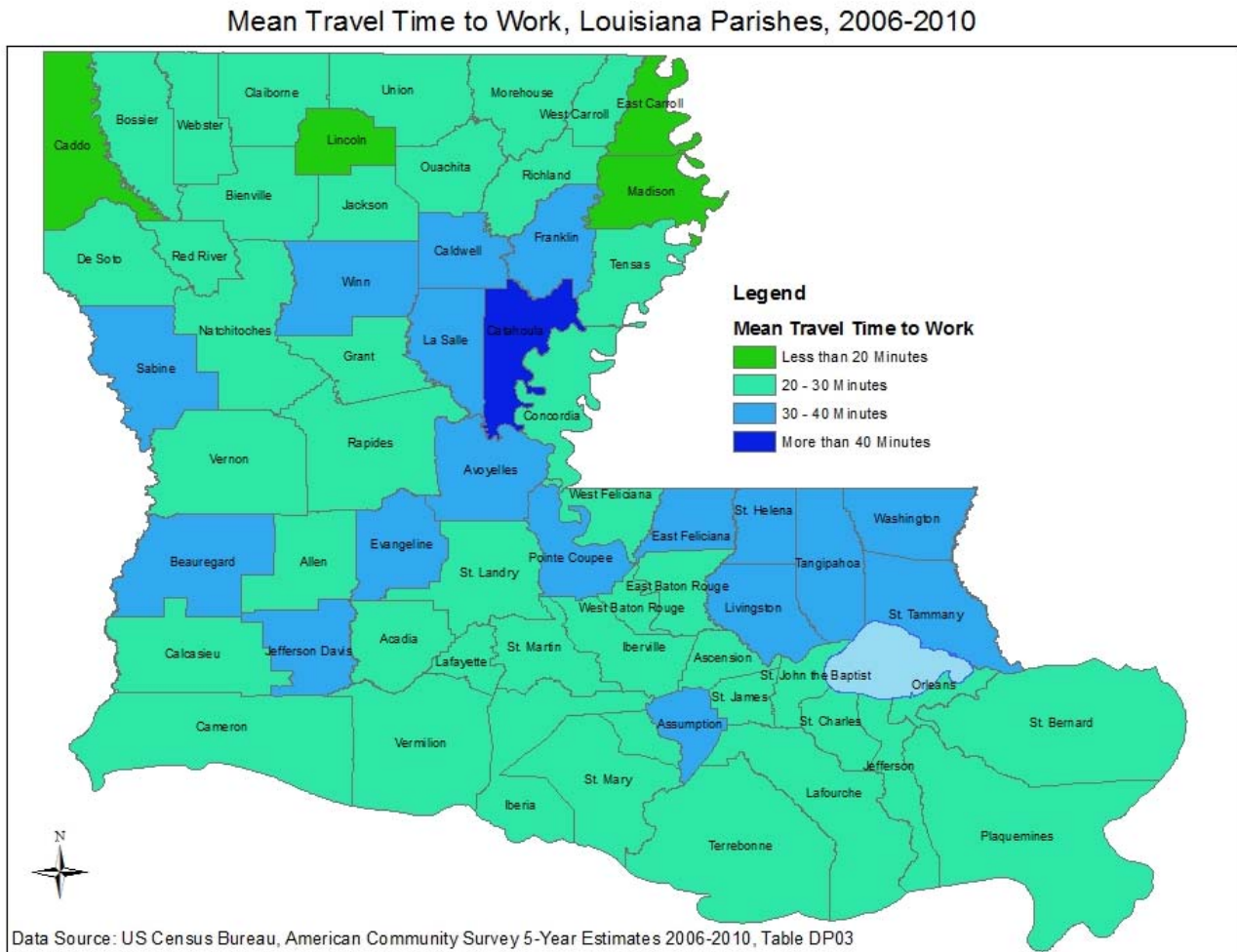


2.3. Travel Time to Work

Louisiana’s mean travel time to work - 24.5 minutes - is just under the 25.5 minute national average (Figure 6). Approximately 31% of Louisiana workers have a commute that is 15 minutes or less, while 7.6% endure a 60+ minute commute. Within the state, commute times vary considerably. More than 50% of commuters in East Carroll, Lincoln, Madison, St Mary, and Tensas Parishes spend less than 15 minutes in transit to and from work. At the other end of the spectrum, commutes exceeding 60 minutes affect more than 10% of workers in 27 parishes, led by St Helena (24.5%). In addition, more the 10% of workers in Catahoula and La Salle Parishes both have commutes of 90 minutes or more (see also *Appendix Table 3: Travel Time to Work, Louisiana Parishes, 2006-2010*).

Just over 50% of Louisiana commuters depart for work between 6am and 8am, with the highest percentage (15.9%) departing between 7am and 7:30am. This is a similar distribution to the national average. In some parishes, however, traffic is much more concentrated during this 7:00-7:30 window: East Carroll, West Carroll, Madison, and Tensas Parishes all experience 25% or more of their commute departure volumes during this period (see *Appendix Table 4: Time of Departure for Work, Louisiana Parishes, 2006-2010*). Concentrated commute traffic can have serious congestion ramifications that must be considered as communities plan for future growth.

Figure 6: Mean Travel Time to Work, Louisiana Parishes, 2006-2010

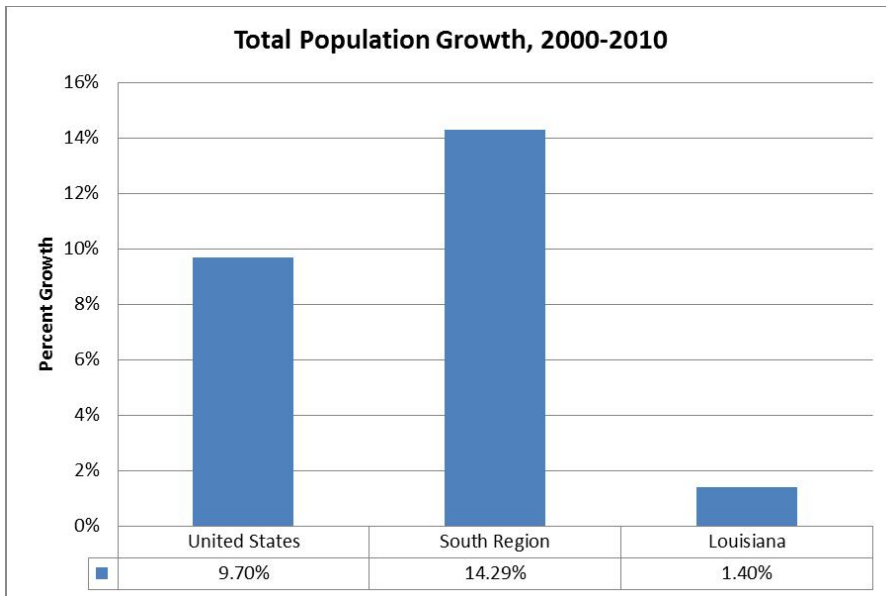


3. Demographic Profile of Louisiana, 2000-2010

3.1. Population change

From 2000 to 2010, Louisiana grew from 4,468,976 to 4,533,372 inhabitants for a total population increase of 1.4%—a much lower rate of growth than the national average of 9.7%, and far below the overall growth rate for the southern region of the United States of 14.3% for this period (Figure 7). The fastest growing parishes were Ascension, Bossier, Grant, Livingston, St. Tammany, and Tangipahoa with increases between 19% and 39.9% (Figure 8). Among larger parishes, St. Bernard and Orleans were the fastest shrinking with -46.6% and -29.1% respectively, although these figures principally reflect the impact of Hurricane Katrina in 2005. Notably, populations in these parishes have rebounded and growth rates are now among the highest in the state, with the most dramatic increase in population of 56% from 2006 to 2010 in Orleans Parish. Cameron, Tensas, and East Carroll, three smaller parishes, saw decreases between -17.6% and -31.5% (see also *Appendix Table 5: Population Change, Louisiana Parishes, 2000-2010*).

Figure 7: Total Population Growth, 2000 – 2010



Source: US Census Bureau, Decennial Census, 2000, SF-1Table DP-1; Decennial Census 2010, SF-1Table DP-1

Figure 8: Population Change, Louisiana Parishes, 2000 – 2010

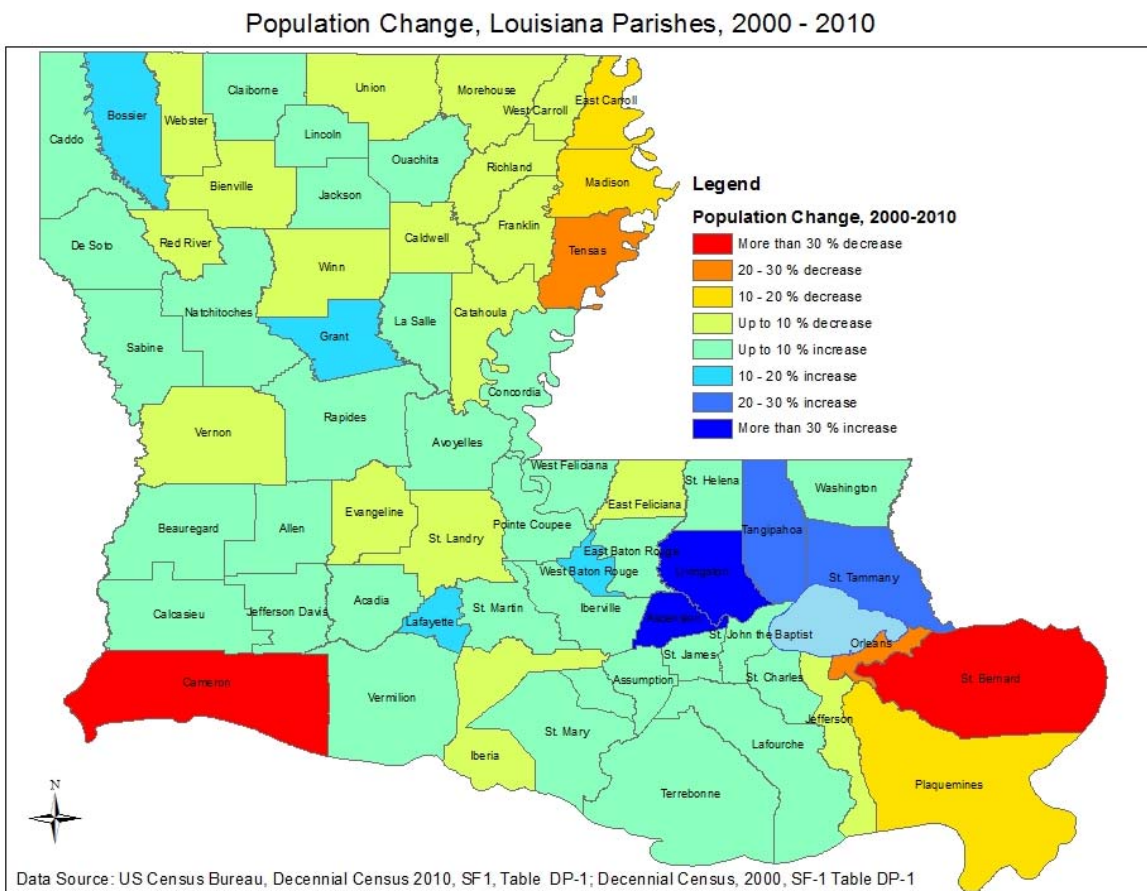
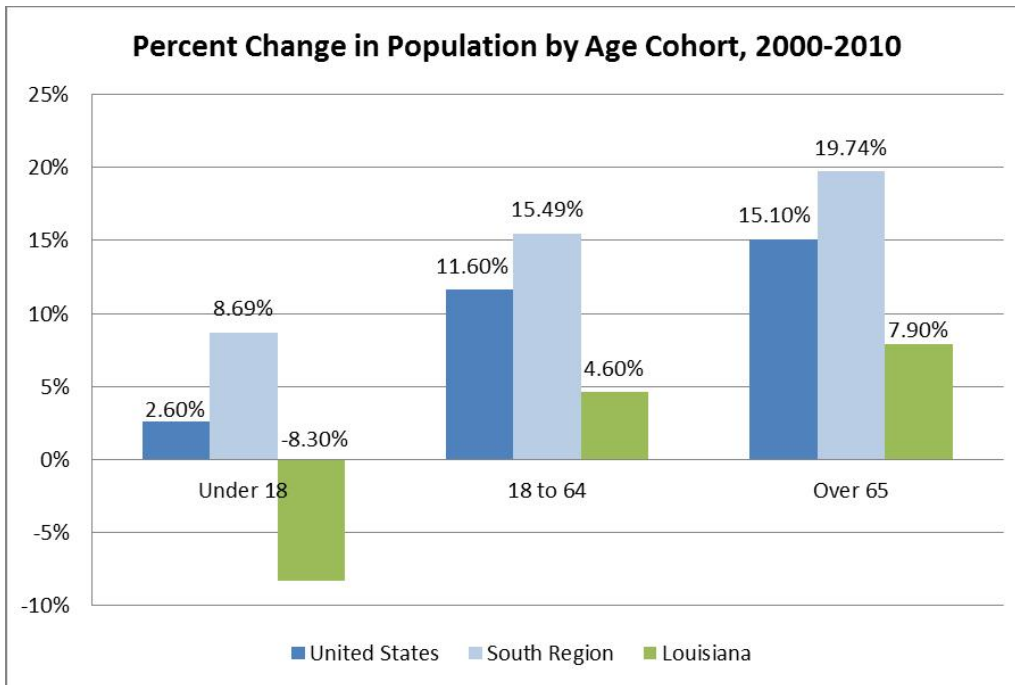
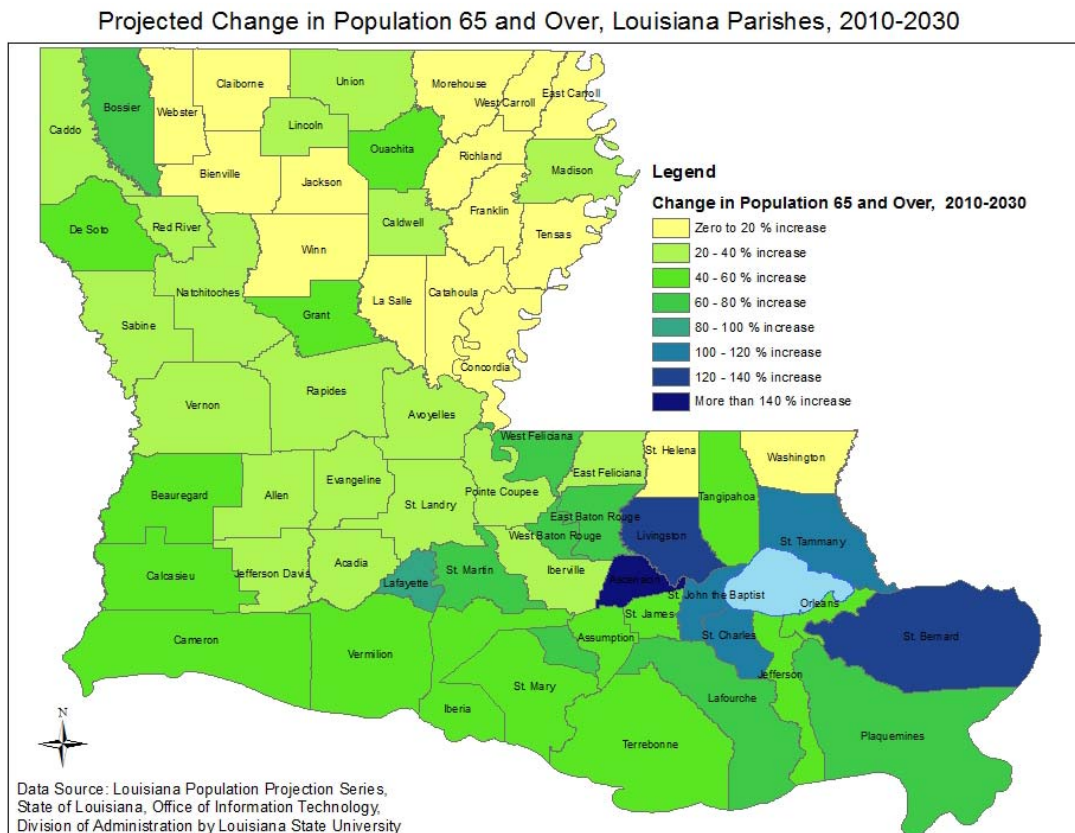


Figure 9: Louisiana Population Change by Age Cohort, 2000-2010



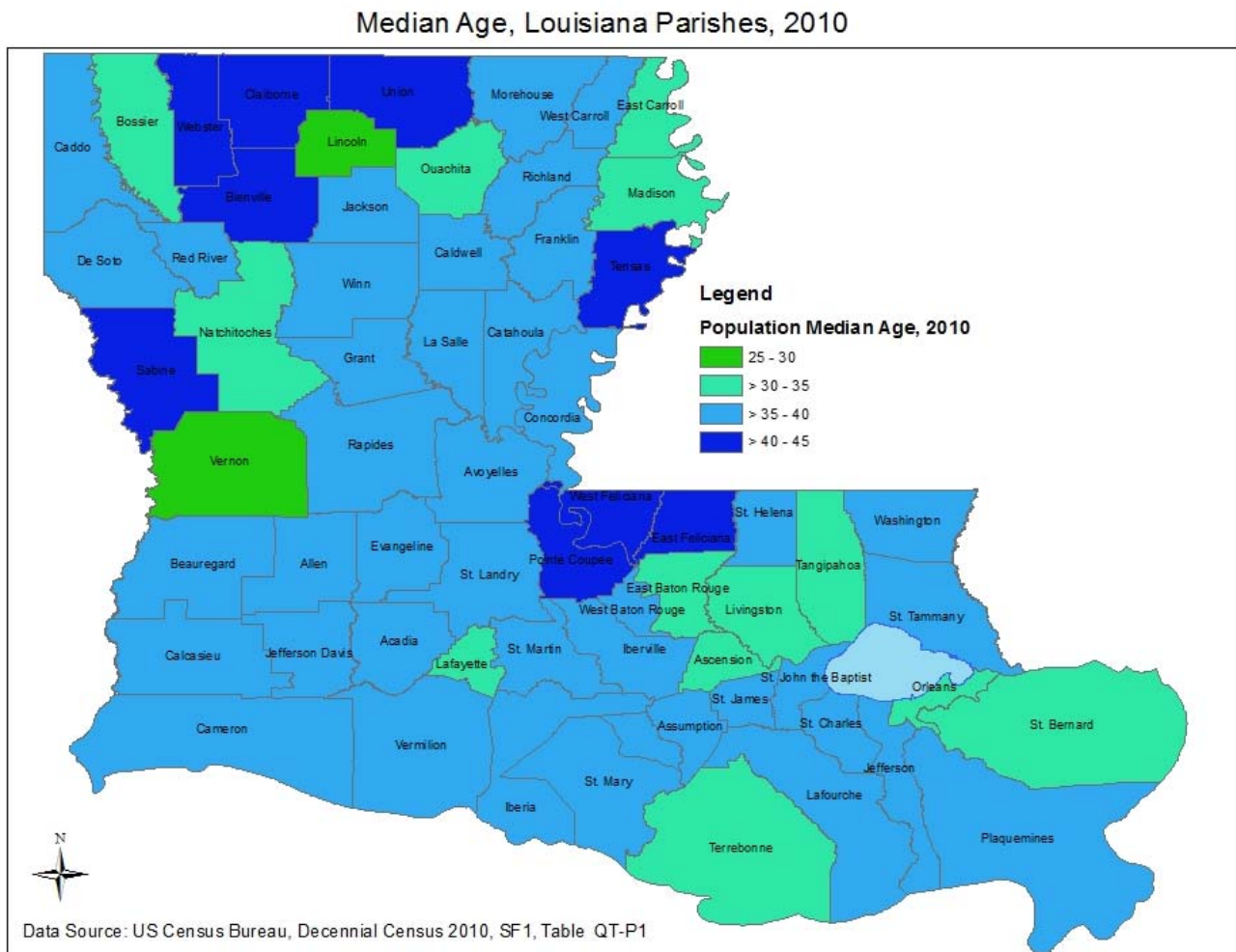
Source: US Census Bureau, Decennial Census, 2000, SF-1Table DP-1; Decennial Census, 2010, SF-1Table DP-1

Figure 10: Percent of Population over Age 65, Louisiana Parishes, 2010



The proportion of Louisianans 18 and under decreased in the vast majority of parishes with a statewide rate of -8.3%, largely as a result of population shifts and relocations following Hurricanes Katrina and Rita in 2005. Notable exceptions are Ascension, Bossier, Livingston, St. Tammany, and Tangipahoa Parishes with increases from 9.1% to 33.3%. Louisiana's population of adults between 18 and 64 increased by 4.6%. The population 65 and older increased at a rate of 7.9%. Noteworthy parishes are Ascension, Bossier, Livingston, West Feliciana, St Tammany, and St John the Baptist with increases in the retirement-age population between 36.7% and 62.2% (Figure 10). Median age (35.8 years in 2010 statewide, up from 34.0 in 2000) increased for every parish except for St. Bernard, which saw a 64.5% decrease in its 65 and older population (Figure 11, see also *Appendix Table 6: Population Change, Louisiana Parishes, by Age Cohort, 2000-2010*; and *Appendix Table 7: Median Age, Louisiana Parishes, 2000-2010*).

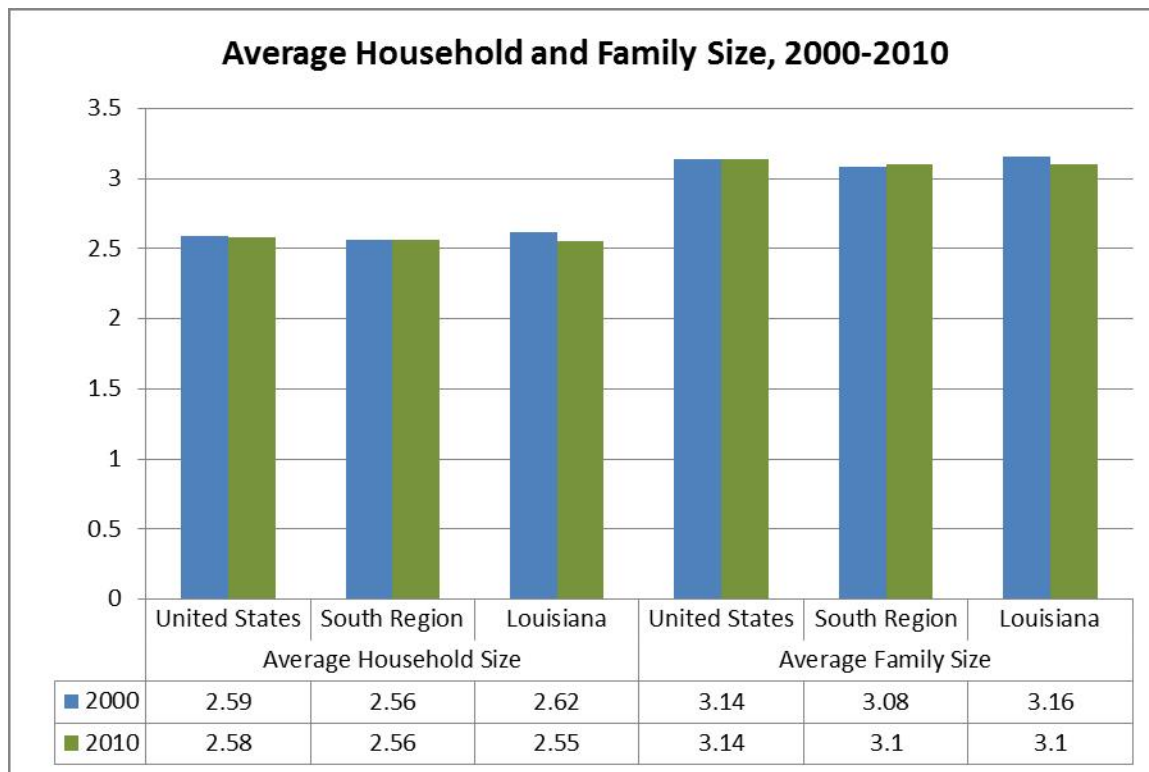
Figure 11: Median Age, Louisiana Parishes, 2010



3.2. Household Size and Composition

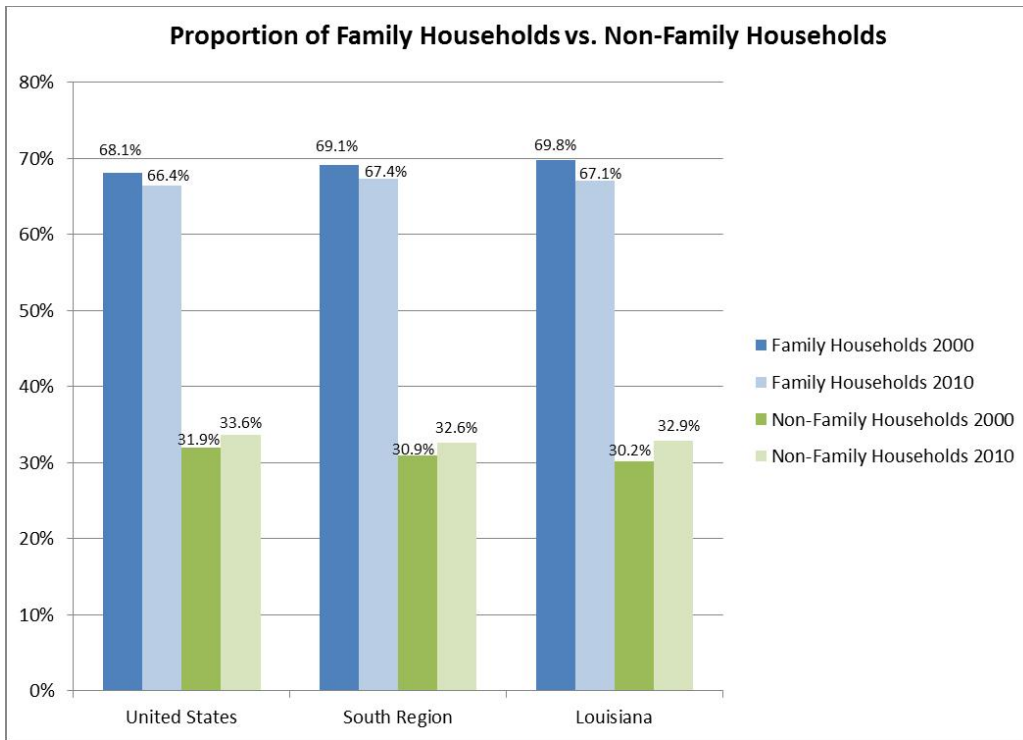
While the state’s overall population increased, the average household size and average family size decreased by 2.7% and 1.9% respectively. In 2010, the average household size in Louisiana was 2.55 persons, down from 2.62 in 2000 (Figure 12). Family size decreased from 3.16 in 2000 to 3.10 in 2010 (Figure 12). Family households saw a proportional decrease statewide, and in nearly every parish (Figure 13). Both the absolute and proportional number of non-family households increased in nearly every parish, led by Orleans Parish with a 46% share of non-family households in 2010. The only exception to the trend was Cameron Parish, with a slight increase in the share of family households. Similarly, one-person households increased in nearly every parish (again, except for Cameron). Households with related children under 18 years decreased in every parish except for St. Bernard (Figure 14, see also *Appendix Table 8: Household Type and Composition, Louisiana Parishes, 2000-2010*). While some of these shifts may be attributed to post-hurricane relocation of families with children, these trends are also consistent with nationwide shifts in household composition and increasing numbers of childless households, especially among single people and the elderly (Figure 15).

Figure 12: Average Household and Family Size, 2000 – 2010



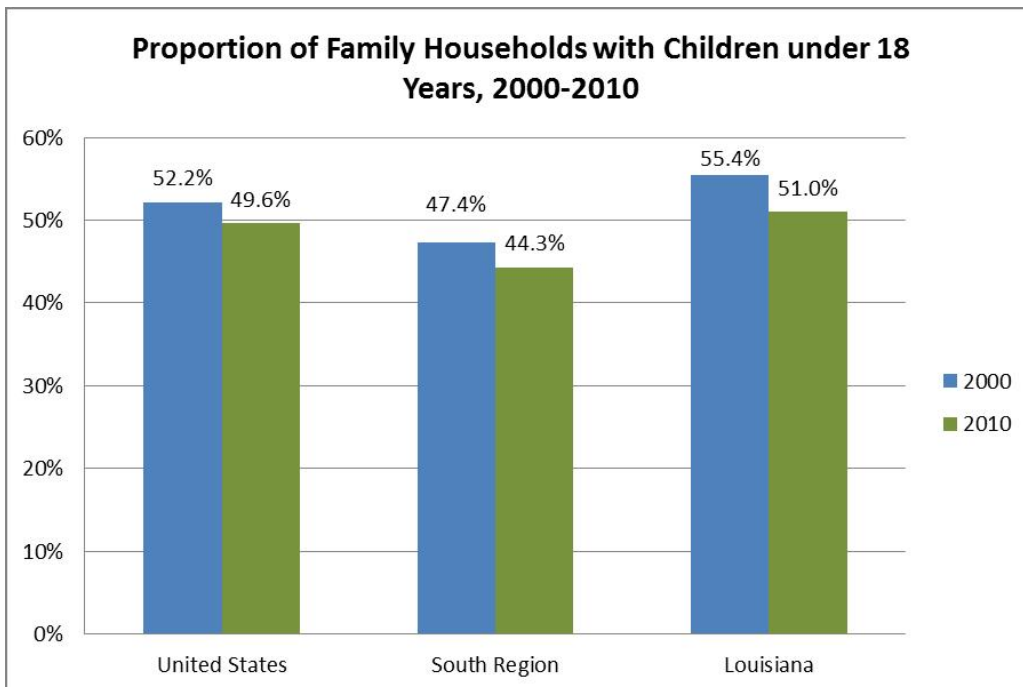
Source: US Census Bureau, Decennial Census 2000, SF1, Table QT-P10; Decennial Census 2010, SF1, Table QT-P11

Figure 13: Proportion of Family Households to Non-Family Households, 2000 – 2010



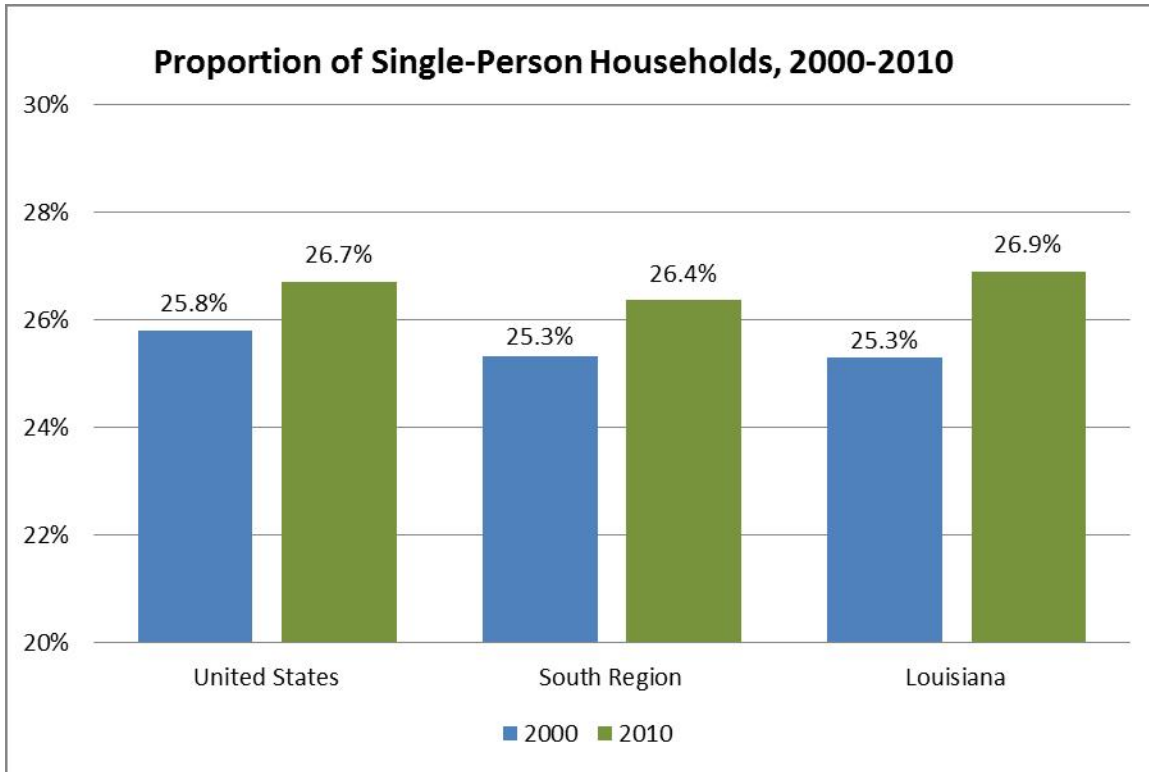
Source: US Census Bureau, Decennial Census 2000, SF1, Table QT-P10; Decennial Census 2010, SF1, Table QT-P11

Figure 14: Proportion of Family Households with Children Under 18 Years, 2000 – 2010



Source: US Census Bureau, Decennial Census 2000, SF1, Table QT-P10; Decennial Census 2010, SF1, Table QT-P11

Figure 15: Proportion of Single-Person Households, 2000 – 2010



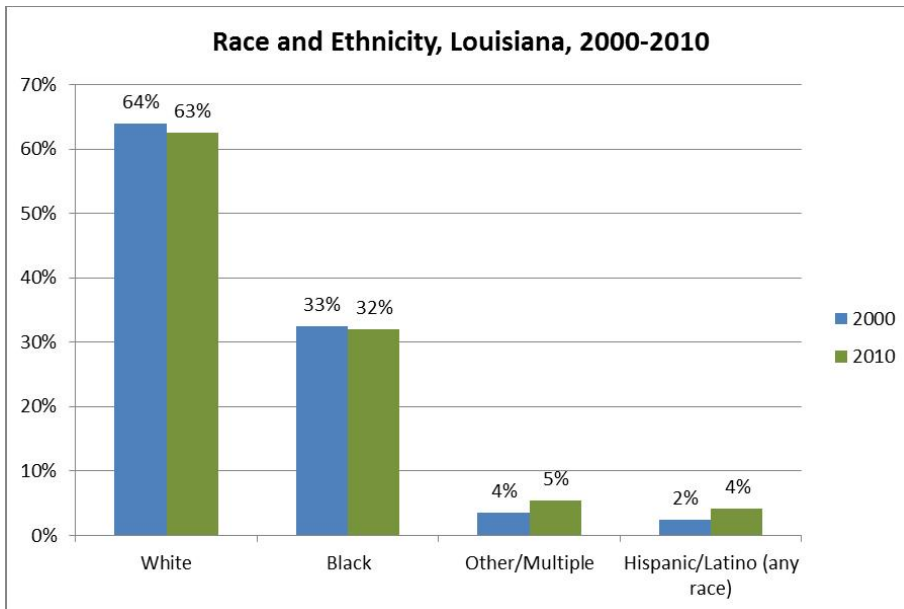
Source: US Census Bureau, Decennial Census 2000, SF1, Table QT-P10; Decennial Census 2010, SF1, Table QT-P11

3.3. Race and Ethnicity

Overall, there were no major shifts in racial demographics although there has been a steady rise in diversity. Louisiana’s white and black populations remained relatively stable, seeing a change of $-.7\%$ and $.03\%$ respectively. Asians grew by a margin of 28.08% . The largest growth rate for race was 64.6% for those reporting “other.” Respondents identifying as Hispanic or Latino grew by 78.7% . However, while larger percent changes may appear to signify a dramatic rise or fall in demographics, they do not necessarily reflect a large shift within the current population, representing only 2.4% of Louisianans in 2000 and 4.2% in 2010. Still, overall trends indicate an increasingly racially and ethnically diverse Louisiana (Figure16).

Certain parishes, such as St Bernard and St. John the Baptist, saw decreases in their proportion of white residents and corresponding increases in the black population. Orleans Parish has seen the reverse, with the percentage of the population that is black decreasing by 7.1% and the white population’s proportion increasing by 4.9% , due in large part to uneven displacement of neighborhoods and populations following Hurricane Katrina. For other racial groups as well as residents identified as multiple races, percentages rose in every parish. Among all races, those also reporting as “Hispanic/Latino” increased in all but five parishes (see also *Appendix Table 9: Race and Ethnicity, 2000-2010, All Parishes*).

Figure 16: Race and Ethnicity, Louisiana, 2000-2010

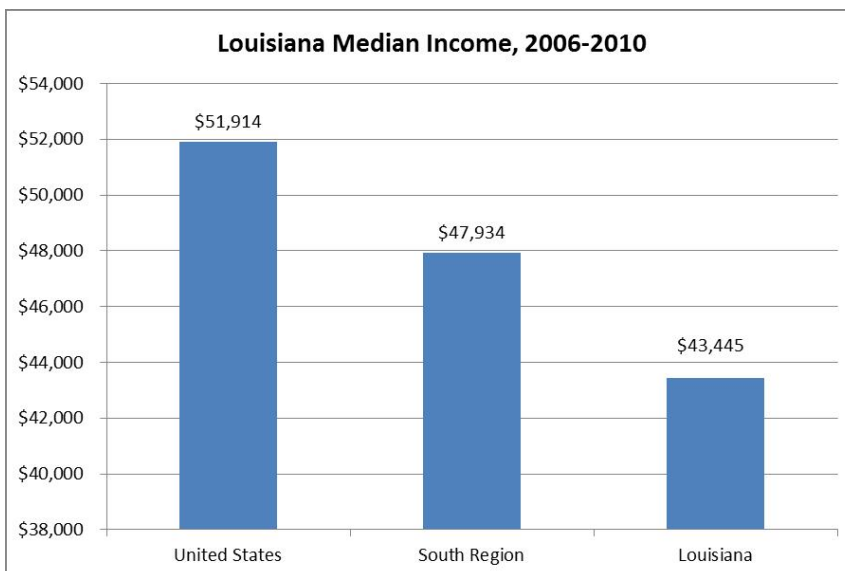


Source: US Census Bureau, Decennial Census 2000, SF1, Table QT-P10; Decennial Census 2010, SF1, Table QT-P11

3.4. Income and Poverty

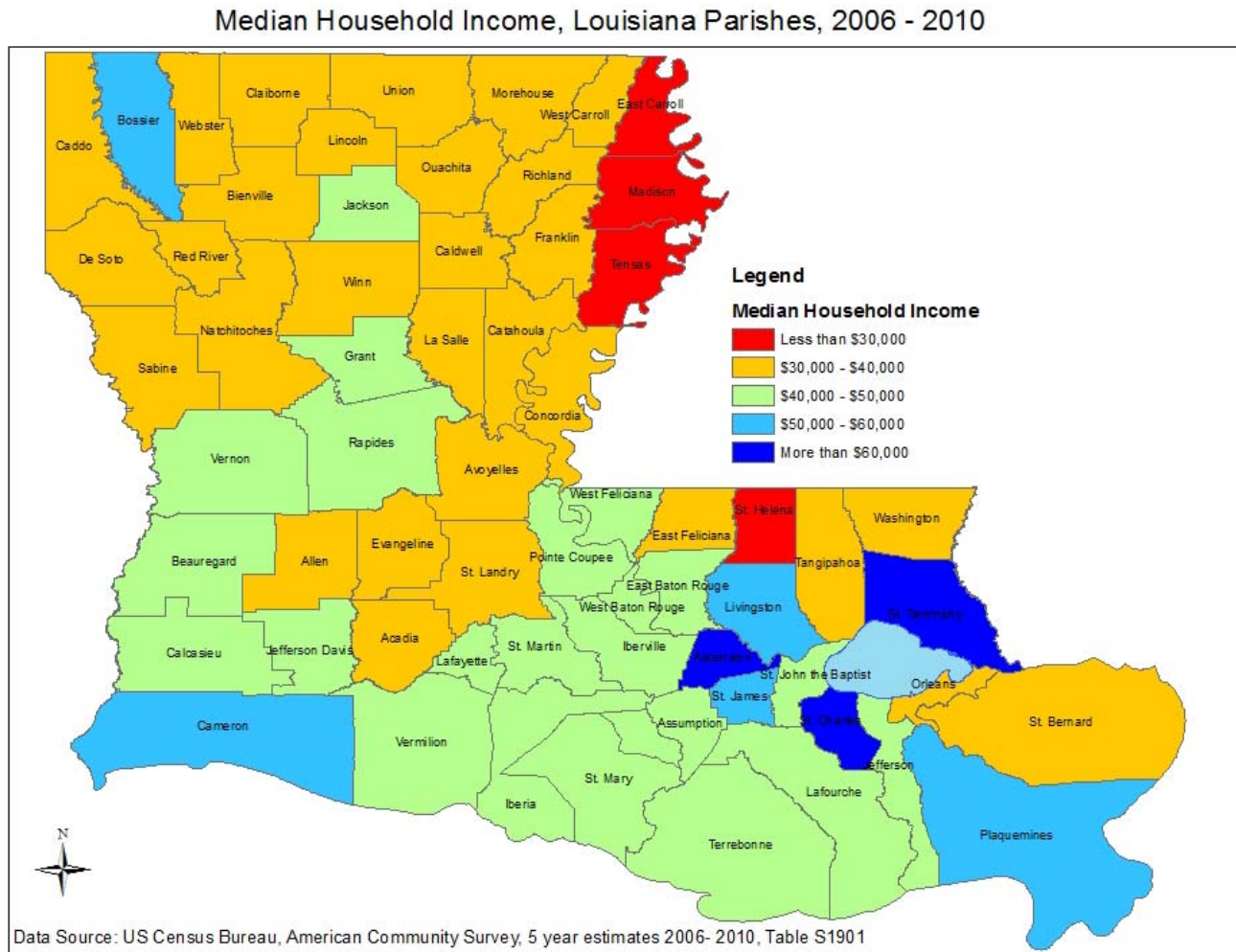
Overall, the median income for the state of Louisiana in 2010 was \$43,445, substantially lower than the national median of \$51,914 (Figure 17). Among the wealthiest parishes were Ascension, Bossier, Cameron, Livingston, Plaquemines, St. Charles, St. James and St. Tammany with median incomes between \$50,000 and \$62,000. Among the poorest parishes were East Carroll, Madison, St. Helena and Tensas with median incomes under \$28,000 (Figure 18, see also *Appendix Table 10: Household Income, Louisiana Parishes, 2006-2010*). In general, the poorer parishes tend to be shrinking while the wealthier parishes tend to be experiencing population growth.

Figure 17: Louisiana Median Income, 2006-2010



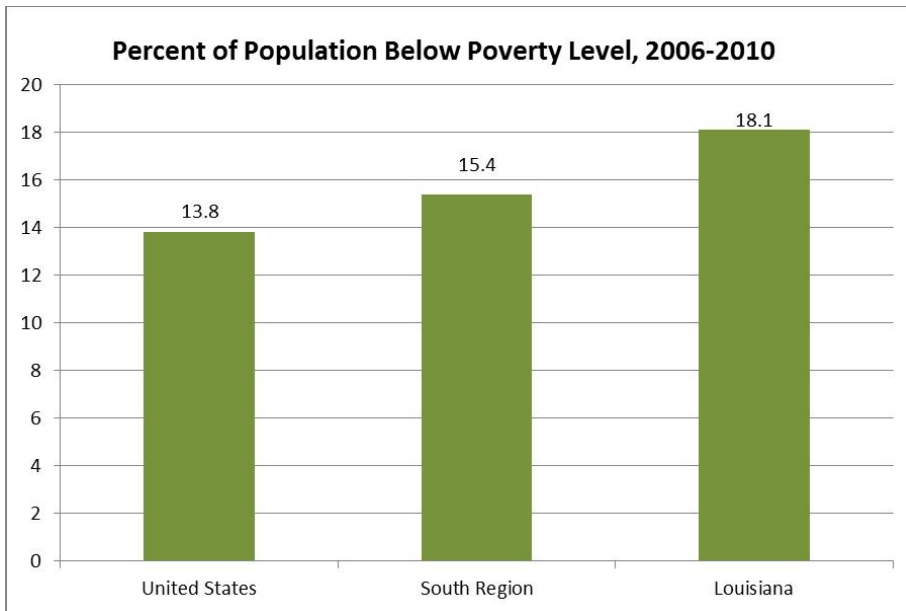
Source: US Census Bureau, American Community Survey, 5 year estimates 2010, Table S1901

Figure 18: Median Household Income, Louisiana Parishes, 2006-2010



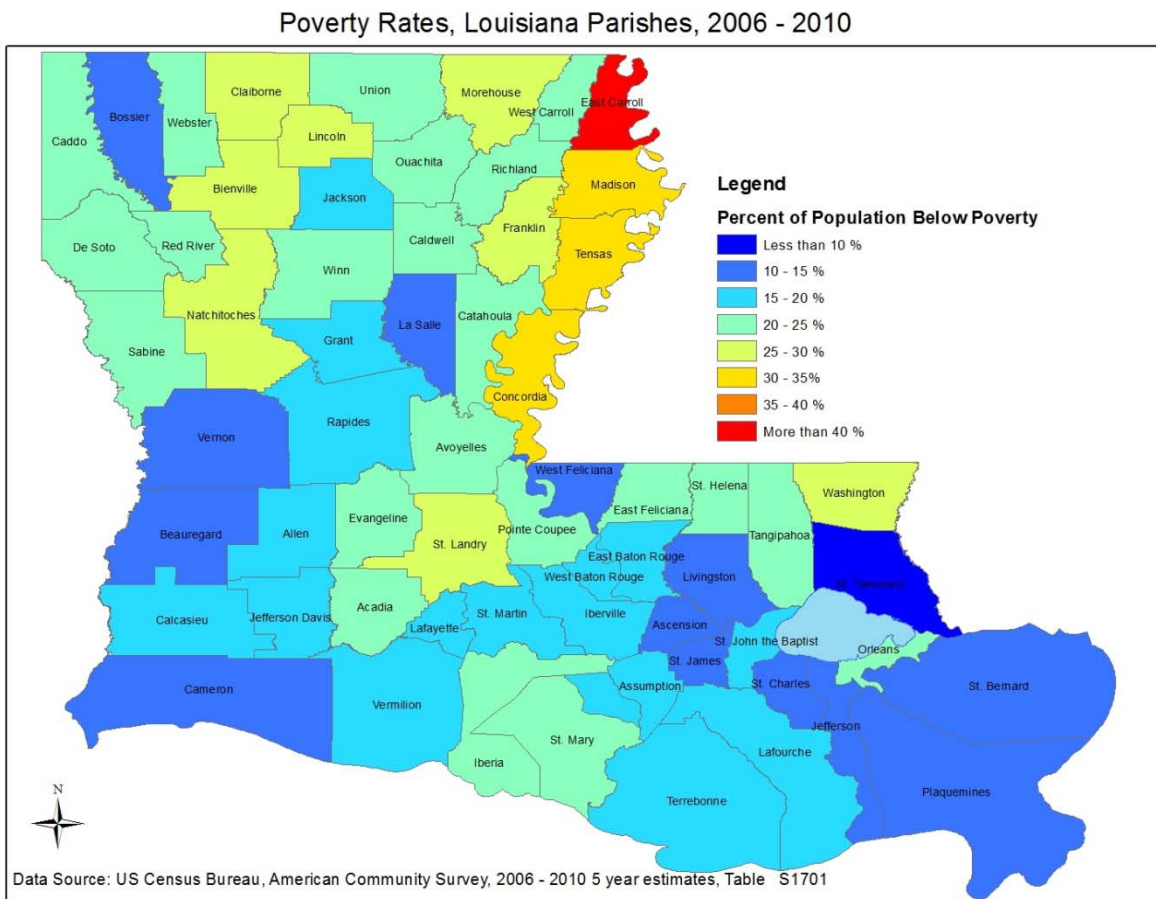
Statewide, individuals living under the poverty level averaged 18.1% of the population from 2006-2010, more than 4 percentage points higher than the national average (Figure 19). Among the parishes, Concordia, East Carroll, Madison, and Tensas had the highest percentage of population under the poverty level with rates of 30% and higher (Figure 20). At the other end of the spectrum, Ascension, St. Charles, and St. Tammany had the lowest percentages of total population under 200 percent of poverty level (a commonly used threshold of economic instability), indicating a smaller share of households struggling financially. Unsurprisingly, poverty rates among unemployed residents are much higher than among employed persons, with a statewide average of 35.4% of unemployed Louisianans living the poverty level (see *Appendix Table 11: Poverty Status, Louisiana Parishes, 2006-2010*).

Figure 19: Percent of Population Below Poverty Level, 2006-2010



Source: US Census Bureau, American Community Survey, 2010 5 year estimates, Table S1701

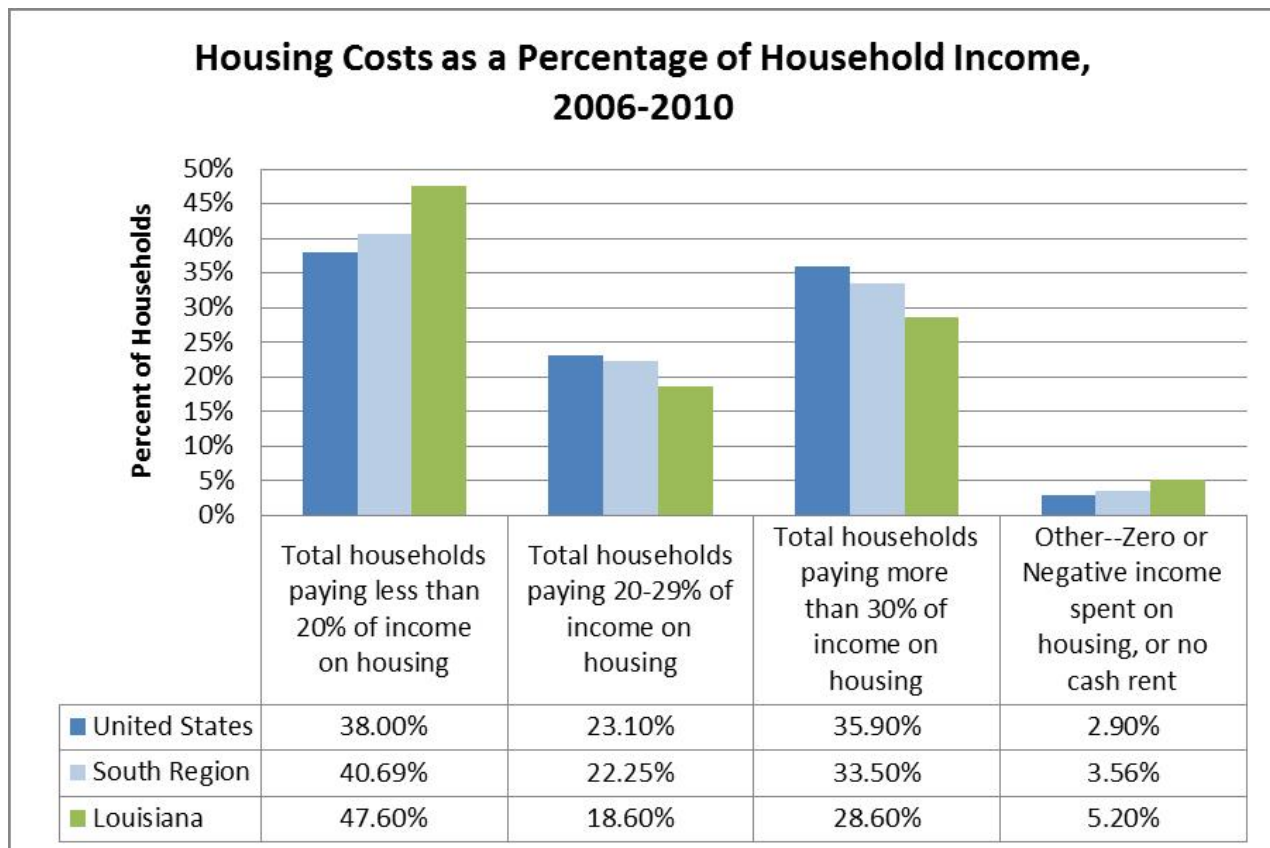
Figure 20: Louisiana Parish Poverty Rates, 2006-2010



Contributing to the socioeconomic status of Louisianans is the overall cost of living, as benchmarked by the percentage of income spent on housing costs. Relative to the national average, Louisiana housing costs are relatively low in relationship to income (Figure 21). Importantly, however, this measure does not include the cost of transportation, which contributes significantly to households’ ability to achieve prosperity, and may negate comparatively low housing costs in some areas. Among parishes with the lowest ratio of income to housing cost are Assumption, Beauregard, Cameron, La Salle, St. James, and Vermillion with 60% or more of the population paying less than 20% of their income on housing. The highest income to cost ratios by parish were Caddo, East Baton Rouge, East Carroll, Jefferson, Lincoln, Natchitoches, Orleans, Ouachita, Plaquemines, and St. John the Baptist with 30% or more of the population paying more than 30% of income on housing (Figure 22). Orleans topped the list with 44.9% of the population falling in this bracket (see also *Appendix Table 12: Housing Costs as a % of Household Income, Louisiana Parishes, 2006-2010*).

Among homeowners, “Households paying less than 20% of income on housing” comprised the highest proportion for every parish. Among renters, the highest percentage for most parishes fell under “Households paying 30% or more of income on housing” (Figure 23). However, there were eleven parishes where, for various unidentified possible reasons, the largest share of the population spent no portion of their income on housing (see Appendix Table 13: Housing Costs as a Percentage of Household Income, Owner-Occupied Housing Units, Louisiana Parishes, 2006-2010; and Appendix Table 14: Housing Costs as a Percentage of Household Income, Renter-Occupied Housing Units, Louisiana Parishes, 2006-2010).

Figure 21: Housing Costs as a Percentage of Household Income, 2006-2010



Source: US Census Bureau, American Community Survey, 5 year estimates, 2010, Table B25106

Figure 22: Households Spending 30% or More of Income on Housing, Louisiana Parishes, 2006-2010

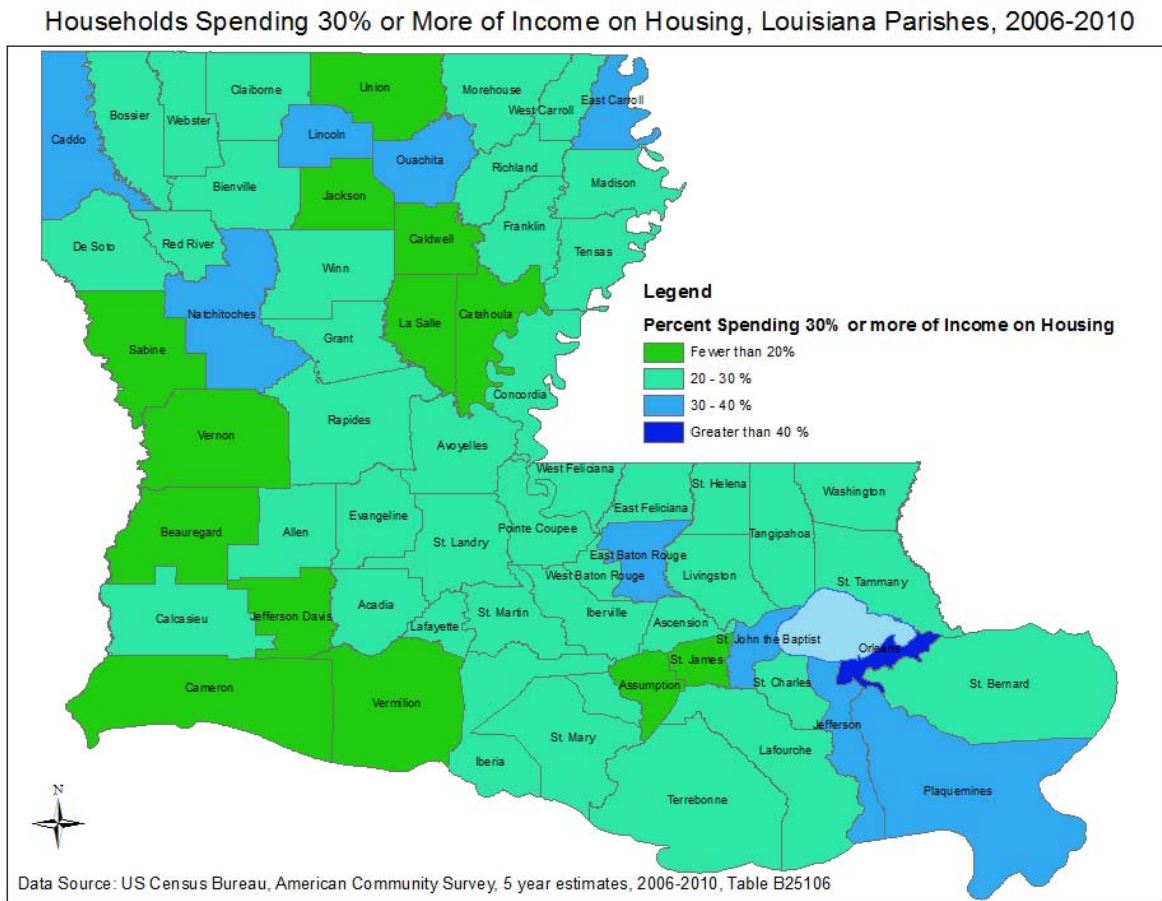
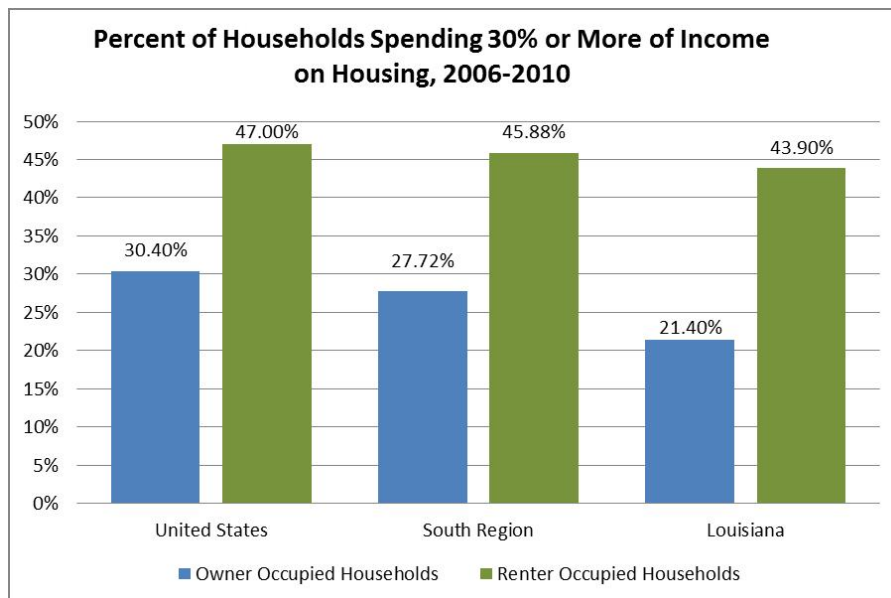


Figure 23: Percent of Households Spending 30% or More of Income on Housing, 2006-2010



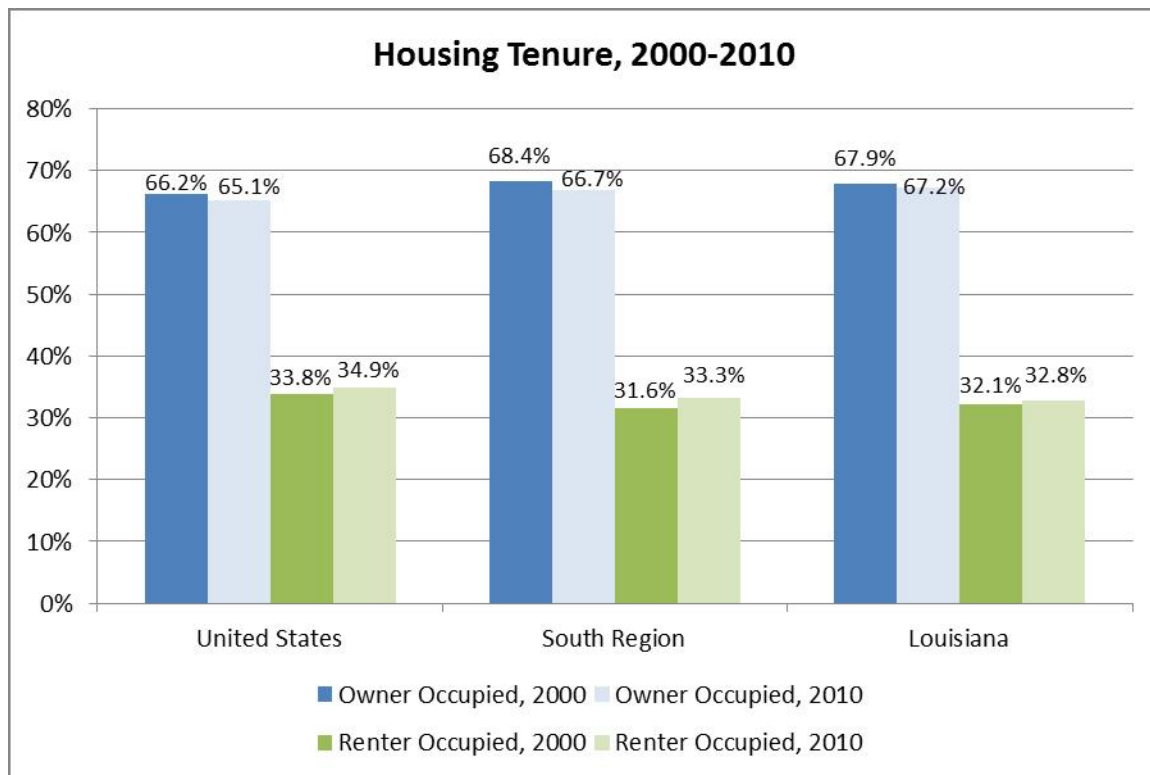
Source: US Census Bureau, American Community Survey, 5 year estimates, 2010, Table B25106

3.5. Housing Tenure and Vacancy

The state’s average rate of homeownership in 2010—67.2%, is slightly higher than the national average of 65.1%, but slightly lower than the 67.9% ownership rate in 2000 (Figure 24). In most parishes, the proportion of homes occupied by renters has gone up while home ownership has gone down. The notable exception is Orleans, due to a decline in the renter population following Hurricane Katrina. Among parishes with high rates of home ownership are Ascension, Assumption, Cameron, East Feliciana, La Salle, St. Helena, and St. James, all with 80% or more in 2010 (Figure 25). Orleans Parish still has the lowest home ownership rate, at 47.8% (see *Appendix Table 15: Housing Tenure, Louisiana Parishes, 2000-2010*). Among owner-occupied units, 40.9% are owned free and clear, well above the national average of 30.3% (Figure 36, see also *Appendix Table 16: Presence or Absence of Mortgage among Owner Occupied Housing Units, Louisiana Parishes, 2010*).

Meanwhile, the percentage of housing units that are vacant increased slightly, from 10.3% in 2000 to 12% in 2010. This is slightly above the national average of 11.4% vacancy in 2010. In 2000, there were eight parishes with a vacancy rate above 20% (Figure 27, see also *Appendix Table 17: Housing Vacancy Rates, Louisiana Parishes, 2000-2010*). In 2010, eleven parishes had reached this statistic, indicating an increasing vacancy problem in these areas of the state. The most dramatic increases in vacancy occurred in Orleans, St. Bernard and Tensas Parishes, the former two having been significantly impacted by Hurricane Katrina in 2005.

Figure 24: Louisiana Housing Tenure, 2000-2010



Source: US Census Bureau, Decennial Census SF1 Table H4 (2010); Decennial Census SF1 Table H004 (2000)

Figure 25: Rates of Homeownership, Louisiana Parishes, 2010

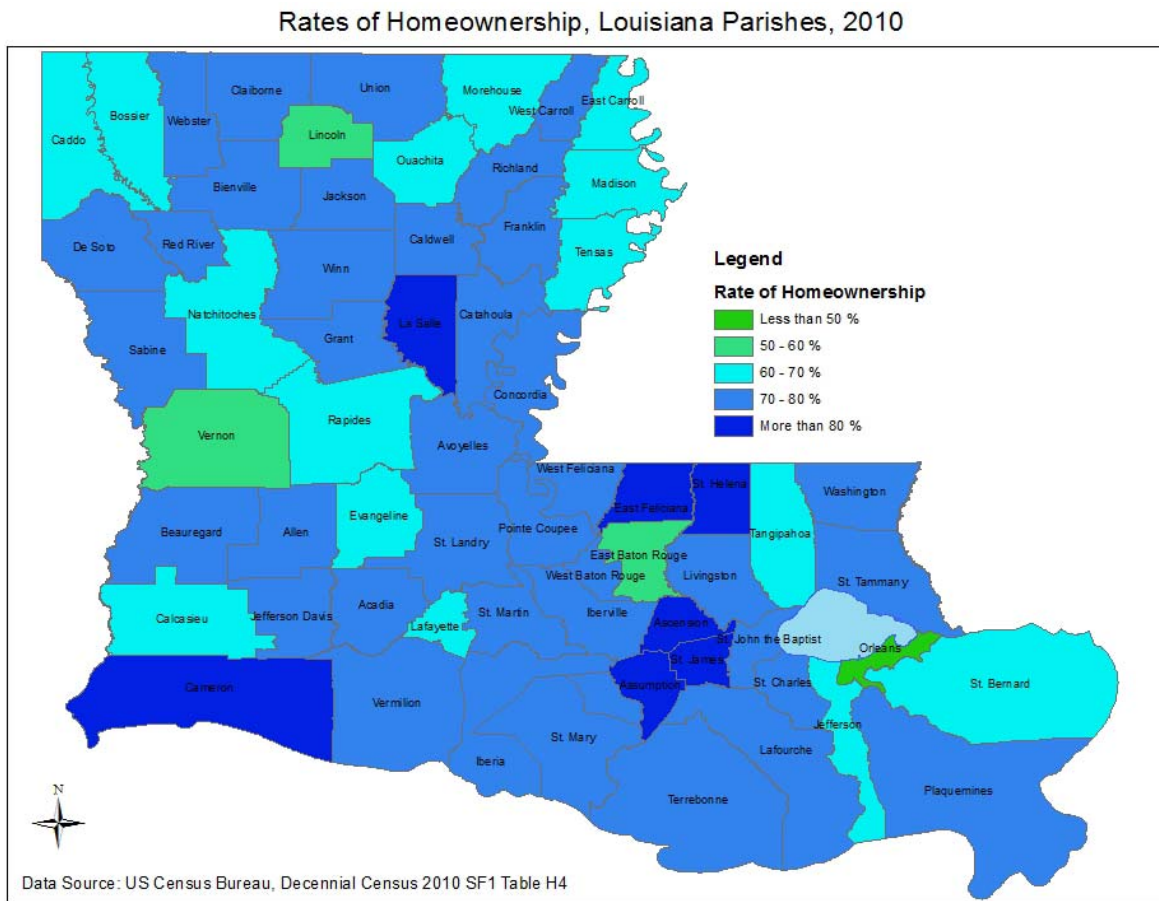
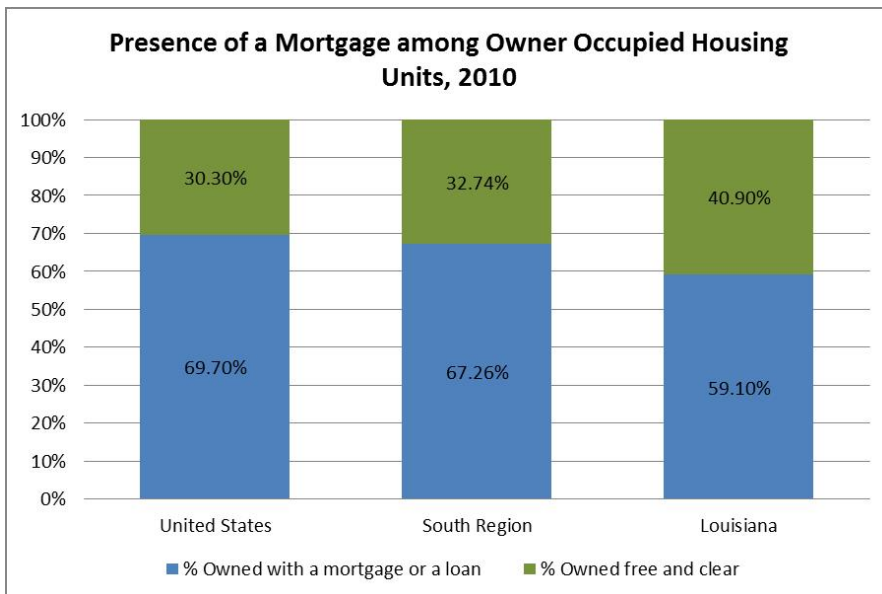
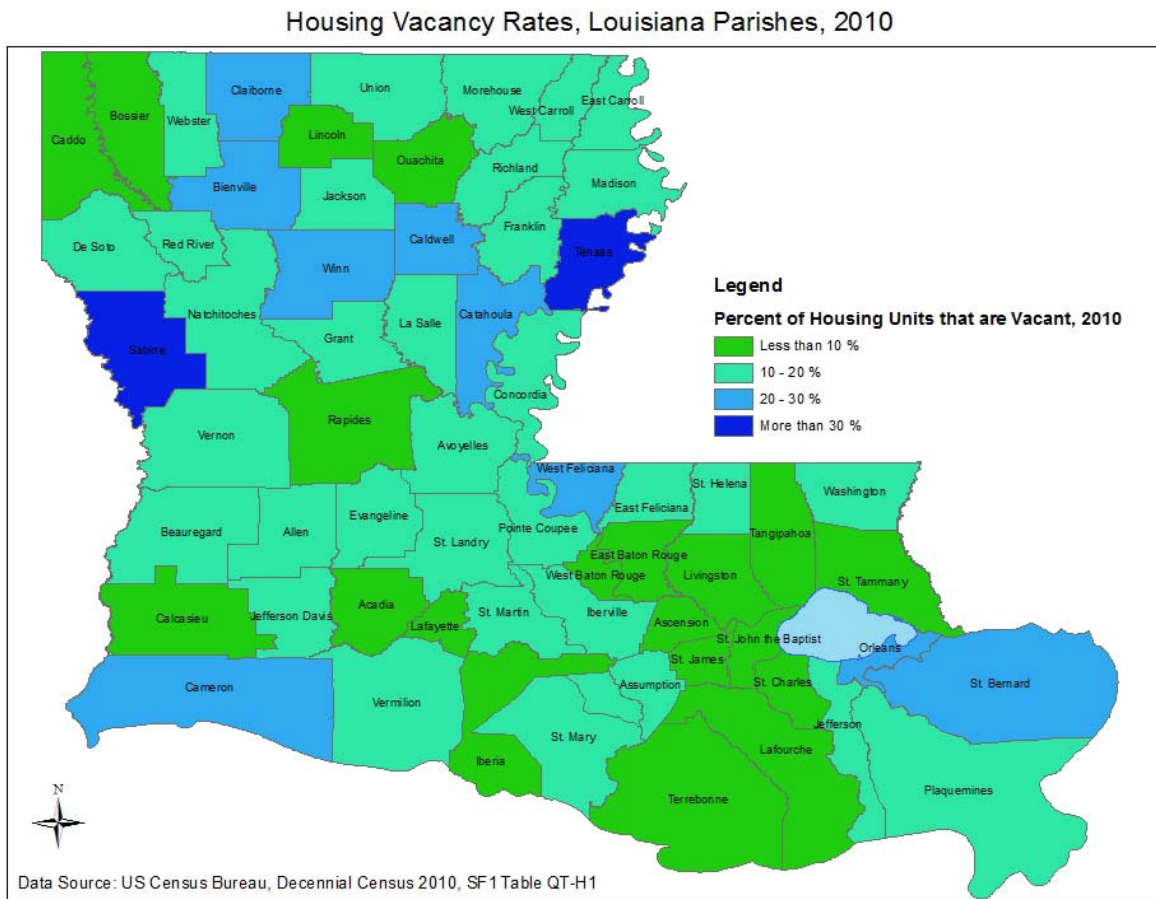


Figure 26: Louisiana Mortgage Presence among Owner Occupied Housing Units, 2010



Source: US Census Bureau, Decennial Census, SF1 Table H4 (2010)

Figure 27: Housing Vacancy Rates, Louisiana Parishes, 2010

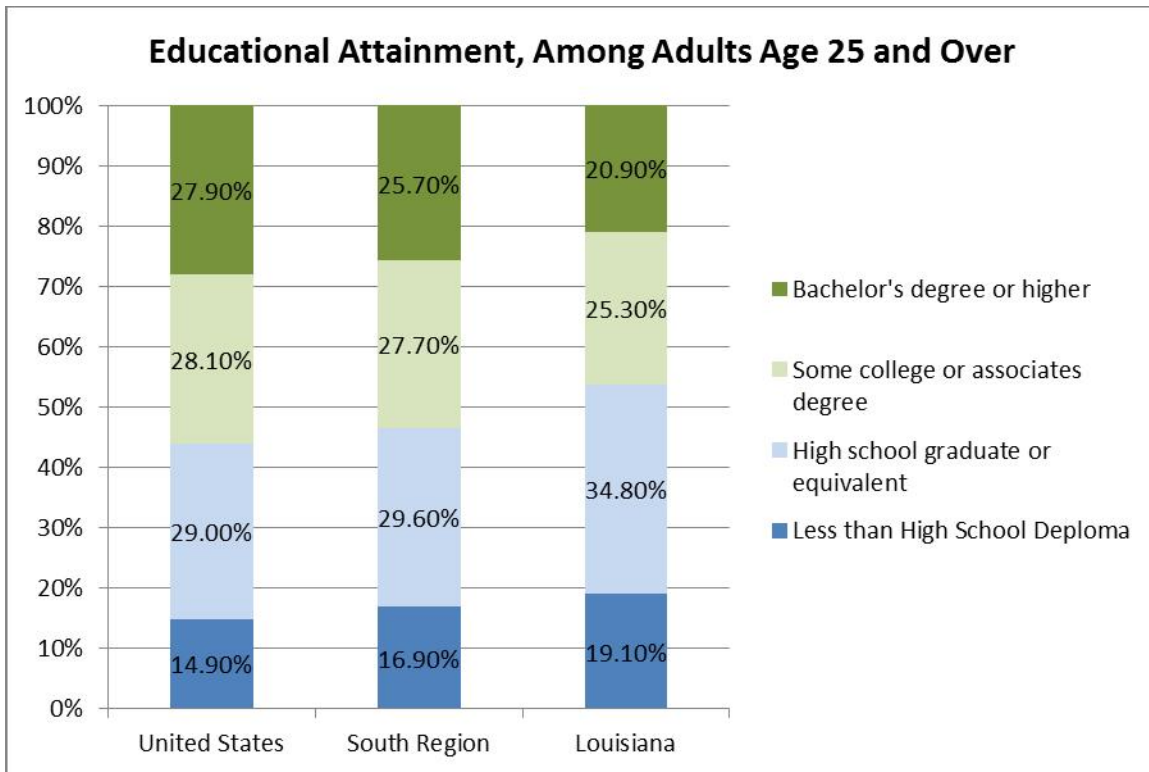


3.6. Education and Employment

Relative to the nation as a whole, fewer Louisianans in any age cohort complete college degrees. Among adults 25 years and older, 19.1% of Louisiana residents fail to earn high school diplomas or equivalent, compared to 14.9% nationwide (Figure 28). In some parishes, this figure is much higher: nine parishes have rates of low educational attainment (less than High School graduation) greater than 30%, led by East Carroll Parish (37.8%), and West Feliciana Parish (34.9%). Conversely, the parishes with the highest percentage of residents with college degrees or higher include East Baton Rouge Parish (37.3%), St. Tammany Parish (36.1%), Orleans Parish (35.8%), and Lafayette Parish (32.2%) (see Appendix Table 18: Educational Attainment, Louisiana Parishes, 2006-2010). Notably, overall attainment of college and advanced degrees in Louisiana correlates with age group, reflecting an increase in the proportion of young people seeking higher education in the state. Unsurprisingly, strong correlations also exist between educational attainment and the incidence of poverty. Statewide, 28.5% of Louisianans that do not have a high school diploma lived in poverty in 2006-2010, compared to 14.3% of high school graduates, and only 4.1% of those with a bachelor's degree or higher (see Appendix Table 19: Poverty Rate (population 25 and Older) by educational attainment, Louisiana Parishes, 2006-2010).

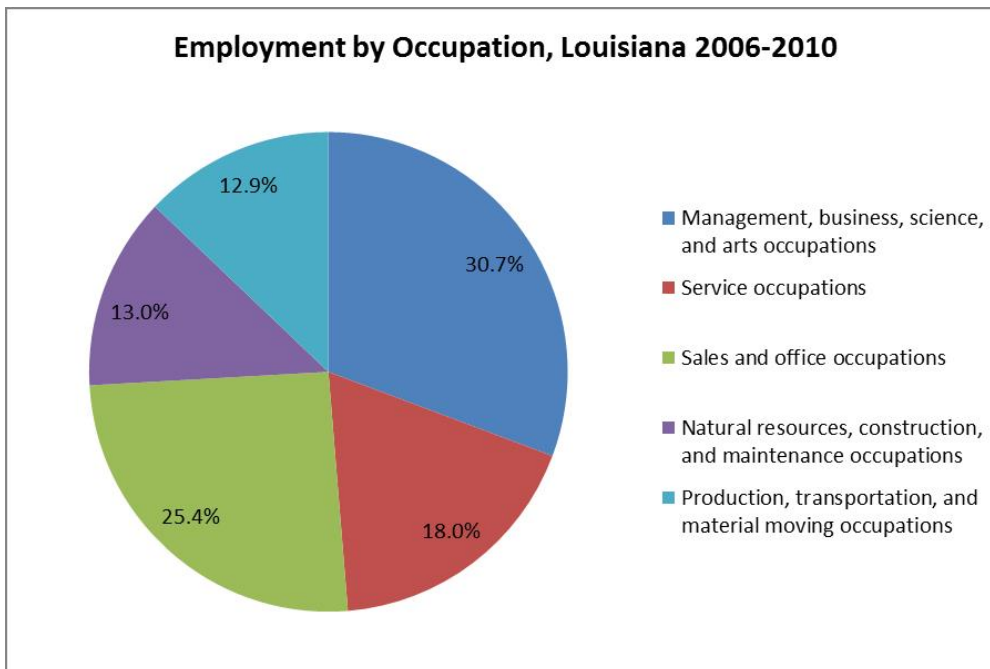
Among citizens 16 and up, the percentage of the population participating in the labor force increased by 9.4% from 2000 to 2010. Statewide, the highest proportion of employment by parish fell under "Management, business, science, and arts occupations" with an average of 30.7%. Second was "Sales and office occupations" at 25.4%. Third was "Service occupations" at 18%. Finally, "Natural resources, construction, and maintenance occupations" was only slightly higher than "Production, transportation, and material moving occupations" at 13% and 12.9% respectively (Figure 29, see also Appendix Table 20: Employment by Occupation, Louisiana Parishes 2006-2010).

Figure 28: Educational Attainment in Louisiana among Adults Age 25 and Over



Source: US Census Bureau, American Community Survey, 2010 5 year estimates, Table S1501

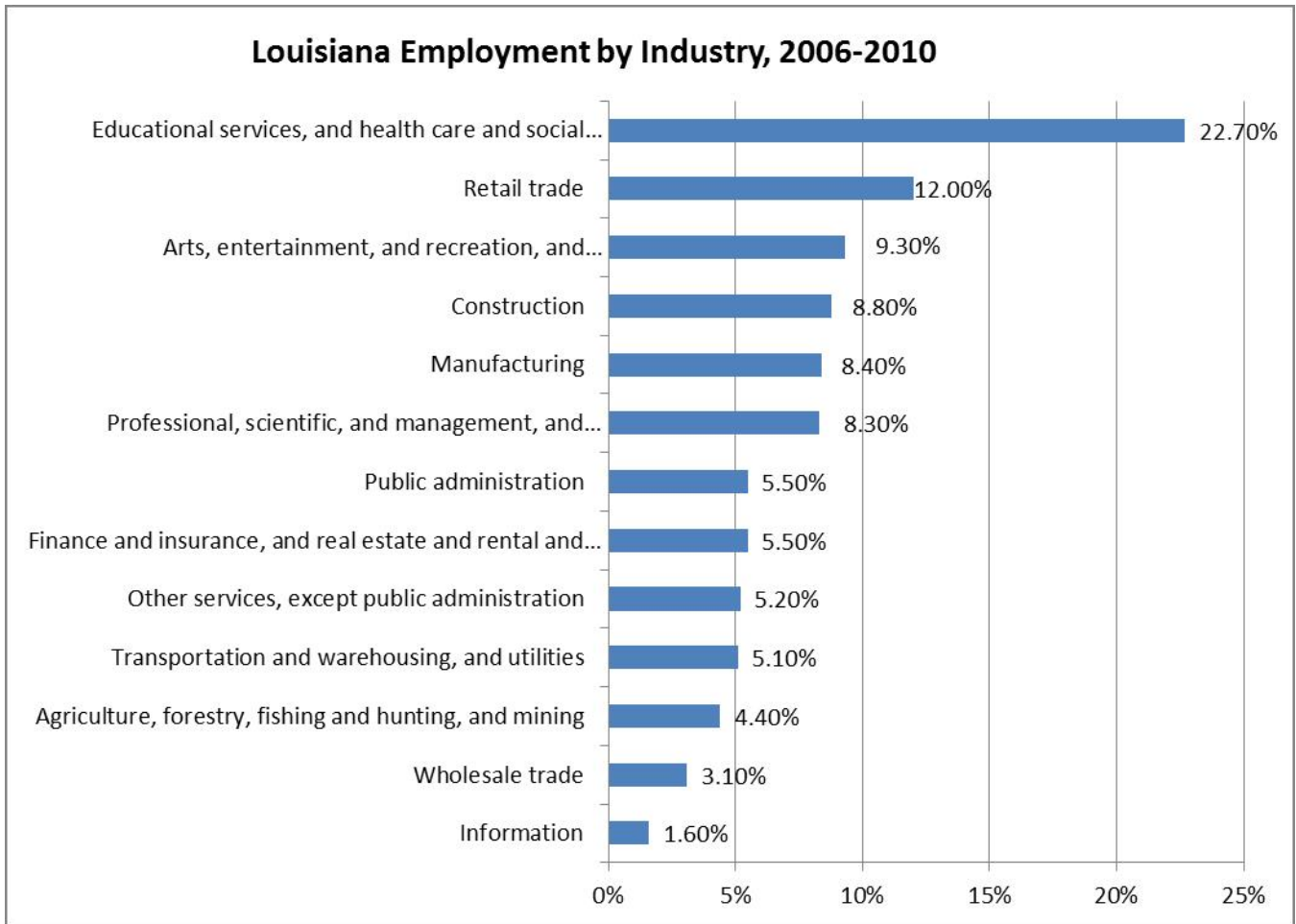
Figure 29: Louisiana Employment by Occupation, 2006-2010



Source: US Census Bureau, American Community Survey, 2010 5 year estimates, Table S2405

Following the national trend, the highest proportion of the statewide population works in “Educational services, healthcare and social assistance” and “Retail trade” at 22.7% and 12%. For Louisiana “Arts, entertainment, and recreation, and accommodation and food services” is the third most represented (9.3%). “Construction” is fourth (8.8%), “Manufacturing” is fifth (8.4%), and “Professional, scientific, and management, and administrative and waste management services” is fifth (8.3%) (Figure 30, see also *Appendix Table 21: Employment by Industry (among employed civilians 16 and over), Louisiana Parishes, 2006-2010*). Nationally, the U.S. has a higher percentage of workers in manufacturing than in Louisiana. This is also the case for “Professional, scientific, and management, and administrative and waste management services.”

Figure 30: Louisiana Employment by Industry, 2006-2010



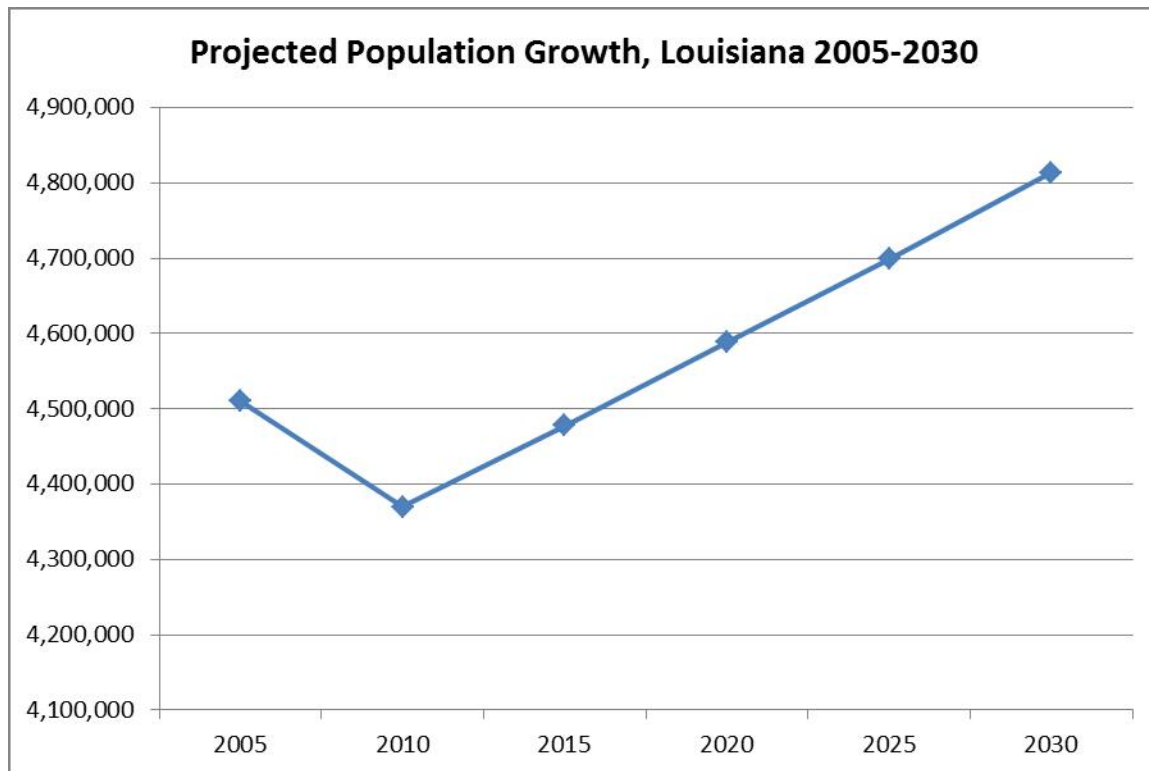
Source: US Census Bureau, American Community Survey, 2010 5 year estimates, Table S2405

4. Louisiana Population Projections, 2010-2030

Population projection figures are from the Louisiana Parish Population Projections Series, 2010-2030, which was developed for the State of Louisiana, Office of Information Technology, Division of Administration by Louisiana State University. The observed rate of migration from 2000-2005 was assumed to remain constant through 2030. Rates of birth and death also held constant, based on 2000-2004 vital statistics data.

Based on these projections, between 2010 and 2030 the overall population of Louisiana will increase by about 10% to 4,813,220 (Figure 31). Thanks in part to the 2005 hurricanes, the top five projected growth parishes from 2005 to 2010 were Ascension, Livingston, St. Tammany, Tangipahoa, and St. John the Baptist, all within the Baton Rouge or New Orleans metropolitan areas. From 2010 to 2030, the fastest growing parishes are expected to be Livingston, St. Tammany, Ascension, St John the Baptist, and Plaquemines. Again, all these parishes are in the Southeast region of the state. On the other hand, 36 of Louisiana’s 64 parishes are expected to experience a net population loss between 2010 and 2030 (Figure 32, see also *Appendix Table 22: Projected Total Population for Louisiana Parishes, 2010-2030*).

Figure 31: Projected Population Growth, Louisiana 2005-2030



Source: Louisiana Parish Population Projections Series, 2010-2030 State of Louisiana, Office of Information Technology, Division of Administration by Louisiana State University

Importantly, the portion of this population that is age 65 or over will increase from 546,140 in 2010 to 847,200 in 2030, a jump from 12.5% of the population to 17.6% (Figure 33, 34, and 35; see also *Appendix Table 23: Louisiana Projected Population Over 65, 2005-2030*). Meanwhile, while continuing to increase in absolute numbers (following a steep decline between 2005 and 2010), the percentage of the population that is 19 and under will decrease slightly, from 27.5% in 2010 to 26.6% in 2030 (Figure 36 and 37; see also *Appendix Table 24: Louisiana Projected Population 19 and under, 2005-2030*). The state's proportion of males to females is likely to remain roughly the same, at about 49% male and 51% female (Figure 38, see also *Appendix Table 25: Louisiana Projected Population by Gender, 2005-2030*).

Finally, the state's racial composition is experiencing slight shifts that are expected to continue through 2030, as the percentage of white Louisianans drops from 64.8% in 2010 to 62.1% in 2030, while the percentage of residents that are black increases from 32.4% to 34.2% and those identified as "other" rises from 2.8% to 3.7% (Figure 39).

Figure 32: Projected Population Change, Louisiana Parishes, 2010-2030

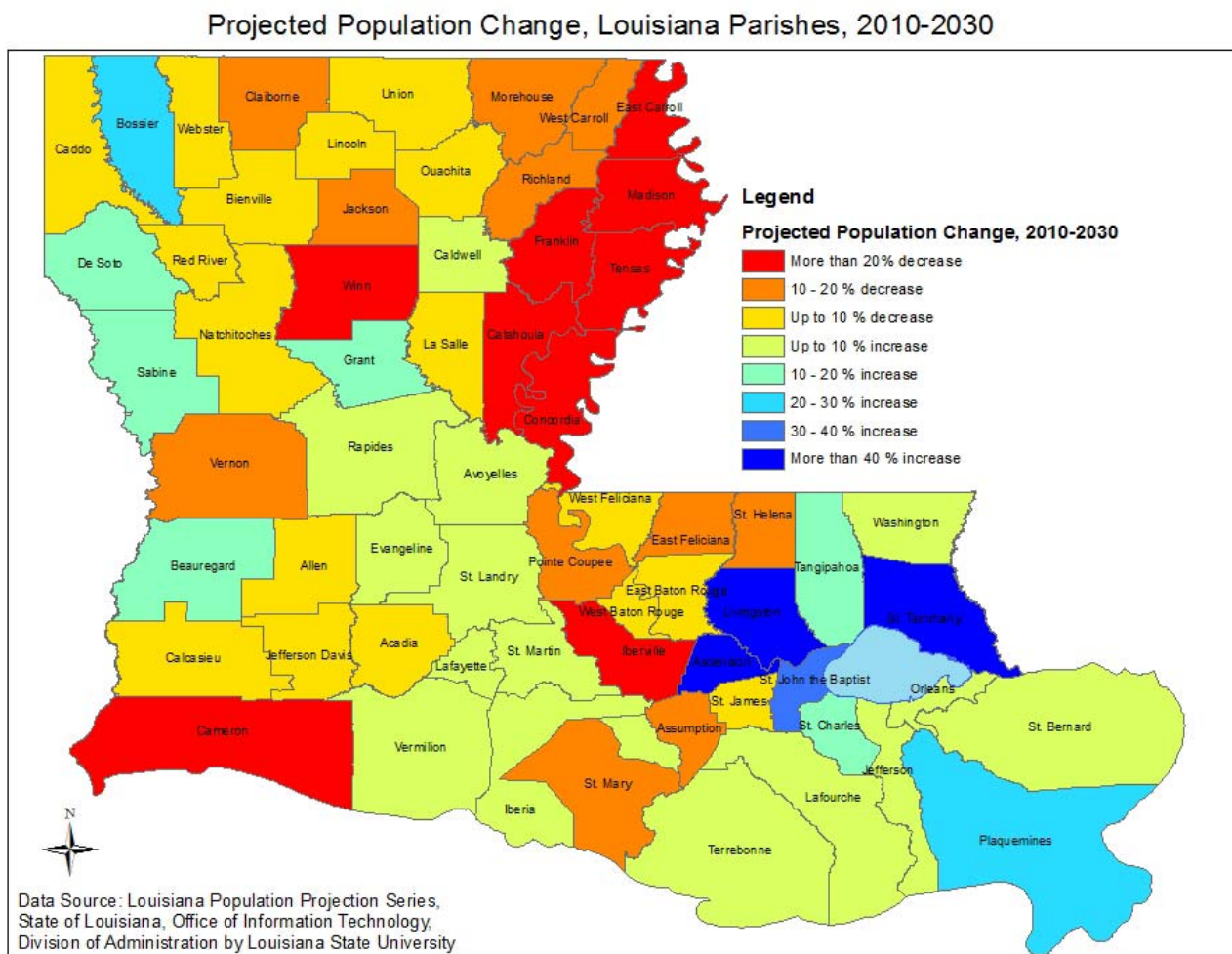
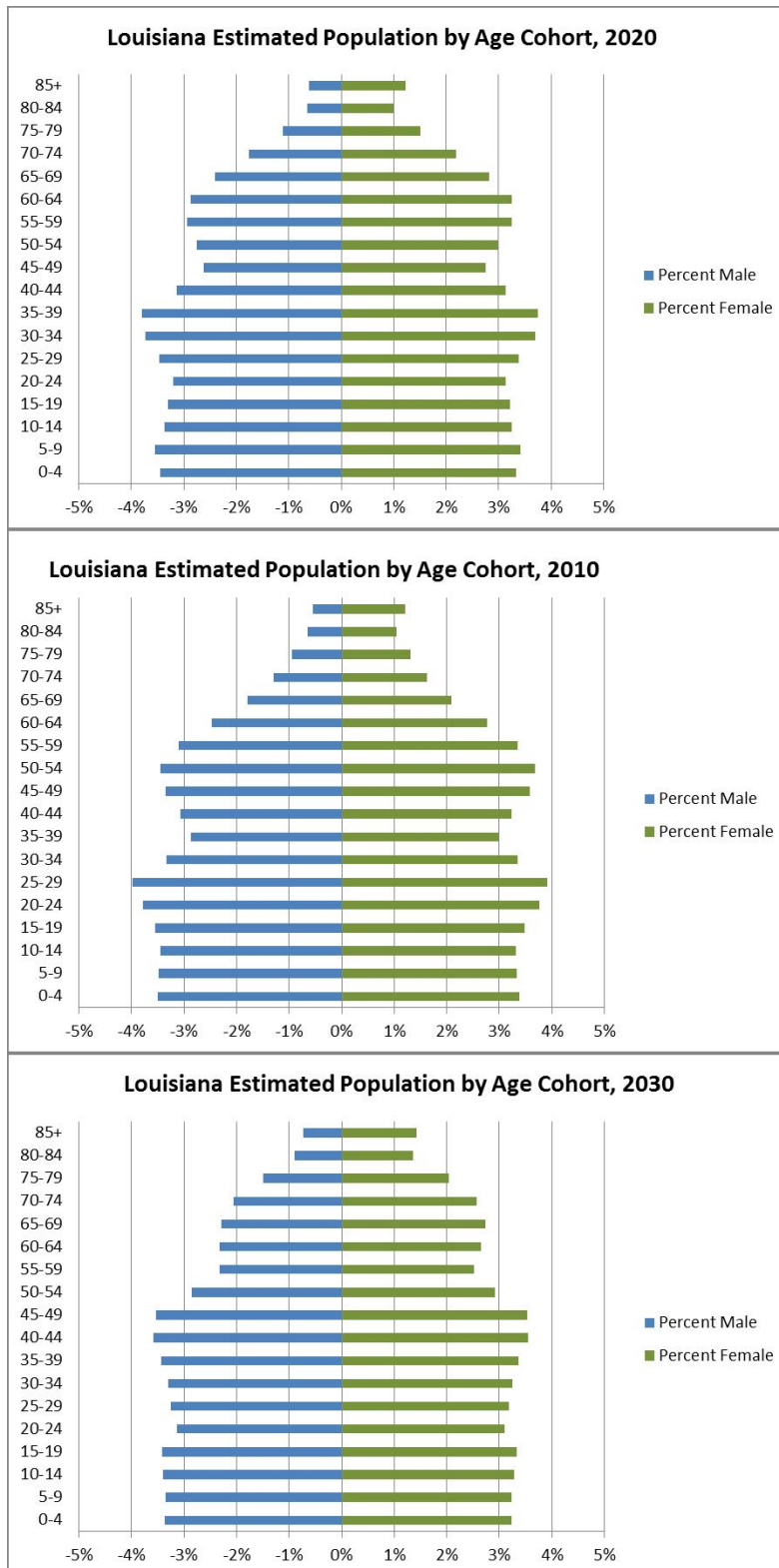
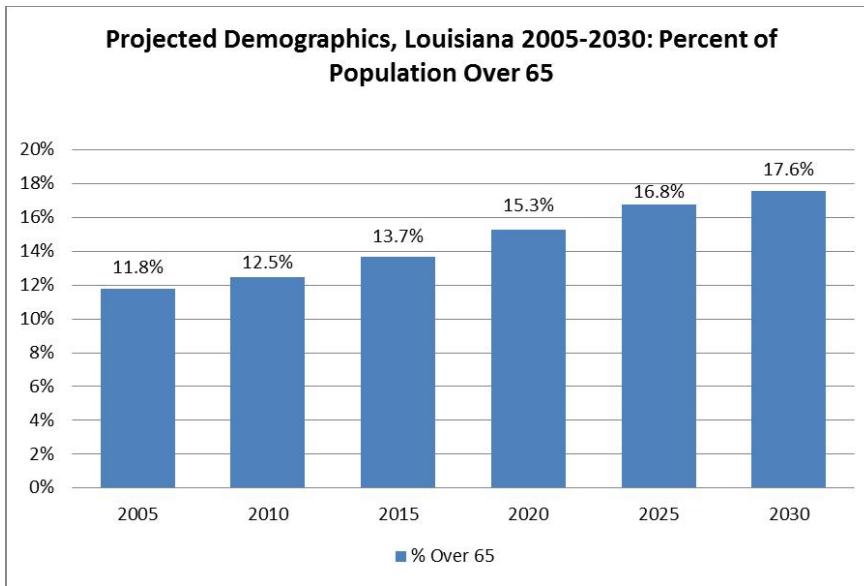


Figure 33: Louisiana Estimated Population by Age Cohort, 2010, 2020, 2030



Source: Louisiana Parish Population Projections Series, 2010-2030 State of Louisiana, Office of Information Technology, Division of Administration by Louisiana State University

Figure 34: Projected Demographics, Louisiana 2005-2030: Percent of Population over 65



Source: Louisiana Parish Population Projections Series, 2010-2030 State of Louisiana, Office of Information Technology, Division of Administration by Louisiana State University

Figure 35: Projected Growth in Proportion of Population over age 65, Louisiana Parishes, 2005-2030

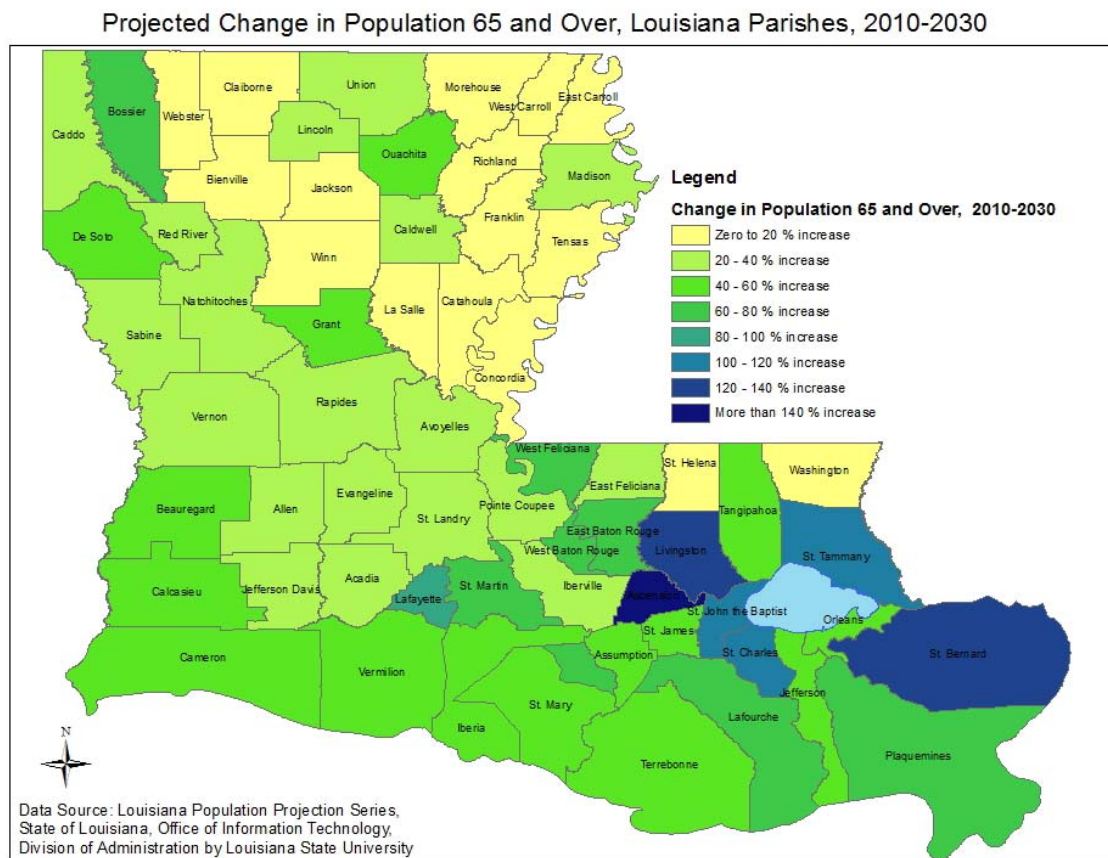
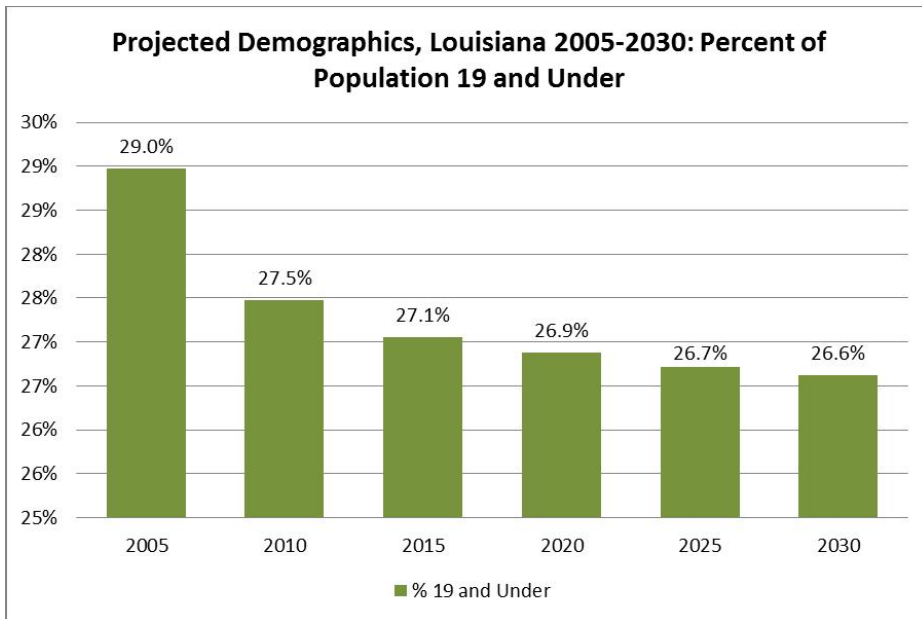


Figure 36: Projected Demographics, Louisiana 2005-2030: Percent of Population 19 & Under



Source: Louisiana Parish Population Projections Series, 2010-2030 State of Louisiana, Office of Information Technology, Division of Administration by Louisiana State University

Figure 37: Projected Change in Population 19 & Under, Louisiana Parishes 2010-2030

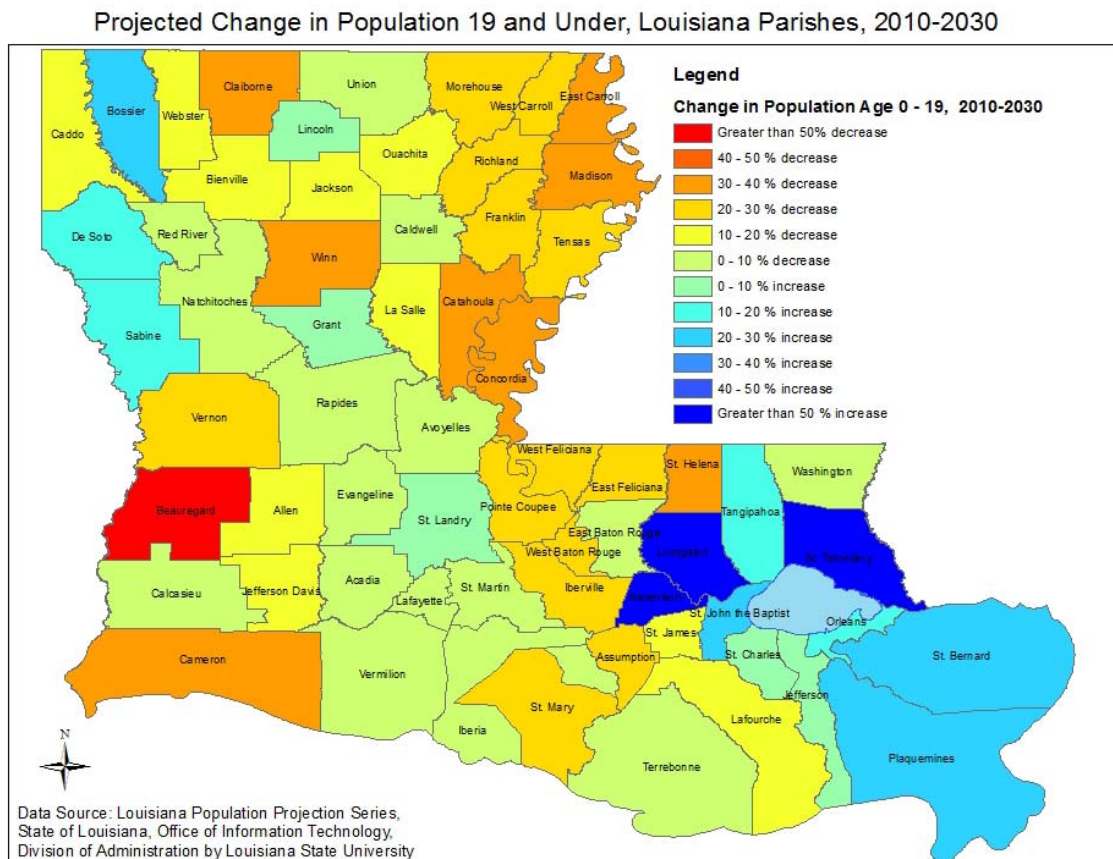
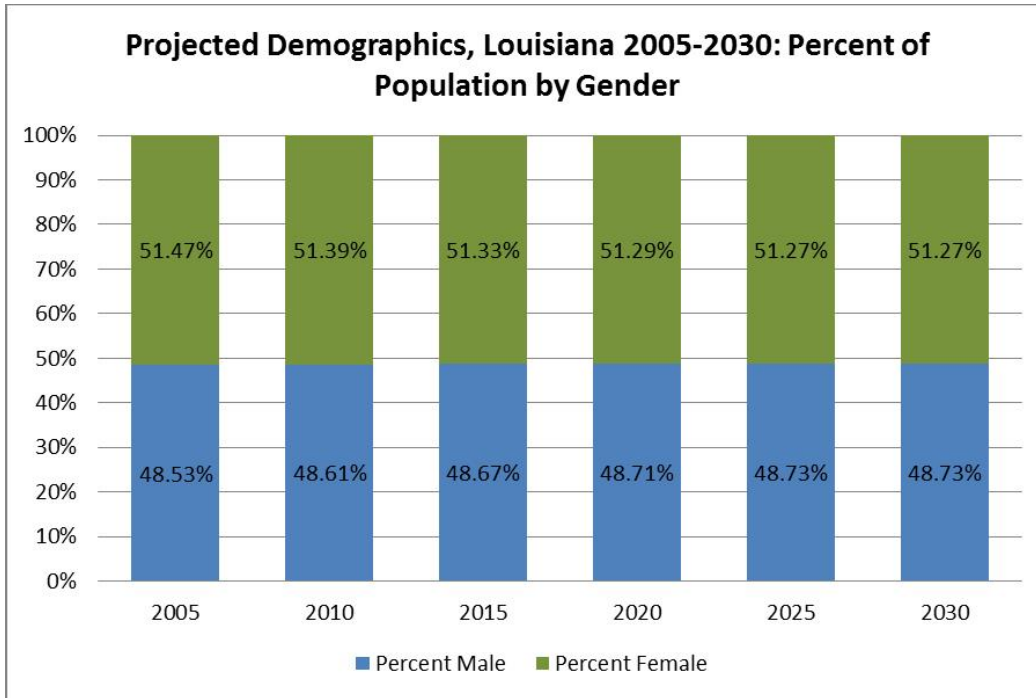
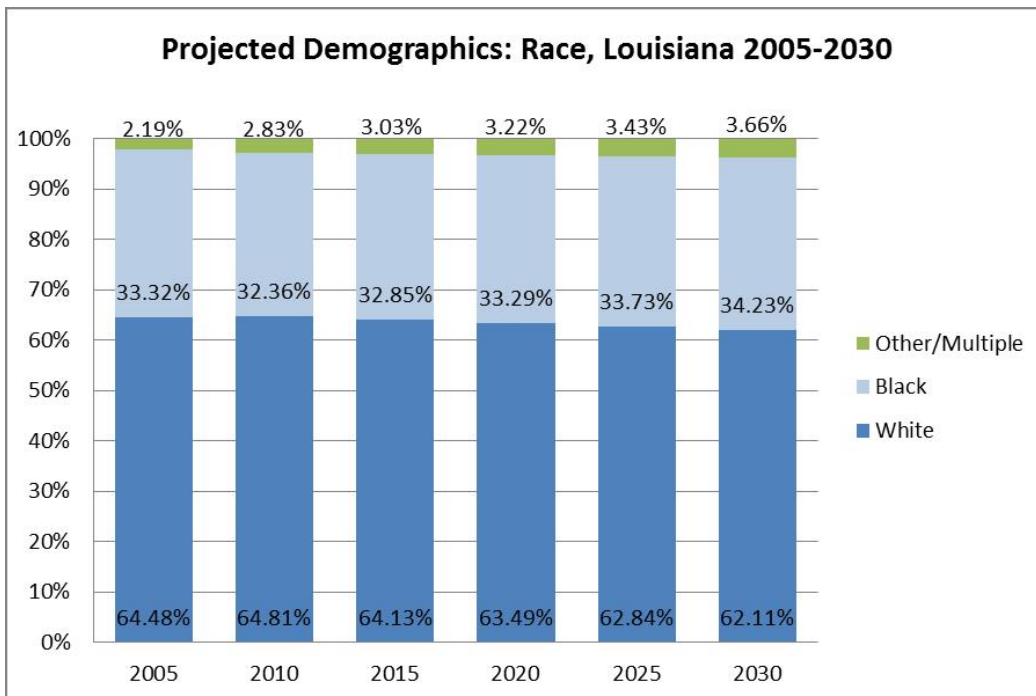


Figure 38: Projected Demographics, Louisiana 2005-2030: Percent of Population by Gender



Source: Louisiana Parish Population Projections Series, 2010-2030 State of Louisiana, Office of Information Technology, Division of Administration by Louisiana State University

Figure 39: Projected Demographics: Racial Composition, Louisiana 2005-2030



Source: Louisiana Parish Population Projections Series, 2010-2030 State of Louisiana, Office of Information Technology, Division of Administration by Louisiana State University

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(See Attached Excel Workbook)

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Development of Minimum State Requirements for
Local Growth Management Policies—Phase 1

Appendix D:

**Statewide Poll Results on Growth, Development,
and Transportation across Louisiana**

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LTRC Project 12-4SS



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Executive Summary

This summary report documents the findings of two online polls conducted in the fall of 2013 by the Merritt C. Becker, Jr. University of New Orleans Transportation Institute regarding transportation in Louisiana.

The first of these surveys, oriented toward a general statewide audience, reached respondents in 35 Louisiana Parishes. It confirmed, in line with national trends, that most Louisiana residents would prefer to see transportation funds invested in maintaining and repairing existing infrastructure, as well as in creating more opportunities for walking, biking, and transit use. Most poll respondents would prefer to have more transportation options and would prefer to have to travel less by car than they currently do.

Moreover, the poll indicates that there is considerable local support for planning and land use regulation: respondents support requiring local governments to develop transportation plans, regulating land use to manage growth and avoid congestion or other negative impacts, and holding developers responsible for the traffic or other infrastructure impacts resulting from their projects.

Importantly, the poll revealed that a majority of respondents would be willing to pay slightly more in taxes or fees than they do at present to support transportation projects benefiting all modes of transportation, from roadway expansion and repair to infrastructure for bicycling and walking.

The second survey, oriented principally toward local and regional government agency staff and others directly involved in the transportation planning process, confirmed previous research indicating that while most local and regional governments in Louisiana are engaged in planning activities, and specifically transportation planning, the majority do not have specific growth management policies in place. However, it also highlighted various efforts taking place in different parts of the state that relate to growth management, even if not explicitly identified as such, including access management, corridor preservation, and various comprehensive planning, zoning, and subdivision regulation tactics. The survey clearly revealed that the term “growth management” is interpreted differently by different agencies and individuals. Development of resources that better link specific policies or regulatory tools with their possible growth management benefits could improve stakeholders’ understanding of what options are available to them, and how existing policies and programs can help achieve local land use and transportation goals.

In addition, the findings of this survey suggest that opportunities exist to more effectively employ MPOs as the primary conduits of state-level policy to improve vertical and horizontal policy consistency, and that most local and regional governments are receptive to growth management concepts. However, impediments to potential policy implementation exist, including political and developer opposition. Survey responses indicate that state legislative action, increased education and outreach to local officials, and demonstrated public support are key to overcoming such impediments.

1.0 Introduction

From October to November 2013, the Merritt C. Becker Jr. Transportation Institute at the University of New Orleans conducted a public poll about transportation across Louisiana, as well as a poll targeted to stakeholders including planners, engineers, and other professionals with an interest in and knowledge of transportation issues. The second poll was directed principally to local and regional government agencies, though representatives of non-profit organizations, the private sector, and state agencies were permitted to participate as well. The goal of the public poll was to reach a broad base of Louisiana residents representative of the state, especially residents of metro areas that are concerned with transportation. The goal of the stakeholder survey was to gain detailed insight into both statewide issues and topics or concerns of particular priority to certain regions, as a supplement to the stakeholder focus group series.

2.0 Methodology

The polls were conducted using Qualtrics, an online survey platform. Qualtrics provides a “ballot box stuffing” feature that prevents people from completing the survey more than once per computer, which was employed in the final version of the surveys.

2.1 Public Poll

The public poll was marketed a variety of ways, including publicity through neighborhood organizations, local government and professional networks, and local television, radio, and print media. Several media outlets in the major markets, including Baton Rouge and New Orleans ran stories about the poll encouraging the public to go to the website to take the poll.

2.2 Stakeholder Survey

Questions for the stakeholder survey were developed based on the research completed in Tasks 1-3. Questions for the public poll were partially drawn from previous national survey research conducted by Transportation for America¹, in order to permit potential comparisons of the opinions of Louisianans relative to the nation as a whole. Remaining questions were derived from the literature review, in order to assess specific local priorities. Draft versions of each poll were tested for clarity and user-friendliness by at least ten individuals not affiliated with the project and revised in response to tester feedback. The stakeholder survey was distributed through direct email to a list (developed concurrently with the list of invitees for the stakeholder focus group series) of government agency staff and other potentially interested parties from all regions of the state.

3.0 Public Poll Results

This section describes the results of the public poll, oriented toward a general audience across the state.

¹ <http://t4america.org/maps-tools/polling/>

3.1 Who took the poll?

The poll captured responses from 557 individuals representing 35 parishes. As shown in Table 1 below, the results of the poll were weighted based on gender and racial composition of the state of Louisiana. Table 1 compares the poll's raw sample to the state's population. The table also reports the weighted sample, which is used as the basis for reporting of results in the next section. The poll's raw sample was over weighted with respect to males and whites. The weighted sample corrected for this over-representation and matched our sample for the same percentages of gender and race at the state level.

Once we weighted the data, Table 1 shows how the weighted sample compares to the state's population. The weighted sample over-represents the following categories, which are important to consider when interpreting the results:

- The weighted sample is more educated than the state population
- The weighted sample over-represents married persons (52%) that the state population (44%); however, the weighted sample underrepresents respondents with children under 18 at home (28%) compared to the state population (33%)
- The weighted sample over-represents homeowners (72%) compared to the state population (66%)
- The weighted sample over-represents Democrats (55%) compared to the state population (49%). However, it's important to note that our raw sample under-represented Democrats (44%) compared to the state population. This shift was an unintended result in weighing the data with respect to gender and race.
- The vast majority of our weighted sample was from Orleans (32%) or East Baton Rouge Parishes (39%) (for a total of 71%) as compared to 18% of the state's population that live in these two parishes. This was likely do to the media markets that ran stories encouraging people to fill out the survey in these locations. Because of this significant concentration of the sample, the findings of the poll should be interpreted with this potential bias in mind. However, it is important to note that people in these two metro areas are more likely to be concerned about transportation given that the level of traffic congestion is more severe in these regions as compared to others in the state.
- The weighted sample was wealthier than the state's population.
- The weighted sample was older than the state's population; however, we would not have expected many people under the age of 18 to complete this poll.

Table 1: Socio-Demographics of Poll Sample Compared to the State Population

	Public Poll Raw Sample	Louisiana 2012 ACS 1-year estimates	Public Poll Weighted Sample
Gender	Percent (%)	Percent (%)	Percent (%)
Male	56	49	49*
Female	41	51	51*
No answer	3		NA
Race			
Black	8	32	32*
White	81	63	63*
Asian	1	2	NA
Other/multiple	4	3	5
no answer	7		NA
Last Grade Completed			
Grade school	0	6	0
Some high school	0	11	0
High school graduate	3	34	3
Some college, no degree	12	22	12
Vocational training/2 year college	4	5	5
4 year college/bachelor's degree/some postgraduate work with no degree	39	14	37
Postgraduate degree	41	8	42
Decline to answer	0		
Marital Status			
Married	57	44	52
Single, never married	30	35	23
Separated	0	3	0
Widowed	2	7	2
Divorced	9	12	12
No answer	2		1
Children Under 18 at Home			
Yes	24	33	24
No	76	67	76
Rent or Own			
Rent	27	34	28
Own	73	66	72

	Public Poll Raw Sample	Louisiana 2012 ACS 1-year estimates	Public Poll Weighted Sample
Parish			
Orleans or East Baton Rouge	70	18	71
Everywhere else	30	82	19
Political			
Democrat	44	49**	55
Republican	28	27**	21
Independent/other	28	24**	25
Household Income			
Less than 10,000	2	10	3
10,000-50,000	20	45	24
50,000-75,000	16	16	18
75,000-100,000	14	11	13
100,000-150,000	19	11	15
More than 150,000	17	7	14
No answer	12		13
Age Group			
Under 18	0	24	0
18-24	4	9	4
25-34	24	14	23
35-44	19	12	21
45-54	16	14	17
55-59	12	7	11
60-64	12	6	12
65-74	7	8	13
75 or over	1	6	1
No answer	2		1

*The sample data were weighted to reflect the state population profile with respect to gender and race. For race, the data were categorized as Black, White, and Other. Cases with no answer were coded as "Other." Cases not reporting Gender were eliminated from the analysis due to weighting methodology issues.

** Data comes from Louisiana Secretary of State Statewide Report of Registered Voters, 7/1/2012

3.2 What did the respondents say?

This section reports the weighted poll results. Following the bulleted list of findings are the tables containing the data.

Overall, 72% of respondents feel “we need to improve public transportation, including trains or buses, and make it easier to walk and bike to help reduce traffic congestion” compared to 28% that feel “we need to build more roads and expand existing roadways to help reduce traffic congestion” (Table 2). Meanwhile, 86% agree that “my community would benefit from an expanded and improved public transportation system, such as rail and buses” (Table 4).

With regards to the respondents Top Priority for federal investment in transportation infrastructure:

- 17% of respondents’ top priority was expanding and improving roads, highways, freeways, and bridges (Table 5).
- 35% of respondents’ top priority was maintaining and repairing roads, highways, freeways, and bridges (Table 6).
- 47% of respondents indicated that the nation’s top priority was expanding and improving bus, rail, and other public transportation (Table 7).

When asked where should the State of Louisiana focus existing transportation funding, the respondents’ top priorities were as follows:

- 6% of respondents’ top priority was improving transportation safety (Table 7).
- 25% of respondents’ top priority was to maintain what we already have (Table 8).
- 26% of respondents’ top priority was transportation projects that would strengthen the economy and create or sustain jobs (Table 9).
- 10% of respondents’ top priority was to reduce commute times (Table 11).
- 9% of respondents’ top priority was providing essential public transportation services for elderly, disabled and low income citizens (Table 12).
- 24% of respondents’ top priority was to provide additional transportation choices, such as walking, biking and transit (Table 13).

A related question asked respondents about the **most important** goal for transportation and infrastructure projects right now for Louisiana (Table 14).

- 26% of respondents feel that the state should repair deteriorating bridges and roadways
- 23% of respondents want more transportation choices in the communities where they live
- 22% of respondents what to promote long-term economic growth, not just short-term economic growth

In addition, the following findings reflect respondents’ opinions about planning, regulation, and transportation choice:

- 94% of respondents agree that local governments should be required to develop transportation plans or comprehensive plans that address transportation (Table 15).
- 81% agree that local governments should regulate land uses to manage growth, so as to avoid overloading roadways and other infrastructure (Table 16).
- 81% agree that real estate developers should be required to mitigate any traffic congestion or pressure on infrastructure (Table 18).
- 64% agree that businesses and homes should be built in closer proximity to each other (Table 20).
- 86% agree that local governments should build streets and roadways that accommodate all potential users, including cars and trucks (Table 21).
- 74% agree that “I have no choice but to drive as much as I do” (Table 22).
- 76% of respondents would like to spend less time in their car (Table 23).
- 78% would like more transportation options to have the freedom to choose how to get where they need to go (Table 24).
- 69% would like to use public transportation more often but they feel that it’s not convenient or available from their home or work (Table 25).
- 69% would support paying a small increase in taxes or fees for funding to expand public transportation in their community (Table 27).
- 62% would support paying a small increase in taxes or fees to expand transportation facilities for pedestrian and bicyclists in their community (Table 28).
- 58% would support paying a small increase in taxes for fees to expand highways or repair roads in their community (Table 29).

3.3 Weighted Survey Result Tables

Table 2: Which of the following statements do you agree with more:	
We need to improve public transportation, including trains or buses, and make it easier to walk and bike to help reduce traffic congestion	72%
We need to build more roads and expand existing roadways to help reduce traffic congestion	28%
<i>Total</i>	<i>100%</i>

Table 3: Please state whether you agree or disagree with the following statement:-<u>The United States would benefit from an expanded and improved public transportation system, such as rail and buses</u>	
Agree	91%
Disagree	9%
<i>Total</i>	<i>100%</i>

Table 4: Please state whether you agree or disagree with the following statement: -<u>My community would benefit from an expanded and improved public transportation system, such as rail and buses</u>	
Agree	86%
Disagree	14%
<i>Total</i>	<i>100%</i>

Table 5: As the FEDERAL government makes its plans for transportation funding in the future, which of the following should be the top priority: <u>Expanding and improving roads, highways, freeways, and bridges</u>	
Top Priority	17%
Medium Priority	25%
Least Priority	58%
<i>Total</i>	<i>100%</i>

Table 6: As the FEDERAL government makes its plans for transportation funding in the future, which of the following should be the top priority: <u>Maintaining and repairing roads, highways, freeways, and bridges</u>	
Top Priority	36%
Medium Priority	52%
Least Priority	12%
<i>Total</i>	<i>100%</i>

Table 7: As the FEDERAL government makes its plans for transportation funding in the future, which of the following should be the top priority: <u>Expanding and improving bus, rail, and other public transportation</u>	
Top Priority	47%
Medium Priority	23%
Least Priority	29%
<i>Total</i>	<i>100%</i>

Table 8: On what do you believe the STATE should focus existing transportation funding? (Please rank in order of priority your preference for future federal transportation funding): <u>Maintaining what we already have</u>	
Top Priority	25%
2nd Priority	21%
3rd Priority	18%
4th Priority	12%
5th Priority	15%
Least Priority	9%
<i>Total</i>	<i>100%</i>

Table 9: On what do you believe the STATE should focus existing transportation funding? (Please rank in order of priority your preference for future federal transportation funding): Strengthening the economy and creating/sustaining jobs

Top Priority	26%
2nd Priority	13%
3rd Priority	15%
4th Priority	15%
5th Priority	17%
Least Priority	14%
<i>Total</i>	<i>100%</i>

Table 10: On what do you believe the STATE should focus existing transportation funding? (Please rank in order of priority your preference for future federal transportation funding): Improving transportation safety

Top Priority	6%
2nd Priority	12%
3rd Priority	22%
4th Priority	24%
5th Priority	24%
Least Priority	12%
<i>Total</i>	<i>100%</i>

Table 11: On what do you believe the STATE should focus existing transportation funding? (Please rank in order of priority your preference for future federal transportation funding): Reducing commute times

Top Priority	10%
2nd Priority	10%
3rd Priority	13%
4th Priority	13%
5th Priority	17%
Least Priority	37%
<i>Total</i>	<i>100%</i>

Table 12: On what do you believe the STATE should focus existing transportation funding? (Please rank in order of priority your preference for future federal transportation funding): Providing essential public transportation services for elderly, disabled, and low-income citizens

Top Priority	9%
2nd Priority	20%
3rd Priority	19%
4th Priority	22%
5th Priority	17%
Least Priority	13%
<i>Total</i>	<i>100%</i>

Table 13: On what do you believe the STATE should focus existing transportation funding? (Please rank in order of priority your preference for future federal transportation funding): Providing additional transportation choices such as walking, biking, and transit

Top Priority	24%
2nd Priority	24%
3rd Priority	13%
4th Priority	13%
5th Priority	10%
Least Priority	16%
<i>Total</i>	<i>100%</i>

Table 14: Of the following goals for transportation and infrastructure projects, please rank which one you consider to be the most important right now for Louisiana:

Promote long-term economic growth, not just short-term job creation	22%
Reduce our consumption of imported oil	3%
Create as many new jobs as possible, as soon as possible, on construction projects	3%
Repair deteriorating bridges and roadways	26%
Protect the environment and reduce the emission of greenhouse gases that lead to climate change	10%
Provide people with more transportation choices in the communities where they live	23%
Reduce traffic and congestion in the communities where we live	11%
Other (Please specify)	3%
<i>Total</i>	<i>100%</i>

Table 15: Please state whether you agree or disagree with the following statements regarding the role of local government in regulating growth and development: Local governments should be required to develop transportation plans, or comprehensive plans that address issues in that community

Agree	94%
Disagree	2%
Unsure	3%
<i>Total</i>	<i>100%</i>

Table 16: Please state whether you agree or disagree with the following statements regarding the role of government in regulating growth and development -Local governments should regulate land uses to manage growth, so as to avoid overloading roadways and other infrastructure

Agree	81%
Disagree	11%
Unsure	8%
<i>Total</i>	<i>100%</i>

Table 17: Please state whether you agree or disagree with the following statements regarding the role of local government in regulating growth and development -Local government should discourage residential (or other sensitive) development next to major highways

Agree	43%
Disagree	35%
Unsure	22%
<i>Total</i>	<i>100%</i>

Table 18: Please state whether you agree or disagree with the following statements regarding the role of government in regulating growth and development -Real estate developers should be required to mitigate any traffic congestion or pressure on infrastructure that area

Agree	81%
Disagree	8%
Unsure	11%
<i>Total</i>	<i>100%</i>

Table 19: Please state whether you agree or disagree with the following statements regarding the role of government in regulating growth and development -New home construction should be limited in outlying areas and encouraged in already developed areas

Agree	42%
Disagree	42%
Unsure	15%
<i>Total</i>	<i>100%</i>

Table 20: Please state whether you agree or disagree with the following statements regarding the role of government in regulating growth and development -Businesses and homes should be built in closer proximity to each other, so that stores and restaurants are within walking distance and do not require the use of an automobile

Agree	64%
Disagree	25%
Unsure	11%
<i>Total</i>	<i>100%</i>

Table 21: Please state whether you agree or disagree with the following statements regarding the role of government in regulating growth and development -Local governments should build streets and roadways that accommodate all potential users, including cars, trucks, bicycles, pedestrians, and transit

Agree	86%
Disagree	8%
Unsure	6%
<i>Total</i>	<i>100%</i>

Table 22: Please state whether you agree or disagree with each of the following statements about the transportation options available to you -I have no choice but to drive as much as I do	
Agree	74%
Disagree	23%
Unsure	3%
<i>Total</i>	<i>100%</i>

Table 23: Please state whether you agree or disagree with each of the following statements about the transportation options available to you -I would like to spend less time in my car	
Agree	76%
Disagree	17%
Unsure	8%
<i>Total</i>	<i>100%</i>

Table 24: Please state whether you agree or disagree with each of the following statements about the transportation options available to you -I would like more transportation options so I have the freedom to choose how to get where I need to go	
Agree	78%
Disagree	17%
Unsure	5%
<i>Total</i>	<i>100%</i>

Table 25: Please state whether you agree or disagree with each of the following statements about the transportation options available to you -I would like to use public transportation more often but it is not convenient or available from my home or work	
Agree	69%
Disagree	26%
Unsure	5%
<i>Total</i>	<i>100%</i>

Table 26: Please state whether you agree or disagree with each of the following statements about the transportation options available to you -I have a driver's license and access to a vehicle for most of my trips	
Agree	92%
Disagree	8%
Unsure	0%
<i>Total</i>	<i>100%</i>

Table 27: In general, would you support or oppose increasing funding to expand and improve public transportation in your community, if it required a small increase in taxes or fees?	
Support	69%
Oppose	25%
Unsure	6%
<i>Total</i>	<i>100%</i>

Table 28: In general, would you support or oppose increasing funding to expand and improve transportation facilities for pedestrians and bicycles in your community, if it required a small increase in taxes or fees?	
Support	62%
Oppose	30%
Unsure	8%
<i>Total</i>	<i>100%</i>

Table 29: In general, would you support or oppose increasing funding to expand highways or repair roads in your community, if it required a small increase in taxes or fees?	
Support	58%
Oppose	28%
Unsure	14%
<i>Total</i>	<i>100%</i>

3.4 Public Poll Conclusions

By a large margin, Louisianans would prefer investment in multimodal transportation, rather than expanding or building new roads as a means to reduce traffic congestion. Maintenance of existing infrastructure and a focus on transportation projects that will strengthen the state’s economy are also very important to Louisiana residents. These findings are in line with national trends and suggest that future investments should focus principally on repairing and retrofitting existing infrastructure to more efficiently accommodate communities’ needs, rather than building new roads and expanding rights-of-way, where possible.

Interestingly, the vast majority of respondents agree that local governments should be required to develop transportation plans, and that local land use regulation to manage growth is a good thing for communities. There is strong support for placing the burden of mitigating development impacts on developers, and for creating Complete Streets that accommodate all potential users. Relatedly, the majority of respondents would prefer to drive less and to have more options for transportation. They would also like to see homes and businesses located closer to one another, which would make it easier to get around by non-automobile modes.

Notably, the majority of respondents would also support a slight increase in taxes in order to fund roadway projects in their community. An even greater proportion of respondents support paying additional taxes to create opportunities for alternative modes of travel to the automobile, including walking, bicycling, and transit use. These survey findings support the idea that transportation is important to Louisianans, and that citizens are willing to consider new sources of revenue to ensure that the state’s transportation networks can effectively meet the needs of all users.

4.0 Stakeholder Survey Findings

These stakeholder surveys were completed by representatives of a variety of jurisdiction types (e.g., municipal government, parish government, regional government, and state agencies) representing various types of communities, including rural, small town, suburban, and urban. Questions focused on assessing general attitudes toward growth management practices, understanding the extent to which growth management practices are already in place, and determining the obstacles they might face. A total of 67 respondents responded to the survey.

Respondents indicating affiliation with “Parish Government” and “MPO/Regional Authority” accounted for the majority with 30% each. Respondents affiliated with “Municipal Government,” “State,” and “Other” accounted for 19%, 8%, and 12% respectively (Table 30).

Table 30: Type of jurisdiction represented		
	<i>%</i>	<i>Responses</i>
Municipal Government	19%	13
Parish Government	30%	20
MPO/Regional Authority	30%	20
State	9%	6
Other	12%	8
<i>Total</i>	100%	67

*Other includes private sector/consultants, non-profit organizations, chambers of commerce

In terms of land development patterns, the majority of respondents (33%) represented “Mostly Suburban.” The remaining categories, “Mostly Urban,” “Mostly Small Towns,” “Mostly Rural Areas,” and “Other/Mixed” each accounted for 15-20% of respondents (Table 31).

Table 31: Types of land development patterns present in respondent jurisdiction		
	<i>%</i>	<i>Responses</i>
Mostly urban	18%	12
Mostly suburban	33%	22
Mostly small towns	14%	9
Mostly rural areas	15%	10
Other/Mixed	20%	13
<i>Total</i>	100%	66

*Other includes a mix of Urban and Suburban, Suburban and Rural, Urban and Rural, all types, or unspecified

Geographically, respondents represented the following regions in descending order: Southeast Louisiana at 44%, Southwest Louisiana at 31%, Central Louisiana at 31%, and North Louisiana at 11% (Table 32). In terms of professional role, those involved in planning represented the majority of respondents at 67%. Engineers were 22%, and public administrators were 11% of respondents (Table 33).

Table 32: Region of the state represented		
	<i>%</i>	<i>Responses</i>
North Louisiana	11%	4
Central Louisiana	14%	5
Southwest Louisiana	31%	11
Southeast Louisiana	44%	16
<i>Total</i>	100%	36

Table 33: Respondent professional role		
	<i>%</i>	<i>Responses</i>
Planner	64%	23
Engineer	22%	8
Public administrator	11%	4
Other (Please specify)	3%	1
<i>Total</i>	100%	36

Other (Please Specify)

Staff in planning and research department

4.1 Presence of Growth Management Policies and Planning Documents

Among all respondents, 48% affirmed their agency has specific policies designed to manage and direct growth and development, with 37% responding their agency does not manage growth and 15% unsure (Table 34).

Among those responding affirmatively, the most cited examples for existing policy were “Master Plan/Comprehensive Plan,” “Zoning Ordinance,” “Subdivision Regulations,” and “Transportation Plan” (Table 35). While only 48% of respondents were aware of their agency having specific growth management policies, 78% affirmed to having a transportation plan or a comprehensive plan that addresses transportation (Table 36), and 67% affirmed to having access management and/or corridor preservation programs (Table 37).

Table 34: Presence of specific policies or a formal program designed to manage and direct growth and development		
	<i>%</i>	<i>Responses</i>
No	37%	25
Yes	48%	32
Not Sure	15%	10
<i>Total</i>	100%	67

Table 35: If present, description of policy and/or programs in place to manage or direct growth in your region:	
	<i>Mentions:</i>
Master Plan/Comprehensive Plan	11
Zoning Ordinance	9
Subdivision Regulations	3
Transportation plan	3
Access Management Policy	2
Development Review	2
Enhanced Setbacks	1
Smart Growth Program	1
Coastal Use Permits	1
Coastal Forest Conservation Initiative	1
Coastal Master Plan	1
Performance Land Use Ordinance	1
Growth Management Agreement	1
Traffic Impact Policy	1
Unified Development Code	1
Urban Growth Area	1
Large Lot Zoning	1

Table 36: Presence of a transportation plan, or a comprehensive plan that specifically addresses transportation issues		
	<i>%</i>	<i>Responses</i>
Yes	78%	43
No	20%	11
Unsure	2%	1
<i>Total</i>	100%	55

Table 37: Presence of policies and/or programs to encourage better access management and/or corridor preservation for future growth		
	<i>%</i>	<i>Responses</i>
Yes	67%	36
No	28%	15
Not Sure	6%	3
<i>Total</i>	100%	54

This survey found that representatives of municipal governments were most likely to report the presence of formal policies or programs that are intended to manage growth (62%), with parish-level governments just below at 60%. MPO representatives were least likely to report specific growth management policies (29%) (Table 38).

	Municipal Government	Parish Government	MPO	Other
NO	38%	20%	53%	41%
YES	62%	60%	29%	41%
Not Sure	0%	20%	18%	18%

4.2 Support for Growth Management Principles and Strategies

In assessing the potential goals for developing Minimum Requirements for Growth Management, all but one of the goals scored “Very Important” as the most frequent response. It is interesting to note that the three goals that garnered most support involved coordination of transportation planning with the state: “Better coordinate state transportation planning with local land use planning,” “Implement access management along state highways,” and “Implement corridor preservation along state highways” scored 79%, 72%, and 67% respectively. The only goal to not garner a majority of “Very Important” responses was “Preserve rural land in Louisiana,” with 53% of respondents ranking it as “Somewhat Important” (Table 39)

	Very Important	Somewhat Important	Not Important
Goal to better coordinate state transportation planning with local land use planning	79%	19%	2%
Goal to implement access management along state highways	72%	26%	2%
Goal to implement corridor preservation along state highways	67%	28%	5%
Goal to expand the movement of freight on modes other than trucks, including rail and maritime	60%	35%	5%
Goal to direct future growth to existing suburban and/or urban areas in Louisiana	58%	33%	9%
Goal to implement complete streets along state highways	53%	37%	9%
Goal to expand travel choice, including transit, more walking and bicycling in Louisiana	47%	40%	14%
Goal to preserve rural land in Louisiana	35%	53%	12%

Priorities also differ among community types, which is important to consider in the development of potential growth management policies. As a general trend, most growth management goals ranked the highest as priorities among urban communities, followed by suburban communities, and lastly among small town and rural communities. For respondents in urban areas, corridor preservation and improvements in how local land use and state transportation planning are coordinated were identified as very important by 100% of respondents. Access management, complete streets, and freight movement were also identified by most respondents as very important. In suburban communities, improved state transportation/local land use coordination was identified

as the top “very important” growth management goal (87%), followed by access management along state highways (73%) and directing new growth to existing urban or suburban areas (67%) (Table 40). For respondents primarily serving small towns, access management and corridor preservation were identified as key goals, while in mostly rural areas, directing growth to urban or suburban areas and supporting freight movement were identified as the most important.

Notably, preservation of rural land was not identified as a top priority for growth management in any community type, although rural stakeholders demonstrated the strongest preference for both rural land preservation and encouraging development in already-developed communities. As anticipated, implementation of the state’s complete streets policy and the expansion of travel mode choice were shown to be of greater importance to urban stakeholders.

In assessing potential programs related to growth management, eleven out of fifteen scored “Very Important” as the most frequent response, with the remaining four scoring highest in “Somewhat Important.” Among the most highly supported potential programs (scoring 60% or above in “Very Important”) were: “access management programs,” “local implementation grants,” “context-sensitive transportation planning,” “safe walking and bicycling routes,” and “preserving sensitive wetlands and rural areas.” Among potential projects with the least amount of support (scoring 20% or above in “Not Important”) were: “ridesharing programs,” “scenic byways programs” and “multimodal transportation districts” (Table 41).

While the previous questions indicate that there are strong levels of approval for potential goals and programs related to growth management, it is evident that among different agencies and jurisdictions, there are varying levels of support for implementing different growth management strategies as a current practice. Among the fourteen strategies, only four ranked with a majority responding “Strong Support,” including: “Encourage community and stakeholder cooperation,” “Make development decisions predictable, fair, and cost effective,” “Strengthen and direct development toward existing communities,” and “Require developers to mitigate traffic or infrastructure impacts resulting from new developments.” Three strategies had equal parts “Strong Support” and “Some Support” (“Create walkable neighborhoods,” “Build roadways that accommodate all potential users,” and “Create a range of housing opportunities and choices”) while the remaining eight scored highest under “Some Support.” Although no strategy had a majority of responses in “No Support,” the two ranking highest in this category were “Create a range of housing opportunities and choices” and “Take advantage of compact development design strategies” (Table 42).

Table 40: Importance of Growth Management Goals, by type of community						
		<i>Mostly Urban</i>	<i>Mostly Suburban</i>	<i>Mostly Small Towns</i>	<i>Mostly Rural Areas</i>	<i>Other/Mixed</i>
Corridor preservation along state highways	Very Important	100%	60%	75%	50%	56%
	Somewhat Important	0%	40%	25%	50%	22%
	Not Important	0%	0%	0%	0%	22%
	Total	100%	100%	100%	100%	100%
Access management along state highways	Very Important	86%	73%	88%	50%	56%
	Somewhat Important	14%	27%	13%	50%	33%
	Not Important	0%	0%	0%	0%	11%
	Total	100%	100%	100%	100%	100%
Implement complete streets along state highways	Very Important	86%	53%	50%	50%	33%
	Somewhat Important	14%	47%	38%	25%	44%
	Not Important	0%	0%	13%	25%	22%
	Total	100%	100%	100%	100%	100%
Preserve rural land in Louisiana	Very Important	43%	40%	25%	50%	22%
	Somewhat Important	57%	60%	38%	50%	56%
	Not Important	0%	0%	38%	0%	22%
	Total	100%	100%	100%	100%	100%
Direct future growth to existing suburban and/or urban areas in Louisiana	Very Important	71%	67%	38%	100%	33%
	Somewhat Important	29%	33%	38%	0%	44%
	Not Important	0%	0%	25%	0%	22%
	Total	100%	100%	100%	100%	100%
Expand travel choice, including transit, more walking and bicycling in Louisiana	Very Important	57%	47%	38%	25%	56%
	Somewhat Important	43%	53%	13%	50%	33%
	Not Important	0%	0%	50%	25%	11%
	Total	100%	100%	100%	100%	100%
Expand the movement of freight on modes other than trucks, including rail and maritime	Very Important	86%	53%	50%	75%	56%
	Somewhat Important	14%	47%	38%	25%	33%
	Not Important	0%	0%	13%	0%	11%
	Total	100%	100%	100%	100%	100%
Better coordinate state transportation planning with local land use planning	Very Important	100%	87%	50%	75%	78%
	Somewhat Important	0%	13%	50%	25%	11%
	Not Important	0%	0%	0%	0%	11%
	Total	100%	100%	100%	100%	100%

	Very Important	Somewhat Important	Not Important
Local implementation grants	72%	19%	9%
Access management programs	70%	28%	2%
Preserving sensitive wetlands and rural areas	70%	16%	14%
Context-sensitive transportation planning	65%	33%	2%
Safe walking and bicycling routes	60%	28%	12%
Technical assistance	58%	35%	7%
Public participation in the planning process	56%	33%	12%
Transit or pedestrian-friendly development	53%	37%	9%
Transportation enhancement programs	49%	44%	7%
Local planning grants	47%	44%	9%
Modified design standards	47%	44%	9%
Special transportation treatments in designated areas	44%	51%	5%
Multimodal transportation districts	36%	43%	21%
Scenic byways programs	17%	61%	22%
Ridesharing programs	5%	74%	21%

	Strong Support	Some Support	No Support
Require developers to mitigate traffic or infrastructure impacts resulting from new development	58%	33%	10%
Make development decisions predictable, fair, and cost effective	55%	38%	8%
Encourage community and stakeholder cooperation	53%	40%	8%
Strengthen and direct development toward existing communities	50%	43%	8%
Create walkable neighborhoods	44%	44%	13%
Build roadways that accommodate all potential users (cars, trucks, bicycles, pedestrians, transit)	43%	45%	13%
Provide a variety of transportation choices	40%	48%	13%
Regulate land use and roadway access to manage growth and avoid congestion	38%	50%	13%
Create a range of housing opportunities and choices	35%	35%	30%
Mix land uses	28%	60%	13%
Foster distinctive, attractive communities with a strong sense of place	28%	55%	18%
Preserve open space, farmland, and critical environmental areas	23%	63%	15%
Discourage residential or other sensitive development adjacent to major highways	23%	60%	18%
Take advantage of compact development design strategies	20%	55%	25%

4.3 Implementing Growth Management Programs and Policies

In terms of impediments to managing growth, “Lack of political support” was the only response to receive a majority percentage under “Major Impediment” with 59% of respondents. Also scoring high under “Major Impediment” were “Developer opposition” and “Inadequate alternative transportation facilities” with 44% and 42% respectively. Aside from the two questions requiring stakeholders to specify responses, all other impediments ranked highest under “Minor Impediment” (Table 43).

	Major Impediment	Minor Impediment	Not an Impediment
Lack of political support	59%	31%	10%
Developer opposition	44%	46%	10%
Inadequate alternative transportation facilities	42%	42%	16%
Lack of market demand	35%	48%	18%
Community opposition	35%	45%	20%
Lack of collaboration among government agencies	34%	45%	21%
Local zoning restrictions	21%	49%	31%
Lack of a comprehensive or transportation plan to guide policy	21%	45%	34%
Other	17%	8%	75%

Among the thirteen proposed scenarios to help jurisdictions or agencies better manage and guide future growth and development, ten had the majority of responses under the “Very Useful” category, with the following three scoring over 70%: “If the state enacted legislation that helped promote growth management” at 79%, “If local elected officials were better educated about growth management tools” at 77%, and “If there were greater demonstrated public support for managing future growth and development” at 77%. Three more scenarios scored above 60% under the “Very Useful” category, including: “If local governments encouraged developers to implement smart growth principles” at 69%, “If stricter regulations were imposed on developers to manage roadway access and require infrastructure impact mitigation” at 69%, and “If there were other types of developer incentives available, such as expedited approvals, Tax Increment Financing, etc” at 65% (Table 44).

In rating their agency’s attitude toward various planning tools that affect growth and development, two tools had a majority of responses under “Very Favorable,” including “access management programs” and “expedited development review.” “Corridor preservation programs” scored equally under “Very Favorable” and “Somewhat Favorable,” while the remaining twenty had the majority of responses under “Somewhat Favorable.” Although none had a majority of unfavorable responses, the three tools with the highest combined responses of “Unfavorable” and “Very Unfavorable” were “urban growth boundaries,” “road transfers” and “Transit-Oriented Development districts or incentives.” Among those not familiar with specific tools, 30% were not familiar with “Transfer of Development Rights Programs,” while 23% were not familiar with “road transfers” (Table 45).

Table 44: Scenarios that would allow respondents' jurisdiction or agency to better manage and guide future growth and development			
	Very Useful	Somewhat Useful	Not Useful
If the state enacted legislation that helped promote growth management	79%	21%	0%
If local elected officials were better educated about growth management tools	77%	17%	6%
If there were greater demonstrated public support for managing future growth and development	77%	20%	3%
If local governments encouraged developers to implement smart growth principles	69%	29%	3%
If stricter regulations were imposed on developers to manage roadway access and require infrastructure impact mitigation	69%	29%	3%
If there were other types of developer incentives available, such as expedited approvals, Tax Increment Financing, etc (Please Specify)	65%	26%	10%
If local governments joined in more regional land use and transportation planning	54%	37%	9%
If a greater share of transportation funding was used for biking, walking, and transit infrastructure	54%	26%	20%
If developers were better educated about growth management	46%	49%	6%
If there were density incentives for developers	46%	43%	11%
If planning and zoning professionals were better educated about growth management tools	43%	46%	11%
If a local transportation or comprehensive plan was adopted	43%	51%	6%
Other	18%	18%	64%

Table 45: Agency or organization's attitude toward planning tools for encouraging and guiding growth and development

	Very Favorable	Somewhat Favorable	Unfavorable	Very Unfavorable	Not Familiar with Tool
Access management programs	50%	47%	0%	0%	3%
Expedited development review	45%	41%	3%	3%	7%
Corridor preservation programs	45%	45%	6%	0%	3%
Complete Streets policies	42%	52%	6%	0%	0%
Other (Please specify)	40%	0%	20%	0%	40%
Infrastructure concurrency requirements	37%	57%	3%	0%	3%
Overlay districts	35%	52%	3%	0%	10%
Development impact fees	33%	40%	20%	3%	3%
Smart growth design guidelines	30%	61%	6%	0%	3%
Maximum parking ratios	29%	43%	18%	4%	7%
Cluster development zoning	27%	47%	13%	0%	13%
Minimum building densities	23%	50%	19%	4%	4%
Urban growth boundaries/urban growth areas	23%	40%	20%	13%	3%
Preservation Easements	21%	52%	17%	0%	10%
Conservation Easements	20%	53%	13%	0%	13%
Density bonuses	18%	50%	14%	0%	18%
Land banking	17%	63%	3%	3%	13%
Road Transfers	16%	32%	23%	6%	23%
Transit-Oriented Development districts or incentives	14%	52%	24%	3%	7%
Rural land preservation programs	7%	59%	17%	0%	17%
Transfer of Development Rights Programs (TDR)	3%	50%	17%	0%	30%

The survey also asked stakeholders to indicate their levels of agreement with different statements pertaining to growth management principles and practices. Of those garnering the highest levels of agreement (60% or more under “Strongly Agree”) were the following (Table 46):

- There needs to be greater cooperation between state and local government in planning transportation infrastructure and use (71%)
- Local governments should regulate land uses to manage growth, so as to avoid overloading roadways and other infrastructure (71%)
- Real estate developers should be required to mitigate any traffic congestion or pressure on infrastructure that results from new development in an area (69%)
- There needs to be greater cooperation among adjacent local governments in planning transportation infrastructure and land use (66%)
- Local governments should be required to develop transportation plans, or comprehensive plans that address transportation issues (66%)
- The state should create policies that support smart growth ideas (63%)

Among those with the strongest levels of disagreement were the following statements (total percent Disagree and Strongly Disagree):

- Local government has no input into regional transportation decisions (63%)
- Local government should restrict development adjacent to major roadways (46%)
- We have specific policies in place to build Complete Streets (50%)

Table 46: Respondent level of agreement or disagreement with the following statements:				
	Strongly Agree	Somewhat Agree	Disagree	Strongly Disagree
There needs to be greater cooperation between state and local government in planning transportation infrastructure and land use	71%	17%	11%	0%
Local governments should regulate land uses to manage growth, so as to avoid overloading roadways and other infrastructure	71%	29%	0%	0%
Real estate developers should be required to mitigate any traffic congestion or pressure on infrastructure that results from new development in an area	69%	29%	3%	0%
There needs to be greater cooperation among adjacent local governments in planning transportation infrastructure and land use	66%	26%	6%	3%
Local governments should be required to develop transportation plans, or comprehensive plans that address transportation issues	66%	29%	6%	0%
The state should create policies that support smart growth ideas	63%	37%	0%	0%
Alternative modes of transportation should be supported and facilitated in this parish or municipality	56%	32%	12%	0%
The state should provide technical support to local government for growth management	51%	34%	11%	3%
There is a need for more medium and high density housing in this parish or municipality	43%	31%	17%	9%
Alternative modes of transportation should be supported and facilitated in this region	43%	46%	11%	0%
Public-private partnerships are an effective vehicle for fostering growth and development	43%	43%	11%	3%
Local government is more amenable to higher density development if the project has a superior design	41%	35%	21%	3%
There is a need for more medium and high density housing in this region	29%	43%	20%	9%
A jobs - housing balance, i.e. an approximately equal number of jobs and employed residents, should be encouraged	29%	59%	9%	3%
We have specific policies in place to build Complete Streets	26%	24%	29%	21%
Local government should restrict development adjacent to major roadways	23%	31%	40%	6%
Local government has no input into regional transportation decisions	9%	29%	46%	17%

4.4 Local and Regional Response to USDOT's Five Strategic Goals

In addition, survey respondents were asked to provide open-ended responses to several questions addressing how agencies are responding to the USDOT's five strategic goals (Safety, State of Good Repair, Economic Communities, Livable Communities, and Environmental Sustainability). Responses for what transportation policies, practices, or programs are currently being implemented to address each goal are below (with responses noted by more than one survey respondent at the top).

Safety

- Complete Streets
- Access Management
- Public Information Programs
- Safety Coalition/Committee
- State/Regional/Local Traffic Safety Plan
- Roundabouts
- Crash data analysis
- Road Safety Assessments
- Specifically identified in Transportation Plan
- Bicycle/Pedestrian Safety Program
- Safety program implemented or in development
- Safe Routes to School
- Drunk Driving programs
- Red Light Red Speed Program
- Pedestrian Safety Action Plan
- ADA retrofits
- DOTD Development Review
- Safe Roads Program
- Culvert Safety End Treatment Policy
- Seat Belt Programs
- Red light Camera program
- Traffic Calming Initiatives (discussed but not implemented)
- Alignment with federal/state policies
- J-Turn Projects

State of Good Repair

- Maintenance and Preservation program
- Asset Management Planning
- Most TIP projects are maintenance-related
- Overlay program
- Maintenance revenue must be identified prior to construction

- Re-striping program in TIP
- Private grant program for crosswalks
- Pavement evaluations for proactive road overlays
- Agreements with state for maintenance and repair
- Bridge Replacements
- Alignment with federal/state policies

Economic Competitiveness

- Specifically identified in Transportation Plan
- Economic Development Program
- New Orleans Regional Innovation Alliance
- Congestion mitigation programs
- Highway construction
- Transit Expansion
- Identified in Master Plan
- Economic Development Districts
- Require DOTD street standards for all new streets
- Funding for road construction or upgrades for large-scale economic development projects
- Alignment with federal/state policies
- Funding for intermodal projects
- Part of project evaluation process

Livable Communities

- Bike, Ped, and/or Transit Plans
- Complete Streets policy
- Identified in Master Plan
- New bicycle and pedestrian infrastructure
- Transportation Demand Management program
- Sidewalk requirements
- Recreational Trails Program
- Part of project evaluation process
- ADA compliance programs
- Traditional neighborhood regulations
- HUD sustainable communities grant/pilot program
- Alignment with federal/state policies
- Paul Maillard Road Revitalization Plan
- Access Management

Environmental Sustainability

- Bike/ped infrastructure development
- Water management in project design
- Identified in Master Plan
- Roundabout program reduces idling
- Travel Demand Management Program
- zoning districts for environmentally sensitive areas
- Complete Streets policy
- Part of project evaluation process
- wetlands/DEQ Permits for subdivision development
- Use of Bio-diesel for transit
- Alignment with federal/state policies
- Transportation enhancements program

4.5 Stakeholder Survey Conclusions

The stakeholder survey confirmed that while most local and regional governments in Louisiana are engaged in planning activities, specifically transportation planning, the majority do not have specific growth management policies in place. However, many communities are actively working on access management or corridor preservation, even if it is not reported as being intended to manage growth. Most of the agencies that report growth management activity state that it is done through comprehensive planning, zoning, and subdivision regulations.

Many respondents suggested additional policies and programs that they believe constitute a “growth management” approach, reflecting that the term is often interpreted differently by different agencies and individuals. In terms of attitudes towards growth management practices, these results have important implications for this study. Comprehensive plans, transportation plans, access management, and corridor preservation are all integral components to effective growth management. The majority of respondents represented agencies that are already practicing said components, yet many of them were unaware that such practices relate directly to growth management. Development of resources that better link specific policies or regulatory tools with their possible growth management benefits could improve stakeholders’ understanding of what options are available to them, and how existing policies and programs can help achieve local land use and transportation goals.

Meanwhile, key growth management concepts including improved coordination between transportation and local land use planning, corridor preservation, access management, and complete streets were identified as very important goals across the state. Other priorities differed by community type, highlighting the divergent needs of urban, suburban, and rural communities.

The survey also indicates that MPOs—identified in the literature as a key locus of policy dissemination and leadership—have not explicitly embraced growth management techniques or integrated them into planning and funding processes. In fact, among all levels of government surveyed, MPO representatives were least likely to

report specific growth management policies, indicating a potential opportunity to focus on MPOs as the locus of dissemination for existing or future state policies. This strategy could be effective in creating both vertical and horizontal policy consistency.

Programs identified as very important by a majority of respondents include access management programs, local implementation grants, context sensitive transportation planning, walking and bicycling programs, and preservation of wetland and rural areas. These indicate areas where local and regional governments have identified a clear need and would be receptive to related policy efforts. Importantly, the survey also indicated support for planning mandates to require local governments to develop transportation plans.

Despite staff appreciation of various growth management goals and potential programs, respondents indicated that agency or jurisdictional support for many of the strategies commonly used to achieve these goals is lacking. A lack of political support and, relatedly, developer opposition, were cited as the key impediments to advancing Growth Management policy. The solutions most commonly identified to overcome such impediments included state legislative action, education and outreach to local officials, and demonstrated public support. This suggests that while a state leadership role may be necessary to compel local governments to coordinate growth and transportation planning – including outreach efforts to educate local jurisdictions to the benefits of Growth Management tools – there is also a clear need for grassroots action and advocacy to demonstrate citizens support for the goals and strategies identified in this survey.

Appendices

Appendix 1: Public Poll Questions

Introduction

The Merritt C. Becker, Jr. University of New Orleans Transportation Institute is conducting a survey funded by the US Department of Transportation and the Louisiana Department of Transportation and Development (DOTD) on travel, transportation infrastructure, and real estate growth. Your answers will help guide our recommendations to DOTD for how to better coordinate land use and transportation planning, and how to best meet the needs of all Louisianans. You should be able to complete this survey in about 5 minutes.

1. Which of the following statements do you agree with more:

- We need to improve public transportation, including trains or buses, and make it easier to walk and bike to help reduce traffic congestion
- We need to build more roads and expand existing roadways to help reduce traffic congestion

2. Please state whether you agree or disagree with the following statements: (Agree, Disagree)

- The United States would benefit from an expanded and improved public transportation system, such as rail and buses
- My community would benefit from an expanded and improved public transportation system, such as rail and buses

3. As the FEDERAL government makes its plans for transportation funding in the future, which of the following should be the top priority?(Please rank in order of priority your preference for future federal transportation funding, where 1=Top Priority and 3=Least priority)

- Expanding and improving roads, highways, freeways, and bridges
- Maintaining and repairing roads, highways, freeways, and bridges
- Expanding and improving bus, rail, and other public transportation

4. On what do you believe the STATE should focus existing transportation funding? (Please rank in order of priority your preference for future federal transportation funding, where 1=Top Priority and 6=Least priority)

- Providing additional transportation choices such as walking, biking, and transit
- Providing essential public transportation services for elderly, disabled, and low-income citizens
- Improving transportation safety
- Maintaining what we already have
- Strengthening the economy and creating/sustaining jobs
- Reducing commute times

5. Of the following goals for transportation and infrastructure projects, please rank which one you consider to be the most important right now for Louisiana:

- Reduce traffic and congestion in the communities where we live
- Provide people with more transportation choices in the communities where they live
- Create as many new jobs as possible, as soon as possible, on construction projects
- Other (Please specify)
- Repair deteriorating bridges and roadways
- Protect the environment and reduce the emission of greenhouse gases that lead to climate change
- Reduce our consumption of imported oil
- Promote long-term economic growth, not just short-term job creation

6. Please state whether you agree or disagree with the following statements regarding the role of local government in regulating growth and development: (Agree, Disagree, Unsure)

- Local governments should be required to develop transportation plans, or comprehensive plans that address transportation issues in that community
- Local governments should regulate land uses to manage growth, so as to avoid overloading roadways and other infrastructure
- Local government should discourage residential (or other sensitive) development next to major highways
- Local governments should build streets and roadways that accommodate all potential users, including cars, trucks, bicycles, pedestrians, and transit
- Real estate developers should be required to mitigate any traffic congestion or pressure on infrastructure that results from new development in an area
- New home construction should be limited in outlying areas and encouraged in already developed areas
- Businesses and homes should be built in closer proximity to each other, so that stores and restaurants are within walking distance and do not require the use of an automobile

7. Please state whether you agree or disagree with each of the following statements about the transportation options available to you: (Agree, Disagree, Unsure)

- I have no choice but to drive as much as I do
- I would like to spend less time in my car
- I have a driver's license and access to a vehicle for most of my trips
- I would like more transportation options so I have the freedom to choose how to get where I need to go
- I would like to use public transportation more often but it is not convenient or available from my home or work

8. In general, would you support or oppose increasing funding to expand and improve public transportation in your community, if it required a small increase in taxes or fees?

- Support
- Oppose
- Unsure

9. In general, would you support or oppose increasing funding to expand and improve transportation facilities for pedestrians and bicycles in your community, if it required a small increase in taxes or fees?

- Support
- Oppose
- Unsure

10. In general, would you support or oppose increasing funding to expand highways or repair roads in your community, if it required a small increase in taxes or fees?

- Support
- Oppose
- Unsure

11. For statistical purposes ONLY, and to ensure that we have a representative sample of Louisiana's population, please provide the following demographic information:

Which Parish do you live in?

What is the last grade you completed in school?

- Grade School
- Some high school
- High school graduate
- Some college, no degree
- Vocational training/2-year college
- 4 year college / bachelor's degree
- Some postgraduate work, no degree
- 2 or 3 years postgraduate work / master's degree
- Doctoral or Law degree
- Decline to Answer

What is your marital status?

- Married
- Unmarried and living with a partner
- Single and never married
- Separated
- Widowed

- Divorced
- Other
- Decline to Answer

Are you the parent or guardian of any children age 18 or under who live at home with you?

- Yes
- No

Would you describe the area that you live in as an urban area, suburban area, small town, or rural area?

- Urban area
- Suburban area
- Small Town
- Rural area

Do you rent or own your current residence?

- Rent
- Own

Please describe your current employment status:

- Employed full time, not seeking change in employment in next 6 months
- Employed full time, seeking change in employment in next 6 months
- Employed part time or multiple jobs, not seeking change in employment in next 6 months
- Employed part time or multiple jobs, seeking change in employment in next 6 months
- Student, not seeking employment in next 6 months
- Student, seeking employment in next 6 months
- Not employed - caretaker of family members, not seeking employment in next 6 months
- Not employed - caretaker of family members, seeking employment in next 6 months
- Not employed - seeking employment in next 6 months
- Not employed - not seeking employment in next 6 months

Please describe the employment sector you work in:

- Professional and/or creative industry
- Retail and/or nonprofessional service industry
- Manufacturing or construction
- Agriculture or Natural Resources
- Student
- Not employed
- Other

Generally speaking, do you think of yourself as a Democrat, a Republican, an Independent, or something else?

- Democrat
- Strongly Democrat
- Republican
- Strongly Republican
- Independent
- Independent, leaning Democrat
- Independent, leaning Republican
- Other

If you added together the yearly income of all the members of your family who were living at home last year, would the total be...

- Less than \$10,000
- Between \$10,000 and \$20,000
- Between \$20,000 and \$30,000
- Between \$30,000 and \$40,000
- Between \$40,000 and \$50,000
- Between \$50,000 and \$75,000
- Between \$75,000 and \$100,000
- Between \$100,000 and \$150,000
- More than \$150,000
- Decline to Answer

What is your age group?

- 18-24
- 25-29
- 30-34
- 35-39
- 40-44
- 45-49
- 50-54
- 55-59
- 60-64
- 65-69
- 70-74
- 75 or over
- Decline to answer

What is your gender?

- Male
- Female
- Decline to answer

How do you identify your race?

- Black
- White
- Asian
- Other
- Decline to Answer

Appendix 2: Stakeholder Survey Questions

Introduction

The Merritt C. Becker, Jr. University of New Orleans Transportation Institute is conducting research on local growth management and transportation policy in Louisiana funded by the US Department of Transportation (USDOT) and the Louisiana Department of Transportation and Development (DOTD). This survey should take you about 10 minutes to complete.

As part of this research, we are attempting to gain an understanding of how local and regional governments (e.g., metropolitan planning organizations) across the state address issues related to managing growth and providing transportation infrastructure in their jurisdictions, and how state policy efforts can better support local growth management efforts and promote the development of communities that:

- have a unique sense of community and place;
- manage the growth of communities with balancing short and long term needs of transportation infrastructure;
- expand the range of transportation, employment, and housing choices in a fiscally responsible manner;
- develop long-term solutions that work across local communities and regions.

Your input in this research effort is crucial to gaining a holistic understanding of the challenges and opportunities Louisiana faces in guiding the state toward a more prosperous, resilient, and equitable future. We greatly appreciate the valuable time you take to participate in this survey, and thank you for your contribution.

1. What type of jurisdiction do you represent?

- Municipal Government
- Parish Government
- MPO
- Other (Please Specify)

2. Please check the types of land development patterns present in your jurisdiction:

- Mostly urban
- Mostly suburban
- Mostly small towns
- Mostly rural areas
- Other, please describe:

3. Does your agency have specific policies or a formal program designed to manage and direct growth and development?

- NO
- YES
- Not Sure

4. Please describe the policy and/or programs in place to manage or direct growth in your region:

(If this includes a comprehensive plan or your zoning ordinance, please describe which specific elements of the document(s) relate to growth management and/or transportation)

5. Does your agency encourage growth management or smart growth development principles in other ways? If so, please describe.

6. Does your jurisdiction have a transportation plan, or a comprehensive plan that specifically addresses transportation issues?

- Yes
- No
- Unsure

7. Does your agency have any policies and/or programs to encourage better access management and/or corridor preservation for future growth?

- Yes
- No
- Not Sure

8. Please describe the policy and/or programs in place to improve access management and/or preserve corridors for future growth:

9. The State of Louisiana is considering a policy for developing Minimum Requirements for Growth Management. Please let us know the importance of potential GOALS of this policy. (Very Important, Somewhat Important, Not Important)

- Goal to better coordinate state transportation planning with local land use planning
- Goal to implement corridor preservation along state highways
- Goal to implement access management along state highways
- Goal to implement complete streets along state highways
- Goal to preserve rural land in Louisiana
- Goal to direct future growth to existing suburban and/or urban areas in Louisiana
- Goal to expand travel choice, including transit, more walking and bicycling in Louisiana
- Goal to expand the movement of freight on modes other than trucks, including rail and maritime

10. The State of Louisiana is interested in developing Minimum Requirements for Growth Management. Please let us know the importance of potential programs that would be related to growth management. (Very Important, Somewhat Important, Not Important)

- Transportation enhancement programs
- Access management programs
- Ridesharing programs
- Scenic byways programs
- Local planning grants
- Local implementation grants
- Technical assistance
- Modified design standards
- Special transportation treatments in designated areas
- Public participation in the planning process
- Context-sensitive transportation planning
- Transit or pedestrian-friendly development
- Safe walking and bicycling routes
- Preserving sensitive wetlands and rural areas
- Multimodal transportation districts

11. Please rate the level of support for each of the following growth management strategies within your jurisdiction or agency: (Strong support, Some support, No support)

- Regulate land use and roadway access to manage growth and avoid congestion
- Discourage residential or other sensitive development adjacent to major highways
- Require developers to mitigate traffic or infrastructure impacts resulting from new development

- Create walkable neighborhoods
- Build roadways that accommodate all potential users (cars, trucks, bicycles, pedestrians, transit)
- Preserve open space, farmland, and critical environmental areas
- Mix land uses
- Create a range of housing opportunities and choices
- Encourage community and stakeholder cooperation
- Foster distinctive, attractive communities with a strong sense of place
- Make development decisions predictable, fair, and cost effective
- Provide a variety of transportation choices
- Strengthen and direct development toward existing communities
- Take advantage of compact development design strategies

12. To what degree is each of the following an IMPEDIMENT to managing growth in your jurisdiction or agency? (Major impediment, Minor impediment, Not an impediment)

- Lack of market demand
- Community opposition
- Local zoning restrictions
- Developer opposition
- Lack of political support
- Lack of a comprehensive or transportation plan to guide policy
- Inadequate alternative transportation facilities
- Lack of local capacity or expertise
- Lack of collaboration among government agencies
- Legal issues (please specify)
- Other

13. The US Department of Transportation has identified five key strategic goals in the "DOT Strategic Plan 2012-2016:" Safety, State of Good Repair, Economic Competitiveness, Livable Communities, and Environmental Sustainability. These goals represent the federal government's top transportation priorities, and will be key criteria in federal transportation funding distribution decisions in the coming years. Please tell us how your agency or organization is addressing these priorities with respect to transportation in your jurisdiction.

13.1 Do any transportation policies, practices, or programs currently being implemented in your jurisdiction address the goal of improving Safety? If so, describe some specific policies that do so.

13.2 Do any transportation policies, practices, or programs currently being implemented in your jurisdiction address the goal of maintaining a State of Good Repair? If so, describe some specific policies that do so.

13.3 Do any transportation policies, practices, or programs currently being implemented in your jurisdiction address the goal of increasing Economic Competitiveness? If so, describe some specific policies that do so.

13.4 Do any transportation policies, practices, or programs currently being implemented in your jurisdiction address the goal of creating Livable Communities? If so, describe some specific policies that do so.

13.5 Do any transportation policies, practices, or programs currently being implemented in your jurisdiction address the goal of enhancing Environmental Sustainability? If so, describe some specific policies that do so.

14. Which of the following scenarios would allow your jurisdiction or agency to better manage and guide future growth and development? (Very useful, Somewhat Useful, Not Useful)

- If planning and zoning professionals were better educated about growth management tools
- If local elected officials were better educated about growth management tools
- If developers were better educated about growth management
- If the state enacted legislation that helped promote growth management
- If a local transportation or comprehensive plan was adopted
- If local governments joined in more regional land use and transportation planning
- If local governments encouraged developers to implement smart growth principles
- If there were greater demonstrated public support for managing future growth and development
- If a greater share of transportation funding was used for biking, walking, and transit infrastructure
- If stricter regulations were imposed on developers to manage roadway access and require infrastructure impact mitigation
- If there were density incentives for developers
- If there were other types of developer incentives available, such as expedited approvals, Tax Increment Financing, etc (Please Specify)
- Other (Please Specify)

15. Please rate your agency or organization's attitude toward the following planning tools for encouraging and guiding growth and development (please click hyperlinks for definitions and/or examples of terms): (Very Favorable, Somewhat Favorable, Unfavorable, Very Unfavorable, Not familiar with tool, Not Applicable)

- Minimum building densities
- Maximum parking ratios
- Density bonuses
- Expedited development review
- Urban growth boundaries/urban growth areas
- Infrastructure concurrency requirements
- Development impact fees
- Access management programs
- Corridor preservation programs
- Overlay districts
- Smart growth design guidelines

- Complete Streets policies
- Transit-Oriented Development districts or incentives
- Road Transfers
- Conservation Easements
- Preservation Easements
- Transfer of Development Rights Programs (TDR)
- Land banking
- Rural land preservation programs
- Cluster development zoning
- Other (Please specify)

16. Please indicate your level of agreement or disagreement with the following statements: (Strongly Agree, Somewhat Agree, Disagree, Strongly Disagree)

- Local government has no input into regional transportation decisions
- There needs to be greater cooperation between state and local government in planning transportation infrastructure and land use
- There needs to be greater cooperation among adjacent local governments in planning transportation infrastructure and land use
- There is a need for more medium and high density housing in this parish or municipality
- There is a need for more medium and high density housing in this region
- Local governments should be required to develop transportation plans, or comprehensive plans that address transportation issues
- The state should provide technical support to local government for growth management
- Local governments should regulate land uses to manage growth, so as to avoid overloading roadways and other infrastructure
- The state should create policies that support smart growth ideas
- Alternative modes of transportation should be supported and facilitated in this parish or municipality
- Alternative modes of transportation should be supported and facilitated in this region
- Local government should restrict development adjacent to major roadways
- A jobs - housing balance, i.e. an approximately equal number of jobs and employed residents, should be encouraged
- Public-private partnerships are an effective vehicle for fostering growth and development
- Local government is more amenable to higher density development if the project has a superior design
- Real estate developers should be required to mitigate any traffic congestion or pressure on infrastructure that results from new development in an area
- We have specific policies in place to build Complete Streets

17. What region of the state does your agency or organization represent?

- North Louisiana
- Central Louisiana

- Southwest Louisiana
- Southeast Louisiana

18. What is your professional role?

- Planner
- Engineer
- Attorney
- Public administrator
- Elected Official
- Other (Please specify)

19. Please provide your name and contact information (optional):

- Name
- Title/Position
- Phone number
- Email Address

20. Would you be willing to participate in a follow-up telephone and/or email interview?

- YES
- NO

If you would like more information about this study, have a question, or would like to provide additional input, please contact Tara Tolford at the Merritt C. Becker, Jr. University of New Orleans Transportation Institute.

Email: ttolford@uno.edu

Office: 504.280.6516

Thank you for your time!

Development of Minimum State Requirements for
Local Growth Management Policies—Phase 1

Appendix E:

Stakeholder Focus Group Summary Report

Principal Investigator: John Renne, Ph.D., AICP

Written By: Tara Tolford, John Renne, and Lucien Bruno

November 20, 2013

LTRC Project 12-4SS



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Executive Summary

This report summarizes a series of stakeholder focus groups, conducted during the spring and fall of 2013 on the topic of growth management and transportation in Louisiana. The focus groups were intended to identify current transportation and development concerns, priorities, and policy efforts in each region of the state, in order to identify contextually appropriate tools and policies that could help the state encourage local and regional agencies to more effectively guide growth to protect and enhance the effectiveness of the state's transportation networks.

Focus groups were held in coordination with government or non-profit partners in each region of the state. The meetings were attended by a mix of municipal and parish planners and engineers, regional agency staff, DOTD representatives, elected officials, chambers of commerce, private consultants, and non-profit organizations.

Participants were asked questions relating to the following themes:

1. **Current growth management efforts:** is growth management a priority, and if so, are there examples of local policies or projects that reflect implementation of a growth management approach?
2. **Inter-jurisdictional coordination:** in what ways do entities in this region coordinate, and where are tensions or communication breakdowns occurring?
3. **Transportation priorities:** what are the top issues and goals for this region in the next 5 – 15 years?
4. **Obstacles to growth management:** what are the most important barriers to implementing growth management ideas?
5. **Moving forward:** what steps do state, regional, and local agencies need to take to promote more integrated land use and transportation decision-making in Louisiana?

The focus groups generated important insights into local issues, policy efforts, and barriers to growth management that differ by region as well as by community type (i.e. urban, suburban, and rural). In addition, this research revealed overarching statewide findings, including:

- Although growth management is “on the radar” throughout the state, it is not a priority issue in many communities and implementation of related policies has been highly uneven.
- There is a significant opportunity for DOTD policies (e.g. Access Management, Complete Streets) to “trickle down” to local agencies, but local communities require additional guidance and encouragement from state entities.
- Many corridors involve multiple jurisdictions. Improving coordination and communication across jurisdictions to align corridor-wide development regulations and mitigate negative inter-jurisdictional impacts is essential.
- Communities at the fringe of urbanized areas, just outside of MPO boundaries and/or municipal regulatory authority, are critical hot spots for targeting growth management efforts, such as through subdivision regulations and corridor plans.
- Local transportation priorities differ significantly between fast and slow-growth areas, but finding revenue for building, maintaining, or retrofitting roadways to meet changing demand is a universal concern.
- Policy change must be incentivized. Competitive funding processes that reward local policy that aligns with state growth management objectives should be developed in order to stimulate innovation and change.
- Local policy must be enforceable, consistent, and not subject to political whim; communities need greater support for not only development of plans, but implementation of codes and ordinances that support those plans.
- Robust education and outreach efforts, as well as increased transparency and consistency in policy development and implementation, are essential to building public, official, and developer support for growth management concepts.

This report describes in detail all overall statewide findings organized by discussion theme, followed by a summary of the key examples, policies, obstacles, and ideas that emerged from each regional focus group.

1.0 Introduction

This report summarizes a series of stakeholder focus groups conducted during the spring and fall of 2013 on the topic of growth management and transportation in Louisiana, as part of the research project *Development of Minimum State Requirements for Local Growth Management Policies—Phase 1*. The purpose of this research is to identify appropriate tools and model policies that local, regional, and state agencies can implement to more effectively guide and manage growth and coordinate transportation investments with land use decisions. The focus of this series of stakeholder focus groups was to gain deeper insight into current issues in jurisdictions around the state, to highlight success stories and opportunities for improvement, and to identify potential barriers to policy implementation. The knowledge of local and regional entities is critical to the development of a feasible, context-sensitive growth management “blueprint” for Louisiana.

This report represents the findings of a series of six meetings held between March and October of 2013 in each major metropolitan region of the state. The findings from these meetings highlight both statewide concerns and regionally or locally-specific issues that impact how and where growth is currently occurring and transportation issues related to that growth, as well as regional disparities in inter-jurisdictional coordination, growth management policy implementation, and overall current and anticipated transportation needs and priorities.

This report, along with findings from previous tasks including a statewide government stakeholder survey distributed to all focus group attendees as well as representatives from local and regional government agencies statewide, will inform the development of a draft list of potential growth management policies or guidelines that are applicable to the management of transportation networks in rural, suburban, and urban communities.

2.0 Methodology

In order to capture regional variances that impact growth management and transportation needs and outcomes, the state was divided into six regions: North Louisiana (including the Shreveport and Monroe metropolitan areas), Central Louisiana (including the Alexandria metropolitan area), Southwest Louisiana (including the Lafayette and Lake Charles metropolitan areas), the Baton Rouge Metropolitan Region, the New Orleans Metropolitan Region, and the Southeast Coastal Region (including the Houma and Thibodaux metropolitan areas).

Local partners for the focus groups were identified. In four of the six regions, a Metropolitan Planning Organization (MPO) within that region served as the local partner and meeting host. In Baton Rouge, the statewide non-profit Center for Planning Excellence served as the local partner. In New Orleans, the University of New Orleans hosted the meeting in-house. Invitation lists for each region were developed in consultation with local partner organizations, as well as with the input of other professional contacts familiar with the area. In addition, the team solicited the assistance of the Department of Transportation and Development’s (DOTD) Louisiana Technical Assistance Program to engage and invite statewide professional and governmental associations. Invitees included representatives from municipal and parish planning or public works departments, planners working for regional consolidated governments and MPOs, representatives of the Louisiana Municipal Association, Louisiana Police Jury Association, Louisiana chapter of the American Public Works Association, the Louisiana Parish Engineers and Supervisors Association, the Louisiana chapter of the American Planning Association, local transit agencies, local chambers of commerce, non-profits engaged in transportation issues, and representatives of DOTD’s district offices. Invitations were sent by email and, in some cases, followed up by a phone call to encourage participation. Invitees were permitted to share the invitation to other interested parties as they saw fit.

Ultimately, a diverse array of state, regional, and local stakeholders attended the meetings, although the size of the groups varied substantially (See Table 1). In total, 70 people (excluding UNO Transportation Institute staff)

attended the series of meetings, including 10 state government employees, 19 regional government staffers, 26 local government representatives, 4 non-profit organization representatives, and 7 private sector workers including representatives from chambers of commerce, architecture and planning consultants, and one unaffiliated neighborhood advocate. All invitees were sent a draft meeting agenda outline the overarching themes that would be discussed, as well as background information on the project.

At the outset of the focus group, the moderator presented briefly on the overall project goals, the goals of the focus groups, and UNOTI’s role as the meeting facilitator. Meeting attendees also received a packet of information outlining the presented information, as well as a sample

list of possible growth management policies and tools for reference throughout the discussion. The sessions were moderated by either UNOTI Director Dr. John Renne or UNOTI Research Associate Tara Tolford, and attended by at least two additional UNOTI staffers who transcribed the discussion. No audio recordings were taken in order to make attendees feel more comfortable speaking openly.

The discussions were guided by a pre-arranged set of themes and questions (Appendix 1), though divergences from this outline were permitted when regionally important issues emerged that did not fall within the script, or new topics not previously considered by the research team came up. Each focus group meeting lasted two hours.

Region	Meeting Date	Total Attendees	State Government	Regional Government / MPO	Parish/ Municipal Government	Non-Profit/ NGO	Private Sector/ Chamber of Commerce
New Orleans	3/11/2013	10	2	2	4	1	1
Houma-Thibodaux	9/12/2013	20	2	6	10	0	2
North LA	10/16/2013	5	0	2	2	0	1
Central LA	10/17/2013	7	3	3	1	0	0
Baton Rouge	10/21/2013	9	2	0	3	3	3
Lafayette	10/28/2013	13	1	6	6	0	0
<i>Total:</i>		70	10	19	26	4	7

Note: The number of participants does not include UNOTI research staff or note-takers

Following each meeting, the notes of all UNOTI researchers present were combined into a master meeting transcript, then synthesized into the focus group summaries and overarching statewide findings that follow in this report. With a few exceptions, no names or titles of individual participants are reported in these summaries, though differences in perspective among various geographic jurisdictions or professional roles are noted where pertinent to the overall conclusions (e.g., local public works department, DOTD representative, transit advocate, elected official).

Following the stakeholder meetings, attendees received a follow-up email thanking them for their participation, letting them know what to expect next from this research effort, and inviting them to participate in the concurrent online stakeholder survey in order to capture any additional comments or ideas that may not have come through in the focus group discussion.

3.0 Overall Focus Group Findings

The series of six focus groups revealed significant insight into regionally-specific issues, policy concerns, and possible impediments to growth management, as well as overarching themes that are applicable statewide and should be considered in the development of minimum state requirements for local growth management. Participants made clear that the nature of local needs and attitudes differs sharply between urbanized and rural areas, and that to varying degrees, the current regulatory environment is not up to the task of managing growth, particularly at communities' urban or suburban fringe. Broadly applicable findings from stakeholders across the state are organized below by general theme.

3.1 Current Growth Management Efforts

Though growth management as a conceptual framework is “on the radar” in all regions of the state, it has not previously been a priority issue in all areas, and the implementation of related policies or programs is uneven. DOTD-led initiatives, including Complete Streets and Access Management policies and the Road Transfer Program, have been unevenly implemented in various regions according to local political will, staff capacity, and community demand.

Implementation of the state's Complete Streets policy is seen as an important example of how DOTD has led local policy. Many communities are looking for ways to incorporate Complete Streets principals into projects on both state and local roads, and some jurisdictions have adopted local and regional policies that align well with the state's policy. However, implementation of the DOTD policy has been “piecemeal,” and participants suggest that more direction is needed from the state for how local jurisdictions can follow the state's lead. In many areas, communities' main roads are state routes; this presents an important opportunity for the state to lead the way by ensuring consistency with DOTD policy.

The Road Transfer Program has been embraced in some areas—mostly those with rapidly growing populations and

less constrained budgets—but is seen as a burden in other areas where local governments fear an inability to maintain additional facilities in the future. In many communities, the program is simply underutilized; local governments may know about it, but have not taken the time to evaluate possible opportunities. Some participants suggested that road swaps allowing state and local agencies to transfer corridors to achieve mobility and community objectives may be more palatable to many local jurisdictions.

Access management is a priority in all regions and local jurisdictions are eager to receive guidance on how to more effectively implement engineering and ITS solutions. In most areas, mitigating congestion and improving traffic flow is the impetus for access management, though some communities have identified creating more walkable, livable neighborhoods as a secondary motivating factor. Some regions have already developed rigorous regulatory standards that align with growth management strategies to preserve corridor right-of-way (ROW) and encourage the development of a pedestrian-friendly environment. However, friction occurs at the fringes of local jurisdictions with a proactive regulatory environment, where rapid growth is occurring just outside those boundaries in communities with fewer development constraints.

For all of these existing policies, and for any new policy or unfamiliar engineering improvement (e.g., J-Turns, Roundabouts), participants observed that the development of successful local examples or pilot projects is a valuable tool to demonstrate the viability and potential benefit of the change.

Building local agency and public support is particularly crucial in rural and exurban communities, where land use regulation tends to be minimal or non-existent in Louisiana. In many areas, subdivision regulations are the only available land use tools. Attempts to implement new regulations or policies of any kind are often controversial, even in fast-growing areas and communities just outside the boundaries of urbanized areas, where growth management is needed most. Some areas (e.g., Tangipahoa Parish) have learned to modify proposed tools to better suit the needs of rural communities, an important lesson for this project. Moreover, growth

management may be more difficult to achieve in slow-growth areas, where quality of life is not presently being threatened by the impacts of unregulated development. Such conditions, however, may lead to “sprawl without growth,” inhibiting communities’ ability to attract newcomers and burdening budgets with excessive infrastructure.

Critically, many participants observed that a cultural shift appears to be beginning at DOTD and in many communities, where transportation planning is becoming more multi-modal and more “people-oriented” than in the past. However, policies or plans that lack any sort of enforcement mechanism to ensure compliance are an oft-cited problem that stakeholders hope this research will begin to address.

3.2 Inter-jurisdictional Coordination

Effective communication and cooperation among state, regional, and local authorities—as well as between neighboring parishes—is a crucial part of managing growth and coordinating transportation investments. Inter-jurisdictional coordination can help resolve funding problems and maximize the value of everyone’s dollar for a given corridor, and can help avoid unintended negative impacts on one jurisdiction caused by projects occurring in another.

However, good coordination requires extensive communication, and the identification of clear, specific goals for all parties involved. Moreover, issues that occur on local streets are often related to actions on state routes (and vice versa), therefore communication is essential to identify possible solutions. This can be a challenge, as local and state priorities sometimes differ. Participants observed that, for example, the state’s focus may be on mobility, while a local government desires increased accessibility.

Resistance across parish lines is a common challenge. This can be resolved by ensuring (in advance of any project) that each jurisdiction’s comprehensive plan (if available) aligns with that of its neighbors. Some participants

suggested that it could be helpful for the state to facilitate such coordination, particularly where it will help to achieve their own goals (e.g., corridor preservation). Successful examples of state engagement with local planning include having a DOTD representative on the local development review committee, as Shreveport has done.

State-level policies provide an important opportunity to implement growth management ideas on corridors. In order to maximize their impacts, local agencies must follow the state’s example. However, in many communities, some assistance or incentives are likely essential in order to achieve that goal.

Even when successful corridor or policy coordination occurs, there are additional challenges. For example, different jurisdictions have different tax bases and levels of funding, potentially leading to disparate outcomes. In addition, without formal agreements to ensure policy consistency (both vertical and horizontal), disconnects are bound to occur. Once they do (e.g., if a local government allows development in what was intended as reserved DOTD ROW), there is little that can be done to correct them. The development of formal agreements to align state and local policies and actions is an essential step to implementing a growth management approach.

3.3 Transportation Priorities

Transportation priorities vary significantly by region, though maintenance, preservation, and economic competitiveness were identified as key priorities statewide. In New Orleans, regional connections, freight mobility, and non-motorized transportation were highlighted as key concerns. In the coastal region, dealing with water and its impacts on the local transportation network was paramount.

Across south Louisiana, the impacts of an anticipated \$70 billion in oil and shipping industry investments dominate the current discussion: how will we deal with the development spurred by that investment, and how will we address the transportation impacts, particularly along the I-10 corridor?

In North and Central Louisiana, as well as Baton Rouge, congestion and highways are still a primary focus. Local governments want loop roads and interstate expansions, though they recognize that such projects are costly and alternative solutions to increasing capacity are beginning to be considered, including how to decrease demand by encouraging infill growth in urban centers (though in most of the state, demand for downtown living is not yet a driving force in development).

In Southwest Louisiana, adapting to change is the overarching priority: changes in agency structure, increased demand for alternative transportation options, and rapid expansion of portions of the urbanized area. Resolving disputes among involved parties and encouraging better alignment of investments to meet regional needs is a key concern.

Identifying solutions to declining state gas-tax revenues is also recognized as a key concern for the future of transportation, statewide.

3.4 Obstacles

The most oft-identified obstacle to the implementation of a growth management framework in Louisiana is the state's general resistance to any degree of state-level planning, and a strong resistance to regulation in rural areas. Lack of public education about how transportation investment happens, who is responsible for what, and why any proposed change is justified tend to result in push-back.

Developer resistance was seen as an important barrier. Developers are politically powerful in many communities, and tend to see any new regulation or requirements as a burden, although this is beginning to change, especially among large developers who work in other states and have become accustomed to higher expectations. However, in many cases developer opposition is rooted in a lack of understanding about how requested improvements benefit the project or community, or in a sense of "persecution" when policies are applied unevenly. Inconsistent enforcement hinders developer compliance.

There must be consistency between DOTD headquarters and all district offices, and local policy needs to be consistent and predictable. Outreach and increased transparency are both key ingredients to normalizing policy change and facilitating developer compliance.

As noted above, funding is a ubiquitous constraint. Not only are funds constrained overall (and tax revenues decreasing), but a lack of flexibility of certain funding sources was noted as an obstacle to addressing unique local needs (such as public outreach). The way various funding sources are "siloed" was identified as a constraint that can make it difficult to systematically implement policy system-wide, rather than project by project. In addition, it was noted that rural areas may not have access to certain types of funding, discouraging them from developing plans for which there is no funding available for implementation.

Acquiring additional ROW—whether for corridor preservation, Complete Streets elements, or anything else—is a tremendous obstacle. In urban areas, costs are prohibitive. In rural areas, acquisition may be politically infeasible. In many areas, moreover, the initial costs of a project are not the only obstacle: anticipated ongoing maintenance or operational costs are often enough to derail a proposed project or policy, even if it is popular and sufficient capital exists for construction. Legal barriers to corridor preservation were also mentioned, including a state limit on how long land can be held in reserve without building before it must be returned or sold.

Lack of local staff capacity—particularly in smaller communities—was a frequently identified obstacle, inhibiting coordination with state policies and sometimes undermining efforts to achieve concurrency. A lack of capacity can slow down funded projects, and limit agencies' ability to seek additional funding. In addition, staff and officials at all levels of government—as well as government contractors—need more training about how to implement growth management ideas in order to avoid conflicts and prevent oversights that could lead to costly retrofits or ineffective compromises. Relatedly, bureaucratic hurdles were observed as general, if unavoidable disincentives: if implementing a complete street, taking local control of a state roadway, or adding

setback requirements to preserve right of way result in additional paperwork compared to a status-quo alternative, they are unlikely to be embraced.

Above all, the state's current political climate was seen as an overarching obstacle to growth management, though not an insurmountable one. Locally, too, politicians tend to be project-oriented and focused on short-term results, whereas growth management policies—and planning in general—are more of a “long game” where the full returns of a decision may not be realized until decades later.

3.5 Moving Forward

The series of focus groups generated broadly applicable ideas for how the state can serve as a policy leader while empowering local jurisdictions to implement growth management tools that are relevant to and beneficial their specific context and conditions. Participants observed that, at all levels, policymakers need to be more proactive, instead of reactive in order to save money and achieve community goals in the long run.

Moreover, there is a new focus on making new policies more performance-driven, in alignment with the new federal transportation funding bill (MAP 21) which is currently driving state policy and will require quantifiable results. On the other hand, establishing performance measures by which to measure new policy strategies must be developed carefully. For example, there may be cases where innovative projects or policies may result in negative changes in key metrics (e.g., crash totals), reflecting a short-term period of adjustment, even though the change will improve safety or performance in the long run. This may be of particular relevance in the rapidly growing number of cities and towns across the state that are encouraging more biking, walking, and transit use while both available infrastructure for such users and cultural attitudes lag somewhat behind.

Participants across the state reiterated the clear need to develop new strategies to fund transportation infrastructure, both at the state level in response to declining gas tax revenues, and at the local level in order

to build consistent, dedicated revenue streams in support of local road projects and implementation of Complete Streets ideas, without relying solely on periodic competitive grant opportunities. Some participants suggest that tolls may be a valid source of revenue, but they must be applied selectively, and only where users can see direct benefits from toll collection. Relatedly, evaluation and elimination of unnecessary procedural or bureaucratic hurdles associated with was recommended as a means to reduce costs for both state and local agencies (e.g., requiring unnecessary external peer review for light fixtures on bridges). New intergovernmental entities, such as the Super Regional Rail Authority, also have the potential to create new finance opportunities that will relieve highway pressure and increase regional connectivity in ways that neither the state nor any individual jurisdiction can achieve alone. In addition, many participants cited the need—at both state and regional/local levels—to more fully institutionalize new policies (especially Complete Streets) within the project development process, so that elements in service to policy compliance are seen as integral project components, rather than expensive add-ons.

It is important to understand that different strategies may be more appropriate in different contexts. For example, Complete Streets was cited as a key policy framework by most participants from urbanized areas, but seen as cost-prohibitive and potentially irrelevant in very rural communities. In suburban areas surrounding cities, on the other hand, land banking to preserve possible future rights-of-way (e.g., for beltways) was cited as a priority strategy to consider.

Similarly, where zoning regulation exists or is politically feasible, codes may be updated to support fulfillment of objectives outlined in local comprehensive plans or policies. Where zoning is not present or likely to occur, subdivision regulations are an important avenue to ensure basic principles of growth management are considered, such as setbacks on arterial routes. Increased coordination between adjacent jurisdictions to ensure that land use regulation in one area does not result in detrimental development outcomes just outside of regulatory boundaries is essential to state and local growth management goals, particularly corridor preservation.

Some suggested that state legislation may be needed in order to ensure consistent application of setback regulation for all state routes.

Consistent application of policy within a jurisdiction, as well as improved horizontal and vertical alignment of policy across regions, is seen as a crucial component to decreasing developer resistance. Developers need to know what to expect, that decisions are not being made politically, and that unjustified waivers to avoid a particular regulation will not be granted. DOTD district offices are important allies in this process, especially for enhancing communication between MPOs and parishes just outside MPO boundaries. Overlay districts, which have been a popular tool in several regions of the state to guide growth around key corridors, are now thought to make the local regulatory environment overly complicated and unwieldy for both government agencies and developers: more comprehensive design and development standards for all major corridors within and intersecting regions would improve transparency and reduce hassle for all involved.

As examples have illustrated, implementation of new engineering ideas should be led with the careful development of pilot projects in order to demonstrate successful application of the concept and build local support for change. In addition, more effective and proactive communication of data is needed in order to explain and justify the application of new tools, and to ensure that local officials and citizens feel adequately involved in the decision-making process. In addition, it is important to more effectively frame proposed policies in terms of the costs of not implementing them over time, as well as immediate impacts.

Participants universally cited the need to ensure that policies have “teeth,” and are fully enforceable. For example, many participants cited a need for expanded technical and/or financial assistance opportunities for smaller communities to achieve state policy goals, including planning grants and support implementing plans once developed. Some suggest that DOTD could require all jurisdictions to adopt basic transportation plans in order to be eligible for state funding, but if such a requirement were instituted it would need to have funding support

attached. Alternately, most participants agreed that incentives for transportation plan updates that incorporate growth management tools and align with state policy objectives would be the most feasible, high-impact approach to achieving desired local outcomes. Linking growth management goals to opportunities to get state matching funds for local projects was recommended. Competition encourages innovation: many stakeholders suggest linking a certain portion of state funding opportunities to compliance with existing or future DOTD policies, though it is important to ensure that equity is maintained for communities with less local capacity by providing technical assistance or retaining a percentage of funds to be distributed by formula.

Public outreach around any new policy initiatives is a universal need. More tools are needed—in the form of publications, internet resources, demonstration projects, and media outreach—for local governments to educate their communities and prevent reactionary resistance to change. In some cases, local jurisdictions (as well as DOTD district offices) may need more autonomous control over their own public outreach efforts for projects in their community. Participants complained that filtering all state projects through the public information office at DOTD headquarters isn’t the most effective way to get information to the people who care about a project. Opportunities for flexible funding in support of outreach and education could produce innovative new resources and strategies that would have a statewide benefit.

4.0 Individual Focus Group Summaries

This section summarizes the discussions resulting from each of the regional stakeholder meetings, loosely organized by discussion question theme. Responses are generalized to reflect group ideas and consensus, except where the affiliation of the speaker is essential to the points made or opposing opinions were expressed. This section includes numerous examples of both successful and unsuccessful policy implementation, and identifies issues that are specific to local or regional jurisdictions as well as broader statewide concerns.

4.1 Focus Group Summary: New Orleans Region

Overview

The New Orleans stakeholder focus group, held at the University of New Orleans, was attended by representatives of the City of New Orleans, the New Orleans Regional Planning Commission, DOTD, the City of Covington, St. Tammany Parish, a transit advocacy organization, and the Louisiana Chapter of the American Planning Association. This group included principally professional planners and engineers, as well as an elected official and her aide.

Key Findings:

- In New Orleans, advocacy pressure has been driving policy change. Complete Streets has been embraced at both the local and regional level, and the MPO is now working to encourage policy elsewhere in the region. The city's Sustainable Transportation Advisory Committee was identified as a useful tool to engage both advocates, government agencies, and other professionals to assist in the policy development process.
- Maintenance of existing infrastructure is a bigger concern than building new roads, for the South Shore at least. There is plenty of capacity, but retrofits are needed. Water and sewer capacity are major concerns, however. On the North Shore, rapid growth

means more development pressure and a need for concurrency requirements to ensure that infrastructure can keep up. For the entire region, comprehensive plans should be used to guide new development to a greater extent than has occurred in the past.

- There are several examples of inter-jurisdictional transportation issues that need to be addressed in this region, including ferries, transit services, and bridges. Regional connectivity is critical, and development of more effective coordination strategies involving the state, and possibly legislative action, are necessary in order to resolve these, as well as to implement new policies and technologies.
- Freight transportation is a key issue for this region. Transitioning to more people-oriented transportation policies (e.g., Complete Streets) should not come at the expense of moving goods.

Current Growth Management Efforts

In the New Orleans metro region, participants concurred that growth management is a priority issue, and the principles of growth management and/or smart growth are widely understood. However, existing policies (such as Complete Streets and access management) are being implemented piece-meal, as projects arise, rather than systematically or based on need. Complete Streets are a state-level priority as well as a local and regional priority, but implementation is slow. At the state level, Complete Streets is currently being considered primarily in existing road widening projects. In order to implement the policy effectively, we need to look more holistically at corridors. The state's road transfer program is underutilized in the New Orleans area.

In this region, grassroots/non-profit pressure has been driving policy change, through the Sustainable Transportation Advisory Committee set up by a New Orleans councilmember to provide guidance to the City Council's Transportation Committee.

Some examples of access management policy implementation include:

- 190 widening project in Hammond, where new developments are required to use existing access points. The state has denied applications for new driveway cuts.
- The new roundabout in Abita springs is a great example of how to effectively implement new engineering solutions: this project was one of the state’s first modern roundabouts, and needed to be successful in order to enable use of roundabouts elsewhere. It was well-funded, had mayoral support, and encountered minimal local opposition.

Inter-jurisdictional Coordination

In the New Orleans region, inter-jurisdictional cooperation has been used successfully to help solve funding problems, such as in St. Tammany, where the Parish, the RPC, and the state have been able to coordinate funding sources for road projects and bike infrastructure, essentially “getting two for one.” However, local and state priorities sometimes differ; for example with the ferries: the New Orleans ferry situation shows the disconnect between local/regional priorities and state priorities. Many issues that seem local are also state issues: for example, improving coordination between Regional Transit Authority (RTA) and Jefferson Transit (JeT) would require state intervention. As another example, making improvements to the St. Claude Bridge will require cooperation from many parties to see successful outcomes and the state needs to take the lead.

Improved coordination and unification of corridors through the road transfer program, could facilitate the implementation of policies, generally. Sometimes, problems on local streets can only be resolved by solutions that happen on state routes, so there needs to be a great deal of communication to identify such cases and work together to find resolutions.

In all cases, inter-jurisdictional coordination is greatly improved by setting clear, specific goals that all parties agree to work on together.

Finally, if local jurisdictions followed the state’s policy examples (Complete Streets, access management, etc.), they could be much more effective—but there needs to be

some incentive and/or assistance to encourage them to do so.

Transportation Priorities

As far as the DOT’s strategic goals go, “State of Good Repair” is the top priority for the Regional Planning Commission. On the south shore, there is plenty of transportation capacity, since the city was built out to accommodate its population peak of 600,000 people. However, water and sewer infrastructure have crucial capacity concerns that need to be addressed.

Importantly, this region needs to focus on freight. “The reason New Orleans exists is the port” stated one participant, and the metro area needs to retain its ability to move goods, as well as people. Projects that reduce the city’s ability to carry freight, such as eliminating truck routes uptown, will have negative long-term effects, since the health of the economy is a big part of overall livability. Therefore, we need to find a balance between freight mobility and Complete Streets or other policies that could result in unintended freight impacts.

Also, regional inter-city and river transit connections are important in this region, and were endangered, e.g. the LA Swift service and the New Orleans ferries. Finding a way to make these sustainable is a major priority for local government and for the advocacy community. Moreover, there needs to be a systematic approach to ferries in the region and across the state.

Obstacles

Participants observed that there is a general resistance to state-level planning in Louisiana that impedes coordination and policy progress.

Developer opposition is a major issue. Access management is difficult to implement due to public and/or developer pushback. This stems from a lack of understanding about current engineering solutions (e.g., J-turns and roundabouts). Widening projects (requiring additional ROW) also tend to spur developer opposition. Developers will appeal to the governor to get what they want, and often do. Developers in small communities are especially powerful stakeholders; they usually get what they want

We need to reduce the public perception that planning is “an urban thing” and an imposition on communities; this includes reducing the perception that planning is anti-property rights. Also, when it comes to transportation, the public doesn’t understand how different roadways are under multiple jurisdictions, and how this complicates things. For example, on multiple-jurisdiction corridors, there are issues with compatibility of signal equipment, etc., that prevent ITS coordination and that are difficult to resolve (one example solution: St. Tammany Signal on LA-2, which is tied into state signal timing).

Examples of community opposition:

- Roundabout in Algiers at Nunez and Teche – there was lots of community pushback, and limited outreach by DOTD—need to socialize and educate people about projects before they happen. Improved communication is a clear need.
- Implementation of Complete Streets elements on Esplanade Ave—neighbor pushback shows need to provide better outreach and education; provide traffic studies to the public, etc. People felt left out of the decision-making process, making them resistant to change.

Local staff capacity is a limitation that was brought up. For example, when developers are required to get letters of concurrence from the state, there may be no staff available to follow up and ensure compliance with state policies.

Environmental sustainability issues have been a major concern for RPC, complicated by the significant differences between the issues and needs of north shore and south shore communities; though wetland mitigation is a huge issue throughout the region. Repetitive loss issues will have a major impact on North Shore; sea level rise in general is huge, currently, levees basically define growth boundaries. Stormwater issues also inhibit ability to reach economic generators, e.g., fishing; oil and gas. What do we do about roads that are going underwater?

Again, port access, freight, and movement of goods is seen a major obstacle to growth management. On the other

hand, public resistance to industry, freight transportation has been an issue as well.

Funding is an obvious issue: the state’s transportation formula allocation hasn’t been increased in 20 years, and is inadequate, as is the gas tax. Revenues are not increasing, or even keeping up with inflation—this is a major obstacle for all levels of government. Funding constraints on the accepted uses of gas tax funds are problematic as well.

At the project design/development stage, access management and Complete Streets policies are being ignored, to some extent due to lack of awareness. As a result, when designs are received by DOTD for permitting, conflicts are present and compromises are often not as good as if it had been designed with an understanding of DOTD’s expectations in the first place, therefore more education and outreach is needed to train staff (and contractors) at all levels of government.

Ultimately, the general perspective in most areas of this region, and at the state level, is that transportation is about moving cars, rather than people. There needs to be a paradigm shift here that we’re starting to see in New Orleans, but not necessarily across the board. The current political climate is an ongoing barrier for implementing DOTD policies and creating that shift in perspective.

Moving Forward

Participants reiterated that communities need to see successful local examples in order to get on board with new concepts: that means projects incorporating new ideas must be set up to succeed by being fully funded, supported politically, designed and constructed well.

The region needs to develop and look to its comprehensive plans, which should be instrumental in guiding infrastructure and determining where there is capacity to support new development, especially in rapid-growth areas like St. Tammany. There is a need to somehow coordinate transportation and land use planning with sewer and water planning, since these are such big issues in parts of the region. The region needs a transportation master plan for the coastal region, especially, to figure out how to adapt to wetland loss, sea

level rise, and retrofitting the road network to accommodate these changes.

Funding is a challenge! There is a need to create dedicated local funding sources for non-automobile transportation infrastructure in particular to implement Complete Streets ideas more widely. Tolling of the interstate system could result in the improvement of infrastructure to create fast, attractive routes for freight and passenger across the state. But keep in mind, as one forum participant observed, that “If you make a toll way across LA, make sure it’s the fastest way across.”

Participants observed that we need to confront the developer perception that they are being “picked on.” This perception indicates a need for institutionalization of policies to ensure they are implemented equally and across the board, so that developers know what to expect and so that outcomes are consistent and not politically-driven. Increasing developer understanding of local and state level policy, whether it’s local CZOs, the state access management policy, etc., is very important, but requires additional staff capacity, especially in smaller communities. Technical assistance programs may be helpful in bridging such capacity gaps.

Similarly, participants expressed a need to increase public awareness about the benefits of access management, in particular, (but other policies too) and speak in terms that people understand. This means having data ready for the public to support decisions that are made.

When it comes to Complete Streets policy implementation: regional government is concerned that safety data will show short term increase in crashes; therefore, we need to make sure performance measures used to evaluate policies take into account complexities of Complete Streets approach and don’t penalize short-term safety declines that improve multimodal access. Performance measures should be more nuanced, e.g., looking at crash severity instead of just crash totals. Any future policies implemented at the state or local level may also need to consider how to design evaluation metrics that consider safety and user impacts less simplistically as well.

Generally, the region needs to look at transit issues more regionally; we need to ensure connections between parishes and across the system are retained. Policies need to be framed in terms of the costs incurred by NOT implementing the policy, long-term, rather than just the immediate costs, in order to justly assess their value.

4.2 Focus Group Summary: Houma-Thibodaux Region

Overview

This focus group took place at the South Central Planning and Development Commission (SCPDC) in Houma. The research team was invited to hold the discussion in conjunction with SCPDC's regularly scheduled Houma-Thibodaux MPO Technical Advisory Committee Meeting. As a result, attendance was greater than the other meetings, with representatives from the MPO/SCPDC, DOTD, planners and engineers from all MPO member parishes, the City of Thibodaux, the Houma-Terrebonne Chamber of Commerce, FHWA, and the American Planning Association.

Key Findings:

- In the coastal region of Louisiana, water management is the highest priority: both growth and transportation are constrained by the impacts of wetland loss, sea level rise, and federal flood insurance regulation. As such, growth management has not been a top priority in this region, where land use regulation is minimal in most areas. Inter-jurisdictional corridor planning is an identified need that has not yet come to fruition in this region; more coordination among parishes and across levels of government is needed. In addition, comprehensive planning for coastal transportation networks is needed to prepare for anticipated environmental change.
- The city of Houma has a growth boundary, uses overlay districts, and is working toward Complete Streets, while the MPO has led significant policy development and planning initiatives in cooperation with local governments and advocates, resulting in new momentum for non-motorized transportation projects.
- In more rural areas, however—particularly those outside the jurisdiction of the MPO—there is an identified need to implement access management, especially in areas where the region's unique geography has resulted in very linear development patterns that lack adequate connectivity.

Current Growth Management Efforts

Several participants expressed that in the coastal areas of Southeast Louisiana, the main concern related to growth at present is water management, rather than transportation. Growth is constrained in the southern portion of this region by new regulations and flood insurance.

In Lafourche, a mostly rural parish, the only regulation dealing with land use is for subdivisions. It was immediately observed that many of the issues facing this region are rural issues, yet there were few representatives of rural communities present at that meeting. Lafourche, for example, is considered a rural area. Politically, local leaders perceive South Central Louisiana as rural. Because they don't want to ruffle feathers locally, they leave land use regulation to the state, resulting in minimal regulation. Local politicians, meanwhile, are more concerned with pushing individual projects through than enacting broader policy or regulatory change.

In Houma, all subdivision access requests must receive DOTD approval, presumably in accordance with the state's access management policy, if they are on a state route (most main roads). Houma also has a growth boundary in place, and five overlay districts that guide and regulate growth. In addition, Complete Streets is a component of its comprehensive plan, and the city is trying to adopt HUD recommendations for denser development.

In Terrebonne Parish, access management is an issue. There have been challenges with accessing state and federal dollars, and there are some major local streets that have access management issues as well.

In addition, transportation is not the only infrastructure issue that affects development. Some communities are without parish-wide sewer systems. Also, the region is seeing problems with large lot development spreading out from local town centers. St. James Parish is attempting to address this issue with new requirements for developments with ten or more lots.

Policy changes are being driven by efforts of the MPO, local planning commissions, as well as advocacy groups. There are several local biking and running groups that

meet regularly and have gotten involved in the planning process. Houma and Terrebonne are pursuing projects that would increase connectivity for multiple transportation purposes. However, it's challenging because roads fall under multiple jurisdictions. Committees have been formed to look into grant opportunities that fund connectivity or recreational trails, and a working group was created through the MPO which created a bike/pedestrian plan. Several jurisdictions have expressed interest in developing bike trails, but they needed a plan first. The plan identifies existing and potential routes and possible funding sources, for each parish in the region. All six parishes within the MPO region are involved now. The plan especially looks at areas where safety has been an issue.

Inter-jurisdictional Coordination

The group observed that transportation extends across jurisdictions—in Terrebonne, as one example, efforts to enact corridor preservation through subdivision regulation have been hampered by resistance across parish lines. A comprehensive plan is a good avenue for outlining how to coordinate across jurisdictions, but there needs to be more state guidance in order to facilitate this. In other words, communities are not ready to talk about corridor preservation until some sort of comprehensive planning has occurred.

Ultimately, the entire area needs corridor plans, but taking a “holistic view” of corridors requires good coordination and has not been universally embraced.

Also, there is a lack of consistent funding to plan across jurisdictions in rural areas. The DOTD only funds MPOs, which can only spend that money within the urbanized boundary. Therefore, there is hesitancy among more rural jurisdictions to invest time and energy in plans, since they often do not come to fruition due to lack of funding.

Transportation Priorities

Decisions made by big business (e.g. oil and shipping) significantly impact transportation in South Louisiana as well. The private sector is responsible for the control of large areas of land and many workers; those workers commute along North-South corridors and can strain

transportation infrastructure. Addressing these demands is a priority.

Non-motorized transportation has only recently become a priority issue in this region. Now, especially at the MPO, there is a focus on transit, bicycle and pedestrian planning (a new bicycle plan was recently adopted), travel demand management, intersection design, and corridor preservation.

More generally, for decades the focus has tended to be on big projects. However, the MPO urban systems program is not well suited to fund large projects—there isn't enough money and it's not sustainable. A current priority is to reevaluate how both systemic improvements (for issues like those listed above) and large-scale projects can be more effectively funded and managed.

Obstacles

There is a disconnect in the structure of funding from the federal side for transit: the rural area model is based on demand response, and there is money available for this. In urban areas, this region has to compete with New Orleans and Baton Rouge for money, but they are not eligible for funds to provide demand response. The urban fringes cannot be well-served by existing rural service, and yet are not appropriate for fixed-route service, so it's hard to justify running service where there are not enough users to support it. Meanwhile, there have been more and more requests for transit service to new senior centers, education centers, and areas of employment. Overall, the way that funding is “siloed” is a major obstacle.

There is a desire for greater coordination among various agencies working in the region, but without a more robust, active state planning office, it's up to local jurisdictions to fund planning efforts and that is a potential barrier.

Finally, regional land use in this area is constrained by water—this is an important consideration in the implementation of any policy. Connectivity from linear “family” subdivisions is a problem, for example, in terms of access management.

Moving Forward

Better connections between DOTD, the Department of Environmental Quality (DEQ), and the Department of Health and Hospitals (DHH) would be helpful in terms of breaking down silos and encouraging more coordination with local governments. Moreover, DOTD's planning division needs greater capacity.

If parishes were required to adopt transportation plans, this would be highly beneficial, but would be contingent on funding to support any mandated planning activity.

Louisiana residents do not generally want to see dense development, but on the other hand the state can't afford to build many new roads. Perhaps DOTD could give awards or incentives for local and regional transportation plan updates that incorporate growth management tools in the project selection criteria. For example, DOTD can award funding with prioritization based on the incorporation of GIS tools that demonstrate how the jurisdiction aims to improve growth management outcomes.

New legislation asking for quantifiable results will drive policy—MAP 21 moves away from earlier transportation funding models relying heavily on earmarks. We need to consider how land use and transportation are affecting each other. CPEX and the Louisiana Foundation are both statewide organizations that deal with planning and sustainability; their involvement could be valuable in moving forward.

Crucially, participants observed that we need our leaders to get ahead of the curve and implement future-oriented policy, so that we don't have to spend so much money retrofitting infrastructure in the future.

Participants expressed a need for more leadership and guidance at the state level for how to retrofit existing infrastructure to better serve current needs, and how to follow the state's policy lead on growth management-related issues.

4.3 Focus Group Summary: North Louisiana Region

Overview

The meeting for this region took place at the North Delta Planning and Development District in Monroe, Louisiana. Attendees included two representatives of the North Delta MPO, two staff members of the Metropolitan Planning Commission in Shreveport, Louisiana, and one neighborhood advocate from Shreveport.

Key Findings:

- This region consists of two distinct metropolitan areas, including Monroe and Shreveport/Bossier City. In the Monroe area, growth management has not been a significant priority; the region has been focused on fixing existing problems (primarily maintenance) and has not been experiencing major growth pressure. In the Shreveport-Bossier metro area, however, there has been very rapid growth (in Bossier) that has led to quality of life concerns and, as a result, greater public support for land use regulation.
- In both metro areas, corridor preservation is a priority, and there is energy behind creating ordinances or overlays in support of that goal. Congestion is also perceived as a major issue: loop roads are a desired outcome, but local agencies recognize that new roads and widenings may not be feasible, and are beginning to look to Innovative Traffic Solutions (ITS) improvements and other strategies to minimize traffic concerns. In addition, there are a number of over-designed local and state roads in this region of the state that present excellent opportunities to retrofit without the need to acquire additional ROW.
- In Northwest Louisiana, excellent local communication between Shreveport and Bossier was described, as well as strong relationships with DOTD. However, policy change has been slow; there is a tendency to only enact change during emergencies (such as a recent drought), and let the status quo reign at other times.

Current Growth Management Efforts

Growth management is “on the radar” in North Louisiana, and for North Delta in particular, but it has not been received well in the last few years. There has been progress, including planning efforts that address growth management and human services transit, but elected officials seem more interested in fixing problems that already exist—a reactive rather than proactive approach. There are plenty of current problems, and those get attention first. However, more and more citizens are becoming aware of growth management issues, and more elected officials are becoming aware of how these issues affect their long-term budgets.

One participant observed that Shreveport “is a prototypical model of sprawl” although the heart and soul of the recent master plan update focuses on growth management. In Shreveport, the MPO and the State Planning district are separated, whereas in the Monroe region they are combined. In Bossier parish, fast growth in a rural area has resulted in serious growing pains. As a result, they have been able to develop a comprehensive plan and zoning requirements (which according to participants had not yet been adopted at the time of this meeting), because fears about quality of life impacts led to an increased acceptance of zoning, generally. Shreveport’s solution to sprawl has been annexation, but that is a very expensive approach.

One example of progress includes the installation of sidewalks along Old US 80 through enhancement grants. Strong pedestrian advocacy exists in Monroe, but elected officials have not been pressured to act yet.

Yet, proposals to implement policy are often met with local resistance, especially among developers, and there is a lack of consistency in enforcement. Shreveport has been working on access management for ten years, but has encountered local resistance. More recently, elected officials have been on board with enforcing access management policy, permitting fewer waivers, and insisting that developers must act in accordance with the policy in order to receive zoning changes. However, access management policies have been more difficult recently because developers have been getting waivers from

DOTD; this takes it out of local control and makes it seem as if the state is not enforcing their own policies.

In Monroe, there have been some transportation success stories through the coordination of different agencies participating in DOTD's human services planning process: organizations must participate in order to be eligible for funds, which is an effective tactic. Additional service providers, such as churches, have been brought in, and the Council on Aging has been able to supply otherwise idle vehicles for youth and employment organizations that do not have vans. Without this process, these organizations wouldn't have convened; the state played a role in bringing them together. Vanpooling, overall though, has not proven to be an effective program in either Shreveport or Monroe.

Inter-jurisdictional Coordination

Although the state has adopted a Complete Streets ordinance, participants observed that there is resistance to redesigning projects that were already in the works prior to the ordinance's adoption. Although the overall cost of a project would be cheaper to implement Complete Streets design interventions concurrently with other improvement projects (as opposed to a future enhancement project), there is a prevalent perception that bringing a project back to the drawing board could kill the whole project. Any added time to a project will incur new costs. Participants asked, when do you draw the line and say that all projects from this point must incorporate these elements? The neighborhood advocate expressed, in reference to the implementation of Complete Streets, that they would be better off with "five right projects than ten wrong ones." On the other hand, it can be difficult to correct course where federal or state dollars are involved.

Corridor preservation is an important issue in terms of inter-jurisdictional coordination. Shreveport's master plan and new CZO could include a prototype corridor preservation ordinance. One Shreveport planner has been approached multiple times to apply zoning overlays to prevent certain corridors from becoming typical, suburban-style streets like Airline Drive in Bossier with driveways every few feet causing congestion. Monroe is not currently using corridor preservation as a tool, but

participants suggested that setback requirements could be used—even in areas without zoning, to achieve preservation goals.

There is an inconsistency between the city and state concerning the enforcement of access management. In Shreveport the same driveway applications that were denied four years ago are being approved now. There is also an apparent confusion concerning the flexibility of federal and state funds. One participant claimed that certain practices (e.g., corridor preservation), might not be permissible on federally or state funded roads. There is political will to avoid sprawling, suburban commercial corridors; however, it appears that the Metropolitan Planning Commission (MPC) is stricter about access management than DOTD is with their own policy.

Ultimately, it is easier said than done to adopt an ordinance (e.g. unified development code) that connects ROW decisions to development and zoning, because it means giving up power from various departments. Shreveport is aiming for this, but there is also a disconnect between planners and engineers on supporting such a change.

On the other hand, cooperation among Shreveport and Bossier is a good example of inter-jurisdictional coordination. Agencies in these two jurisdictions coordinate on road projects, have a shared transit system, and their zoning departments are in constant communication with one another. Another positive example is how a representative of DOTD has been included in Shreveport's development review committee.

Transportation Priorities

The main issue in Monroe is traffic mitigation along major arteries. Route 165 is a main artery that has had ITS improvements, but studies have shown that 165 would still be deficient in terms of Level of Service (LOS) even with a lane expansion.

The focus in this region largely remains on interstate development. Both the public and transportation professionals believe that new interstates are the priority, so it's difficult to build support for other kinds of projects.

Although not transportation related, rural land conservation, particularly with regard to groundwater, is a major issue.

Obstacles

One participant observed that there seems to be a disconnect between knowledge (of growth management policies) and practice: “On an intellectual level, we know the right way to go about doing things, but it is easier to ignore problems on a case by case basis.”

In Monroe, parish-wide zoning was put up for a vote, and failed, 94% opposed to 6% in favor. People are very resistant to regulation, although some kind of zoning outside of city limits seems essential to smart growth. Zoning was also killed in Caddo Parish; participants opined that citizens simply don’t fully understand the concept; instead they interpret zoning as “now I’ll need a permit to build a doghouse.”

In Shreveport, there are developers that will locate just outside of the city’s jurisdiction to avoid land use regulations, while in neighboring Bossier Parish, zoning has gained support because of things like a dirt pit ruining the quality of life for others. There, the debate has become about the threat of the proverbial trailer park next door.

The main problem, some participants expressed, has been a lack of support at the state level for what’s being done locally or within DOTD district offices. Design reviews conducted locally may be overridden at a higher level.

Generally, there has been resistance to implementing a master plan for fear of political backlash. In Shreveport, everyone understands the ramifications of unconstrained sprawl. But when the developers come in, and the councilmember supports the project, these principles often become overlooked. Preventing such overrides is an important need.

Many jurisdictions see the state’s road transfer program as a financial burden, so it has not been embraced in this region. However, Bossier has been taking advantage of it because they are growing rapidly and “see the program as a gift.” It is also difficult to garner support for rural land conservation unless people see the immediacy of threats

from development. For example, they were close to passing concurrency requirements for new development in Shreveport during a severe drought to avoid impacts to well users, but then it started raining again and momentum disappeared. In a “libertarian land use state,” change only happens during emergencies. Conservation easements have also failed to gain traction; the “mowing down of wetland” is accepted.

Existing zoning laws can be an obstacle; for example, in Shreveport, laws do not require sidewalks on both sides of the street. It is difficult to promote walkability in a neighborhood when you cannot require a developer to build sidewalks.

There is a disconnect between MPOs and the areas immediately outside MPO jurisdiction. In Monroe, they are lucky to have a good relationship with the district DOTD office, but this needs to be formalized elsewhere in the region.

Funding difficulties include the fact that cities like Shreveport and Monroe have to compete with New Orleans and Baton Rouge for federal enhancement grants and similar programs. In addition, the high cost of acquiring Right of Way is a major limiting factor.

Population decline is an issue in parts of this region: “There is a vicious circle that is a result of sprawl without growth management. We don’t plan for the future and we don’t have the population to support a vibrant city that will attract more people.” The result is sprawl without growth. However, there has been something of a push for urbanism, in both downtown Monroe and Shreveport. In Shreveport there is high demand to live in converted downtown lofts, but the supply of historic stock is being demolished for front door parking, in other words, “suburban development in an urban context.” In Monroe they got an enhancement grant for the Riverwalk, and some apartments and new restaurants have been developed. Interest exists to create business improvement districts, with special taxes to support local needs, but politics always seem to get in the way.

Moving Forward

A need was expressed for greater enforcement of statutory policy. Enforcement mechanisms need to be built into any policy, and that takes money. There needs to be a requirement for policy implementation as a precondition to getting matching funds in order to give existing or future policies “teeth.”

Many Shreveport roads are overdesigned, so there are opportunities present. We need to develop a process for identifying opportunities for Complete Streets to take advantage of them, particularly the “low-hanging fruit” where ROW acquisition isn’t necessary. One participant suggested that there should be less of a focus on multimodal transportation as a means to achieve livable communities, but more focus on land use that encourages more density first.

Tying funding to policy adoption might be the strongest impetus to get local jurisdictions to coordinate and to implement policy. For example, the liquor age requirement was quickly changed when highway funds were on the line. In other words, policies must have teeth, and access to funds is the quickest way to achieve change. Technical assistance and planning grants could be useful for some issues as well, and could allow more autonomy from local politics. One participant observed that there is a need to get the American Planning Association (APA) state chapter involved in strong advocacy and lobbying to support statewide policy change.

From the advocacy perspective, there is concern that residents (of Shreveport) cannot even walk to the amenities in their own neighborhood. One participant suggested that neighborhood associations can be an effective mechanism to garner support, but they often devolve into political action committees. AARP is one of the biggest advocates for walkability issues, and should also be used as an ally.

4.4 Focus Group Summary: Central Louisiana Region

Overview

This focus group was held at the Rapides Area Planning Commission, and was attended by three DOTD employees, three MPO staffers, and one representative from the City of Alexandria. All attendees were either planners or engineers.

Key Findings:

- In Central Louisiana, there has been little attention focused on growth management to date, relative to other regions in the state. Transportation investment has been focused principally on maintenance, though some smaller projects aiming to expand accessibility for non-automobile users through Complete Streets design have been incorporated in recent MPO projects.
- The region was found to have a uniquely strong and cooperative relationship among the DOTD district office, the MPO, and local agencies: over the last two decades they have learned to cooperate across levels of government and across geographic boundaries to achieve regional goals. This successful coordination is the result of effective leadership and the need to work together to direct more funding to this relatively sparsely populated region of the state.
- However, local disparities in funding exist and hamper policy implementation: city wards are reliant on their own tax base for road projects, creating inequities within the City of Alexandria.
- This region is seen as a key “chokepoint” of the state interstate system, particularly in the context of hurricane evacuation. Determining how to improve traffic flow through the region—without negatively impacting the economic viability of the city—is a key priority.
- In addition, this region has had numerous challenges involving disputes over use and ownership of street rights-of-way, and suggests that guidance from state law may be necessary to help resolve such issues.
- Finally, this focus group identified public education and outreach—and support for such activities—as a

key need and desired outcome of this project, in order to build support for projects and policies that are unfamiliar in this area.

Current Growth Management Efforts

Most professionals in transportation in Central Louisiana are aware of the ideas of growth management and smart growth, but there has been little focused attention in the Alexandria area on these ideas. “The first thing that comes to mind is urban boundaries or impact fees,” one participant observed. Some participants have attended meetings or trainings about smart growth concepts, however. One observer expressed doubt that these ideas were likely to be embraced fully in the region any time soon: “the current focus is on maintenance. In the city’s world, we are busy taking care of potholes and reconstruction of things, little improvements to intersections, traffic flows internally. Of course the state has a bigger area and has bigger ideas, but we’re pretty tied up here in the city.” The focus has also been principally on improving auto traffic flow, though smaller projects that serve other users have begun to occur.

Complete Streets principles are being somewhat incorporated, mostly through MPO projects. There have been some MPO overlay projects that included bike lanes across major routes. One example is Bolton Ave, (state route) which continues on to Lee St (city route). There was extra money from the project that they decided to use on sidewalks, rain gardens, asphalt stamping. Local officials received pushback from businesses for taking away parking for a bike lane, and for the possible impacts for freight in the corridor, but they still have plenty of side street parking. On the other hand there was a strong bike advocacy push. The rain gardens were installed but are perceived as a nuisance by some engineers because they require more maintenance, but the public was in favor of them.

Inter-jurisdictional Coordination

Participants expressed that DOTD has begun to switch their focus to be more people-oriented; with more funding available for rail and air transportation. There is a highly cooperative relationship with the drafting of long-range transportation plans (LRTPs) and transportation

improvement plans (TIPs). Localities in the region are interested in cooperating with the DOTD because they care how the state highways move and connect with our roads. Twenty years ago there was more squabbling over scraps of money that came down through the MPO process, but now, regional cooperation is great. Jurisdictions have realized that if they work together, you have a better chance of getting projects done. There has been good cooperation in terms of sharing project costs among municipal, parish, and state agencies.

Leadership has been very important in the region. Understanding leadership has made processes so much easier, whereas in other parts of the state, they are still “at each other’s’ throats” and competing where they should be coordinating.

In the past, the Alexandria region benefited from a “spark plug” named Larry Matthews, the city engineer. He would go down to Baton Rouge once a week to learn the system, and was able to get millions of dollars that other MPOs weren’t using. DOTD has put a stop to this practice, limiting the amount of funds an MPO can put into one area. But learning how to “work the system” was a boon to the region nonetheless.

However, inter-jurisdictional challenges emerge where different jurisdictions with different funding levels are maintaining different roads: “Here in Rapides Parish there are 11 wards with different tax bases. Some have more money than they know what to do with where all the roads are paved. Then you have other wards where they have no money to improve their roads.”

Few are taking the state up on the offer to take over state roads, although it is happening in Bossier and Natchitoches. Even though the state is offering to pave them, there is a fear that localities will be unable to afford upkeep later on, so cooperation through that program has been limited.

Participants expressed a perception that the DOTD is focused more on automobile mobility, i.e., traffic flow on state routes and highways, while local government is more focused on multimodal accessibility, such as sidewalks, transit, and bicycling.

Transportation Priorities

Participants identified a need for more “context sensitive” goals for central Louisiana: interconnectivity here means highways, not subways for low-density areas, for example. A top priority is figuring out how to get people through the center of Alexandria, without negative economic impacts. Alexandria is a chokepoint for evacuations that originate in the Southern portion of the state.

There is strong interest in ITS as a growth management strategy; Central LA is somewhat “behind” in adopting ITS solutions, but is starting to add digital signs and cameras to monitor traffic.

In the city of Alexandria, a new MacArthur Drive study will focus on Complete Streets, adding lights, sidewalks, and filling in ditches. Engineers noted, however, that their colleagues tend to see this as just “more things to maintain.”

Again, maintenance of existing infrastructure was identified as a crucial priority.

Obstacles

When funding sources are inconsistent, results are inconsistent. Participants expressed that preservation and maintenance is all there has been money for. Moreover, transportation funding is being depleted, due to our dependence on the gas tax, which is deflated because of higher fuel efficiencies. There is also a perception that bicyclists are not contributing to the facilities they use because they do not pay gas taxes while cycling. Overall, participants agreed that there is a need to be more proactive in terms of generating funding (though the focus remains on maintenance and preservation projects). Proposals for alternative funding sources (higher taxes for licenses or a tax on vehicle miles traveled) have not gained much legislative support.

Capacity is an issue: a lack of leadership and competition in some communities has caused enhancement projects to sit idle for years. If you don’t have someone pushing these through, the work doesn’t get done, participants noted.

Generally bureaucracy and paperwork are obstacles for local governments to get state projects done. The engineering may take six months, but it will take three more years to get approved. Then, projects may cost 50% more if you have to run them through the state because of the additional paperwork required. Participants complained that creativity and problem solving are stifled by bureaucracy that doesn't leave anything to the discretion of local professionals. This is because of the many restrictions placed on federal money, DOTD explained; state liability is a major constraint. One example of an unnecessary regulation that doesn't make sense and impedes projects is a requirement that expensive, external peer review be done for very minor lighting projects on bridges because of DOTD's internal structure, even though that doesn't fit the intent of the regulation at all. Money gets wasted on hiring additional engineers—sometimes more than the original project cost.

Creating building setback regulations is a challenge, because some development is still allowed within the setback, such as landscaping and parking. Participants expressed interest in creating wider setback requirements at the city level. Again, ROW costs were identified as a top obstacle, "real estate often costs more than the construction project itself."

For rural Rapides, on the other hand, zoning is not an available tool, nor is it likely to become one. With rural communities, their mindset is different: "You cannot tell me what I can do with my land"... until somebody else's use affects them. For example: a man builds a mansion, and then wants something done about the hog farm that pops up next door.

Setback and corridor preservation issues are greatest just outside of the urbanized area. In rural areas, there may not be enough new development occurring to make corridor preservation a major issue. But within 5 miles of Alexandria, the region is seeing increasing density and corridor encroachment. There is a challenge in that people tend to think their property line starts at the edge of the sidewalk or the center of the road. They don't know where their property line is. Another problem is that so much of rural property is not in a subdivision, and therefore not even subject to subdivision regulations. Also,

some property owners own to the center of the road, even though the city has the right of way. Meanwhile, state law says that if the state maintains a road for three years, it becomes state property. Usually this extends to the back of the ditches. If owners start infringing, you can stop them. The problem is that state and regional authorities do not find out about a lot of construction until it has already happened. There need to be setback requirements on new development, but existing development needs to be grandfathered in. Participants suggested that there needs to be a state law saying property owners can't build within a certain (unspecified) number of feet of centerlines of existing roads, whether you own the land within the ROW or not.

One participant observed that Alexandria has long had a mindset that it is a small, rural town that does not want new growth. This may be one of the reasons the population has not grown by one person since 1970. However this is starting to change as a new generation takes over positions of power. With the onset of new people, the city has the opportunity to evolve into something more sophisticated.

Moving Forward

Participants suggest that having a mayor that is planning friendly and not so politically sensitive is key. They also suggest that competitive processes should guide who gets funding in order to encourage innovation. One participant suggests that there should be an equitable "base percentage" distribution of funds, and then competition for the leftover money.

All participants identified a strong need for increased public education and outreach, so that the public can understand how new projects will work, when and where construction will occur, zoning ordinances, setbacks, etc. Local agencies find it difficult effectively communicate with the public because their means of communication are restricted. Participants suggested that it would help to be more transparent in how local governments spend funds. The public is convinced government agencies are not spending revenue properly on roads. It was suggested that looped segment on a government access channel could reach a large number of people, since not everyone reads

the paper. The region needs an effective tool to show the benefits of roundabouts, setbacks, zoning ordinances, etc. in order to reduce public opposition. Slowing down speed limits is always met with resistance, but if agencies are able to show the safety and foot traffic benefits, residents and businesses can get on board. Improving communication can promote buy-in and prevent projects from getting killed. One participant observed, “It is discouraging to try and do something positive and have your feet taken out from under you at the last minute. The ones that are ok with it don’t complain. There are a handful of people that have the ability to kill a project that will serve thousands.”

DOTD uses social media for some projects. But local governments have no control over the DOTD social media, and can only suggest major projects for them to include. DOTD representatives observed that all online information must go through Baton Rouge—they can’t set up their own website to disseminate locally relevant information. Having more local control of public information distribution could be an easy improvement.

RAPC wrote a proposal to create a website using TDM money. It would have been to inform the public concerning traffic, real time travel information, where there is construction and/or accidents. DOTD rejected it. More flexible funding could result in important innovations.

One participant observed that intergovernmental coordination is one of the region’s strongest assets, and collaboration around the proposed beltway project would be a good opportunity to try to incorporate smart growth tools, in order to make sure that the proposed beltway does not induce more sprawl. Outreach and education is key to building on the current momentum and positive, collaborative environment in the region: there is a need to show the public how projects achieve community goals.

Technical assistance with public information communication (e.g., GIS support), was identified as a potential state intervention that would benefit the region. In addition, participants expressed a need for educational materials (print and multimedia resources) to help the public understand the nuances of government funding:

“They do not understand why this tax cannot be used for that project. They see it as a big pot of money, and they see us all as overfunded and wasteful.” Possibly, there is an overall need for a “Troubleshooter” position to communicate with the public.

Some participants suggested that Complete Streets in urbanized areas is a good policy that the region should work on, whereas in rural areas, land banking (mainly to preserve beltway ROWs) is more important.

Finally, it was collectively observed that in the future, Louisiana needs to restructure the tax system in order to more effectively support transportation. “We need more money, period, but we need a more fair way of collecting it.”

4.5 Focus Group Summary: Baton Rouge Region

Overview

The Baton Rouge focus group was held at the Shaw Center for the Arts, hosted by the Center for Planning Excellence (CPEX). It was attended by two DOTD personnel, three CPEX staffers, representatives from Tangipahoa Parish, Ascension Parish, the City of Baton Rouge, the Baton Rouge Area Chamber, and two private sector consultants.

Key Findings:

- This meeting revealed that there is strong awareness of the need for growth management in this region, both in the city of Baton Rouge and in some outlying parishes, such as Tangipahoa, where CPEX worked with local agencies to develop the Smart Growth Toolkit in response to rapid post-Katrina growth. As elsewhere, policy implementation has proven to be a long process, as officials work to build public and political support for policy change.
- In Baton Rouge, the Better Block project showed how temporary demonstration projects can help earn support for proposed design interventions, but only if timed to impact the design process. Meanwhile, popular overlay districts (e.g. Bluebonnet Blvd) have proven that application of stringent corridor design standards leads to positive community outcomes, but also demonstrate the need for more comprehensive regional policy to achieve the same ends.
- Congestion mitigation is a top priority in this region, which is experiencing rapid growth and anticipates further growth along the critical I-10 corridor in the coming years.

Current Growth Management Efforts

In this region, the general public has become much more aware of issues related to growth management and smart growth, thanks to the efforts of advocates and CPEX. To some extent, professional engineers are in the position of “catching up” to public attitudes.

Tangipahoa was chosen to be a model for the CPEX Smart Growth Toolkit, but implementing that toolkit has been a challenge, facing political opposition and rural resistance. After Hurricane Katrina, Tangipahoa was swamped with growth and new development in rural areas, but had no zoning, only subdivision regulations to deal with rural development. The concept itself just isn’t “appealing” to rural communities. Tangipahoa created a planning department to deal with the issue. With CPEX’s help, they drafted a comprehensive plan that leans heavily on smart growth principles, which were new ideas to the area. In part, development of the plan occurred because you need to have a plan in order to access funding. With CPEX’s financial support, the community was much more willing to put up local funds to cover the remaining cost of the plan. This plan has really started the growth management conversation in Tangipahoa, and thanks to CPEX’s efforts lots of education and outreach has occurred and several examples of practical applications have been made.

Much of Tangipahoa’s plan deals with transportation, including non-motorized transportation. The community was very close to adopting the toolkit—with some modifications for rural areas—but instead opted to wait until after elections. However, many of the supportive officials were voted out of office, resulting in a need for additional outreach to new elected officials. Though not opponents of the toolkit, they didn’t immediately understand it. Rural areas were mostly receptive to policies designed to preserve rural character—but wary of any policies that could prevent them from developing as they like at the same time. Large landowners in particular were resistant to the toolkit and plan. A final vote on this is still pending, because planners there “would rather wait five years to ensure support than get a no vote.” The comprehensive plan has been adopted, but there are no mechanisms to enforce it at this point, so the plan isn’t having a significant impact yet.

From DOTD’s perspective, growth management is understood to be an important need in this region especially, but political issues tend to stymie action. Access management is an important priority and viewed as a potential money-saver. There has been strong support in St. Tammany Parish, mixed results in other places. Some participants observed that there is a disconnect between

policy recommendations and enforcement. For example, through their funding for access management and corridor preservation, DOTD has gotten rural parishes to agree to resolutions prior to project approval, but if they later fail to conform to those resolutions, DOTD isn't able to intervene. Some local jurisdictions have provided permits to build in what was supposed to be DOTD right of way. With Complete Streets, there are few if any official agreements with local jurisdictions to ensure policy consistency.

The Chamber of Commerce, meanwhile, has a transportation issue council, and believes that now is the time for the implementation of growth management initiatives, in anticipation of the \$70 billion in industrial development that is slated to occur across South Louisiana, potentially resulting in tremendous rapid growth. The influx of people working along the I-10 corridor will need someplace to live.

The mentality of private developers has begun to change over the last ten years, with a greater acceptance of some degree of regulation and acceptance of smart growth principles. However, many developers, especially smaller developers, see regulation as a burden. Regardless, the private sector needs education and transparency in order to understand how policy changes or regulations impact them, and why they are being implemented. In some cases, it may be necessary to incentivize desired changes if the public sector is unable to compel them.

Inter-jurisdictional Coordination

This region saw big success in Jena, LA, where DOTD was able to build consensus and support for an alternative process to allow for a couplet instead of a downtown bypass. DOTD evaluated alternatives through the Stage Zero process; meanwhile a concurrent local planning process occurred involving 10% of the town's population. The town didn't like DOTD's options, so Jena came up with some funding for improvements and DOTD went along with their proposal. There was good public support for this, and Jena was able to "save their downtown." When citizens saw what might happen if the bypass was constructed, they decided to put the elementary school downtown and were able to get Transportation

Enhancement grants to add connectivity to bike and park infrastructure.

In Tangipahoa, coordination between the local authorities and DOTD district is good. The local government already seeks DOTD approval for subdivision developments before looking at applications. Streets have to be built to DOTD standards, so "getting the streets right" doesn't present a major challenge—people just don't want to be told what to do with their property.

When DOTD uses context-sensitive approaches (e.g. roundabouts and J-turns), but implements them gradually, people start to realize that they can be effective. For example, in Abita Springs, initially fierce opposition to a roundabout (including concerns for pedestrian safety) resulted in DOTD doing their research, and coming back to the community able to demonstrate how it would improve pedestrian safety and traffic flow. Community concern was assuaged, and now the community likes the result. Similar experiences were reported on roundabouts in Hammond: initially, residents wanted a signalized intersection, but learned that a roundabout could be a good alternative.

DOTD has been working with developers to retrofit project designs completed prior to Complete Streets policy adoption; things are progressing "in baby steps." A need remains from DOTD's perspective to work with local politicians and help convince them about the benefits of such policies. On the other hand, parishes are learning that it isn't necessarily DOTD's problem that access and congestion issues are occurring with new development. One example: Hoover corridor in Tangipahoa, currently under corridor study from RPC to address major backups. A new Walmart in Covington also worked on an access management approach to mitigate their own impacts. Generally, no formal agreements with local officials have been entered into, however, and there's not always effective communication of information about what is happening across jurisdictions, so it can be difficult to assess what impacts are going to result from a given project.

The Better Block demonstration in Baton Rouge brought together the city's Department of Public Works (DPW), DOTD, businesses, and non-profits, to show what a

complete street could look like. The demonstration included temporary crosswalks, a bike lane, pop-up businesses, etc. on a corridor linked to the road transfer program: Government Street is slated to become a city road. This activity helped change the minds of opponents to change. However, on this project, as elsewhere, there have been coordination failures where the State has made improvements (e.g., ADA-compliance improvements) and local governments have failed to concurrently plan improvements or change existing designs to maximize the impacts of those investments. In other words, this was a useful demonstration project to show people what could be, and galvanize the community—and even turned one DPW traffic engineer from a critic to an advocate, but didn't necessarily translate to impacting decision-making. If the project had happened earlier, it could have impacted the design process to be more pedestrian-friendly.

Another example is the Bluebonnet Blvd overlay district, where design efforts were effectively coordinated. Bluebonnet was the first example of an overlay district that included strong design standards. It was adopted before the road was widened, to make sure impacts could be mitigated by development regulations. It created a frontage between the commercial roadway and neighborhoods, making development more neighborhood-friendly. After this happened, overlay districts became very popular—perhaps too popular and difficult to manage. This helped influence the Greater Baton Rouge plan to work toward good design standards everywhere, not just on overlays.

Transportation Priorities

From the business perspective, the top priority for this region is congestion relief, e.g., the Baton Rouge Loop road and/or expansion of I-10 from the bridge to the split. Some participants however, observed that if the corridor is widened, demand will simply expand to fill it. In addition, the Chamber expressed that there is a need to look at both passenger and freight rail, in particular how we fit into the corridor from Houston to Atlanta. Freight requires efficiency, and the bridge is a critical chokepoint. I-10 shouldn't be the only option for freight transportation.

Bike advocates observe that Baton Rouge doesn't have a true bike plan, and it's not clear how pending transportation investments (e.g. the greenway from downtown to City Park; the levee trail paths) are serving to create accessibility. In addition, there's no regional transit plan for this region (or for New Orleans).

Future Baton Rouge has a list of prioritized roadway projects and corridors that are supposed to be redesigned as Complete Streets, including the greenway from downtown to City Park. This prioritizes easy targets and obvious connections, but is only a first step. So far, investments have been ad-hoc, not cohesively planned and prioritized or network-based. This is a new way of thinking for the region, and it's important for considering future connectivity. New growth management policies also need to foster a proactive approach to establishing street grids for new development in advance, especially greenfield development in South Baton Rouge where impacts could be most immediate. To date, the region hasn't been very proactive about roadway network planning for new development, instead relying on the developer to anticipate needs and impacts and having to fight about whether to connect to existing streets.

DOTD observes that corridor preservation is a challenge, because there are statutory limits on how long the state can hold the land without utilizing it before they must sell it back. DOTD needs to be able to plan corridors, so this may require a legislative change.

Many participants observed that congestion is a major issue in Baton Rouge. Some suggest that transit is a solution, since "you can't build your way out of congestion." And to accompany a more robust transit system, one participant observed, the city should incentivize building a denser core, rather than trying to widen roads, using disincentives and incentives to restrain the city's footprint and encourage infill development to avoid having to expand roads or other city services. However, participants didn't agree on what, precisely, constitutes the urban core of Baton Rouge. Most agreed that greenfield development outside of city limits should not be encouraged. In addition, participants observed that Baton Rouge needs more residential opportunities and culture of living downtown to create a "24 hour

neighborhood” where transit is a viable alternative. Currently, there doesn’t seem to be enough demand for downtown living. Overall, connectivity is an issue. There is limited connectivity for anything but driving. Access to the University is not great yet for non-drivers, which discourages downtown living as well.

There is a lot of momentum around the Super Regional Rail Authority, which is an emerging example of intergovernmental coordination, new to Louisiana. Regionally, this is a priority project involving several parishes, working on a long-term goal of passenger rail. The compact is a new entity, and may have the ability to access unique finance options not available at the state level, such as value capture finance. However, the compact can’t be just about this one project; it needs to consider the overall network, and station connectivity. The group’s goal is to relieve congestion, create access and connectivity to job centers, and support alternative transportation. If successful, the compact will help the area function as a super region, with bigger impacts than individual projects could have.

Obstacles

A persistent obstacle for Tangipahoa is the inability to enforce implementation of the comprehensive plan, in the face of resistance to adopting ordinances.

For the rail compact, identifying funding sources to make such a large-scale project work has been a challenge. There would have to be reallocation of existing funds, meanwhile, the state is running out of money to widen roads. There needs to be more local funding generated for transportation.

It has been difficult to reconcile the public’s demand for congestion mitigation today, when government agencies are working on projects with a 20 year timeline. Also, projects must have clear economic returns. “Selling” rail to the public is a challenge because even if people don’t want such projects right now, they may well want them in the future.

Moving Forward

There are still many commuters between Baton Rouge and New Orleans—in both directions. As the population continues to boom in Assumption and Ascension Parishes with the construction of new plants, congestion can only be expected to worsen along this corridor.

A key issue identified is how to work toward future options that are multi-modal within a framework of an increasingly problematic gas-tax funding stream? Louisiana has very low taxes and fees, and participants suggested taking a look at how to create more revenue through tolling, impact fees, licensing, and vehicle inspections, instead of pricing roads “the same way we always have.”

Participants observed that statewide, we also need to move away from the mindset that Complete Streets elements are add-ons; rather, they need to be a prioritized component of projects from the beginning, so the “sticker prices” realistically reflect the funding that’s necessary. Funding conversations need to happen statewide, but also at the local level, and should include development of new types of agreements and partnerships with DOTD to coordinate funds for projects that the state does not currently support.

Growth management, for transportation as well as other infrastructure, is a big issue for Baton Rouge. In order to make it happen, local entities need state support for technical assistance, education, comprehensive planning. This is especially true in rural parishes. CPEX’s smart growth toolkit project demonstrated how a little bit of outside support can help rural areas build momentum for using local funds for planning—essential in order to apply for other types of funding.

Baton Rouge needs a clear manual of best practices that everyone can agree on and comply with. One participant suggested using the Miami 21 plan as a model for useful guidelines. In rural areas, improvements to subdivision regulations in support of state policy goals should be encouraged.

4.6 Focus Group Summary: Southwest Louisiana Region

Overview

The Southwest Louisiana Focus Group was held at the Rosa Parks Transportation Center in Lafayette, hosted by the Lafayette Consolidated Government (LCG). Attendees included representatives of the Lafayette area MPO and Lafayette Consolidated Government, the Lake Charles-area MPO (IMCAL), DOTD, Calcasieu Parish, and the city of Carencro.

Key Findings:

- Regional coordination in the Lafayette area has been strong thanks to the integration of the MPO and the Lafayette Consolidated Government, but expansion of the urbanized area and separation of those two entities means there is an even greater need for new processes by which to ensure effective coordination, such as formal tripartite agreements between local, regional, and state agencies.
- Regulatory variation between cities and fringe areas has resulted in undesirable outcomes and conflict with developers. Greater consistency would help prevent developers from undermining the intended goals of growth management policies already in place within municipal boundaries, such as setback requirements and sidewalk requirements.
- Performance-based land use regulation may be an effective tool for communities resistant to traditional zoning, such as Carencro.
- Tools to enhance outreach and education efforts around existing and new policies, for citizens as well as elected officials and local staff, are needed to implement local plans, new policies, or to facilitate the ‘trickling-down’ of state policies.

Current Growth Management Efforts

The Lafayette MPO has been practicing coordinated growth efforts for many years now, but as they are preparing to expand their jurisdiction, they expect to be working with many governments that do not have a tradition of planning. Participants observed that there is

no tradition of community planning in the region except for urban areas. This leads to a big gap in inter-jurisdictional coordination between urbanized and rural areas.

The MPO has employed a consolidated thoroughfare plan for 30 years now. Developers must comply with an enhanced setback requirement. Lafayette Consolidated Government manages development with all municipalities in the region, except Broussard. There are problems with consistency and unclear jurisdictional roles in some cases. They employ a cross section design review standards with recommendations. However, instances still occur when developers have to go back to fix something they’ve done wrong. Often, the inappropriate application of suburban practices in an urban context is a problem this region contends with.

Elsewhere, organizations like CPEX are handing out grants to encourage plan adoption, but communities don’t know what to do with the plans once adopted, and haven’t received funds for implementing them, hindering the effectiveness of such efforts.

ROW is an issue in parts of the region. For example, a typical problem occurs when there are old roads with old oak trees that are to be preserved, and the streets have been widened so much that there is no space left for a sidewalk. Whose jurisdiction should this sidewalk be under? Who should ensure this coordination and preemptive planning?

Unless the state says that a given planning or design review process is law, many jurisdictions will simply ignore it, especially when new, private development is in the mix. “It would be easier to enforce as a state law, because there does tend to be pressure that is put on local governments from the Wal-Marts” one participant observed, meaning that it can be difficult to resist pressure to let large developers bend the rules. Meanwhile, “Elected officials will remind us all the time that they are cautious about these policies because they will get pushed back in their face from constituents. “

In Lafayette, connectivity is embedded in the local subdivision regulations but can be waived by the council. To prevent landowners from having multiple driveways,

LCG owns a 1-ft strip to control where the driveway goes. But the councilman said this was essentially a taking, and they waived it. Also in Lafayette, the enhanced setback requirement is set in local subdivision regulations for everywhere except Broussard. There is a specific classification for different roadways. There can be no permanent structures within the setback.

State-level Complete Streets and access management policies have not effectively trickled down to local decision-making in this region. Local councilmen largely don't know there is a Complete Streets policy, or what it means. Lafayette already had an access management policy in place, so the state's policy wasn't crucial, though it has had more effect on surrounding areas (with mostly state roads).

Broussard is irate over access management. They paid to have their road construction accelerated, and do not believe the state can "restrict" their road now. Regional authorities must fight them over water, roads, annexation—very strong resistance to regulation is the dominant attitude.

Calcasieu has implemented some growth management measures (e.g., development requirements within an urban growth boundary/target area), but there has been resistance against adopting a comprehensive plan. Some large landowners, as well as "Tea Party" members, came out against it. Calcasieu has also experienced tremendous growth in the fringe areas, past municipal boundaries, where developers go to what they couldn't do in the city.

Lafayette has seen people leave who do not want to be told what to do with their land, but then they want the government to step in when someone builds a hog farm next to them.

Carencro allows any type of land use as long as it meets specific performance requirements, rather than conventional zoning, which may be a useful model in communities resistant to land use regulation.

The state's road transfer program has been very popular in some areas. There have been many more transfers at the town and city level compared to the parish level. "DOTD doesn't own anything in Youngsville anymore" remarked a

focus group participant. For some jurisdictions, road swaps (wherein a local government takes over a portion of state roadway, but in return transfers responsibility for a formerly locally owned corridor to the state) make more sense than road transfers—nobody wants to take on the burden of caring for additional road miles. However, some accept road transfers or swap roads to speed up development or build it how they want it rather than according to DOTD protocol.

A participant asked, if a state road is running through an urban area that has achieved more compact development, are there any policies in place that require certain setbacks? Other attendees indicated that they understand there is currently no state law to dictate this, it would be a local decision.

Overlay districts are commonly used tools. There has been a common theme of overlay districts becoming so popular that it becomes difficult to manage, and instigates the development of more broad zoning rules.

Inter-jurisdictional Coordination

The tripartite agreement from Arkansas, a formal mechanism for inter-jurisdictional coordination which LCG has used as a model for their own efforts, was mentioned as an effective way to get all parties on board for specific development requirements, so as not to cave to private developers who wish to ignore regulations. Participants agreed that effective preemptive planning and simple communication can save a jurisdiction funding in the future. One effective practice employed is the use of thoroughfare maps for new subdivisions, which requires developers to follow roadway designs and plans for future development. Something as simple as a meeting to give landowners a heads up that a roadway will be expanding can prevent wasted money on purchasing ROW later on. This is not regulation, just communication. The consolidation in Lafayette has really helped with this communication. However, change is coming in this regard, because the Lafayette MPO is separating from LCG. This will change how everything operates here. Meanwhile, the urbanized area is expanding.

Lake Charles MPO is not as integrated with local government as Lafayette is; it's more dependent on what

the parish and city decides. They get to score projects that come to them, but it is not an integrated decision-making process.

Regionally, there are issues with councilmembers and connectivity: City councilmembers can be a problem if there is a high turnover rate and if they do not understand planning as a priority. “All of us can agree in this room what needs to be done, but the councilmembers need to be educated.” It takes them two years to be oriented, and for things to run smoothly. Lafayette recently had nine new elected officials and everything came to a halt.

In Carencro, it has been hard just trying to educate councilmembers about connectivity, but they do take the time and ask questions. Engaging them really helps.

Transportation Priorities

One big issue has been how to reconstruct suburban arterials that have evolved over time. Utilities don’t want to go under the state ROW, coordination could work better with a long term (50 year) agreement ensuring each party’s needs will be met in the long-run.

Non-motorized transportation is a priority, but a challenge. A planned sidewalk was pulled from corridor plan between Lafayette and Broussard (North South Parkway) because it would’ve extended the duration of the project. Now they’re having to come in with a Tax Increment Finance (TIF) to put in sidewalks after the fact. It has often been the case that if government agencies ask developers to put in sidewalks, they get the requirement waived because they are the only ones currently building on a given corridor, and the sidewalk wouldn’t yet connect to anything. Local government is responsible for sidewalk maintenance in Lafayette. It is a big issue here. Cases were cited where 85% of the roadway has been built and developed, but sidewalks were waived each time (because nobody else had installed them).

In Carencro, they required the developer to build the first section of sidewalk on Teema Road, and it now connects to the school.

Communities in this region are not utilizing enough federal funding for Safe Routes to Schools. But maintenance is a

recurring issue. One participant complained, “I don’t understand why the state is promoting sidewalks if they are not going to maintain sidewalks.” DOTD responded that funding is a major concern for them as well: “the state transportation sales tax budget is shrinking. We’re having to think about not cutting the grass, you can imagine that with sidewalks...”

Thoroughfare preservation is needed at the local level. Lafayette is going to be looking at infill development standards and congestion management in the coming years as an important priority.

Obstacles

One major obstacle that frequently plagues the region is project delay. With the industrial expansion in Lake Charles, there is a need to move fast on projects now. Elected officials do not understand why a project will take ten years when the money is in the bank now. For example, the I-10 bridge in Lake Charles has needed replacing for years, and now they are looking at three more years for an environmental impact statement, which is a problem. There is a need for improved project delivery processes, which could be achieved with help from regional authorities. “Unless you have somebody carrying projects from one desk to the next for approval, it moves at its own pace.”

Lack of education and training for local decision makers, staff, engineers, and elected officials is a major obstacle, as is resistance from developers. It is important to get buy-in from local citizens, turning them into advocates and allowing local governments to use their support to move projects or policy forward. This means getting people to understand the costs of not creating connectivity and of not implementing growth management. Everyone wants to be in a cul-de-sac, but it costs so much to create large arterials around subdivisions and there needs to be more education as to how individual preferences impact collective outcomes.

Moving Forward

The bike and pedestrian advocacy communities have been an important voice for sidewalks and bikeways that this region expects to see continue to grow and build in the

coming years. The Community Foundation pushed the DOTD to put a bike path in a recent bridge design, for example. As a city, this could not have been that accomplished without that advocacy.

Comprehensive, coordinated and cooperative effort should be the guiding rule for DOTD, along with Tripartite agreements that clearly detail and formalize the terms of cooperation among multiple entities to make sure that coordination is effective. For example, processes should allow DOTD and local government to weigh in early on projects to prevent problems (like a sidewalk “fiasco” one participant mentioned on Penhook) there needs to be earlier and more frequent communication. A modeling tool would be useful to educate businesses and stakeholders about the costs and benefits of policy change versus inaction. In addition, state guidance for how to retrofit roads to make them more complete would be of benefit to local communities in this region.

Generally, policies must have stronger “teeth,” yet still be politically palatable. They must be strong enough to stand up to citizen and/or developer pressure. Participants asked how do other communities handle legal challenges that come up with policy/regulation (e.g. how many driveways can you have accessing property?)? This information would be useful for the region in defending their own actions.

Appendix: Outline of Questions for Focus Groups

Discussion Theme 1: Is growth management a priority?

- Is growth management (or “smart growth”) a priority or even ‘on the radar’ for your organization or your jurisdiction?
- If so, what kind of efforts if any have been initiated that aim to achieve Smart Growth principles or focus development on existing centers and neighborhoods in your area or in the work that you do?
- More specifically, do you know of any efforts to achieve those type of goals that focus on how transportation decisions and investments are made?
- Can you identify any local examples/projects that reflect implementation of growth management or smart growth approach?
- Who (if applicable) is driving local change? (MPO, advocates, councilmembers, etc.)

Discussion Theme 2: Inter-jurisdictional coordination

- In what ways does your organization coordinate with other governmental agencies? How frequently do you engage with other levels of government, e.g. state, local, regional, or with other agencies at the same level of government, such as between a planning department and a department of public works?
- What processes do you use to share important information about upcoming projects or policy changes?
- What steps could be taken to make it easier to get the information that you need from other departments, agencies, or organizations, specifically, relating to coordination between transportation and land use decisions?
- To what extent do DOTD policies, such as their Complete Streets and Access Management policies, influence local policy and decision-making, and how could the state support local jurisdictions in following their policy lead?

Discussion Theme 3: Transportation Priorities

- What are the top goals and priorities in your area relating to transportation?
- Given the demographics of your area, what is at the top of your list of transportation issues that need to be addressed in the next 5-15 years?
- The USDOT has identified five strategic goals, which are Safety, State of good Repair, Economic Competitiveness, Livable Communities, and Environmental Sustainability. These goals represent the federal government's top transportation priorities, and will be key criteria in federal transportation funding distribution decisions in the coming years. What steps need to be taken in your organization or what changes need to be made in this region in order to better address these goals and make it more competitive when federal funding opportunities arise?

Discussion Theme 4: Obstacles

- What are the barriers to implementing ideas that would better manage growth and more effectively coordinate land use and transportation?
- If there is political or community resistance, where is it coming from?
- Are there market factors that impede efforts to manage growth?
- Or is it more a matter of a lack of information and capacity and/or this isn't a priority issue for your organization?

Discussion Theme 5: Moving forward

- What would need to change in order to implement new growth management policies?
- What do you think would be the most appropriate, useful action DOTD (or another state agency) could take to promote smart growth at the local or regional level and achieve the USDOT's 5 strategic goals?
- Of the tools, policies, and practices listed on the handout, which do you feel are most appropriate and could have the greatest impact in this region, and at what level would they best be applied? Are there some that you feel the state should take the lead on, and some that you think local governments could readily adopt? What is the MPO's role in creating integrated transportation and land use policy that promotes smarter growth?
- Under the current federal transportation bill, what changes in how transportation investments are made or in how funding is allocated are needed in order to maximize the region's ability to address infrastructure needs and better manage growth?

Development of Minimum State Requirements for
Local Growth Management Policies—Phase 1

Appendix F:

**Growth Management Impact Modeling Tool—
Model Development and Results**

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Written By: John Renne

September 15, 2014

LTRC Project 12-4SS



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Introduction

The purpose of this exercise was to model the potential impacts of implementing a growth management policy approach. This exercise builds on recent studies that have demonstrated a statistically significant correlation between built environment and transportation variables with vehicle miles travelled (VMT), the crash rate, injury rate, and fatality rate at the metropolitan level.¹ The model was applied to data for the New Orleans and Baton Rouge metro regions. This exercise resulted in a worksheet for each region that transportation planners and officials can use to test various scenarios. This approach builds upon a number of efforts in regional transportation and land use planning during the post-Katrina environment that have sought to promote growth management and smart growth efforts.

Methodology

The project team utilized and adapted two elasticity models designed by Dr. Reid Ewing at the University of Utah to 1) model VMT growth in US Urbanized areas based on a variety of economic and demographic variables² and 2) predict change in crash rates based on changes in VMT and built environment variables.³ Using these models, and the elasticities for each variable developed by Dr. Ewing, we developed an editable worksheet, populated with data for each metropolitan region, which shows how changes to the built environment or resulting from policy change (e.g., gross population density, fuel price, transit miles per capita, etc.) could result in changes in VMT and traffic safety outcomes. Dr. Ewing was hired as a sub-consultant to the University of New Orleans (UNO) team to ensure accurate and valid outcomes for our work in this Task.

The first step was identifying the significant variables that predicts VMT growth. Dr. Ewing's study⁴ reviewed the literature on this topic and used a structural equations model based on data of VMT growth in all 443 urbanized areas in all 50 states. Based on his model and the literature, he reported the best-estimate elasticity values for the change in population, income, freeway and other roadway lane miles, transit passenger miles, fuel price, and density on the change in VMT.

Our team at UNO has built upon Ewing's work by connecting the change in VMT to traffic safety outcomes. In another study⁵, Ewing reported elasticities of variables in predicting outcomes for crash rates, injury rates, and fatality rates. In each of these models, VMT is an input variable along with other built environment variables. The worksheet we created for the Baton Rouge and New Orleans metro regions utilizes baseline data for each variable in both of Ewing's studies, allows users to increase or decrease the percentage for each variable, which then shows the changes in VMT, crash rate, injury rate and fatality rate.

The model we created is "timeless" meaning that the percentage increase or decrease for each independent variable could take place over any specified time-period. We would expect the percentages of some variables, such as population growth, to increase more over longer periods. However, other variables, such as freeway lane miles might not change much due to recent federal policy shifts that emphasize system preservation over expansion.⁶

¹ Ewing, R., Hamidi, S., Gallivan, F., Nelson, A. and James B Grace. (2014). *Structural equation models of VMT growth in US urbanised areas*. Urban Studies Published online before print February 10, 2014, doi: 10.1177/0042098013516521 0042098013516521; Ewing, R., and Kim, K. *Traffic Safety App*. 2012.

² Ibid.

³ Ewing, R., and Kim, K. *Traffic Safety App*. 2012.

⁴ Ibid, Ewing, Hamidi, Gallivan, Nelson and Grace, 2014.

⁵ Ibid, Ewing and Kim, 2012.

⁶ U.S. Department of Transportation. 2012. Transportation for a New Generation: Strategic Plan 2012 – 2016. <http://www.dot.gov/dot-strategic-plan>

The next step was to collect the baseline data for input into our Growth Management Policy Model, which is reported in Table 1. After the baseline data were collected, the UNO team created the Growth Management Policy Model, which is a series of interlinked tables. The model is created so the user can insert the percentage increase or decrease for each variable at the top of the spreadsheet. This data is then multiplied by the baseline to determine the new value of each variable. The change in VMT is calculated by multiplying the baseline VMT by the elasticity and the percentage change in the variable. All of the changes in VMT for each change in each independent variable are added together to show the new VMT value based on the change in each of the variables.

Next, this same process is used, but the new VMT value become an input along with other variables to determine traffic safety outcomes. In predicting change in the crash rate, the independent variables used include VMT, EMPDEN, and INTDEN. According to the Ewing’s study,⁷ VMT is the only significant variable influencing the injury rate. With regards to the fatality rate, input variables include VMT, EMPDEN, and INT4WAY.

Table 1: Data Inputs and Data Sources for Growth Management Policy Model

Variable	Definition	Data Source
POP	Population in thousands	ACS 2012 DP05
INC	Income per capita	ACS 2012 DP03
FUEL	Average metropolitan fuel price	Oil Price Information Service 2010 (Provided by University of Utah)
FLM	Freeway lane miles per 1000 pop	Highway Statistics 2011
OLM	Other lane miles per 1000 pop	Highway Statistics 2011
POPDEN	Gross population density	University of Utah
TPM	Annual transit passenger miles per capita	National Transit database
EMPDEN	Gross employment density	University of Utah
INTDEN	Intersection density	University of Utah
CRASHRATE	Crash rate per 100,000 population	LSU crash data reports
INJURYRATE	Injury crash rate per 100,000 residents	LSU crash data reports
INT4WAY	Percentage of 4-way intersections	University of Utah
FATALRATE	Fatal crash rate per 100,000 residents	LSU crash data reports

Future Growth Scenario

Base Case Growth Scenario

In order to test the model, we then had to determine a timeframe and input percentage changes for the independent variables in the model to determine if the outcomes were meaningful. This section describes the basis for input variables into our model. Based on other available data, the timeframe we choose is the period 2010 – 2030. We selected a base case growth scenario, described below as well as conduct a sensitivity analysis using a pivot point model for each variable.

Population (POP) - Task 3 of this project examined the Socioeconomic and Demographic Trend Analysis for Louisiana and provided population projections for each parish in the state from 2010 to 2030. According to Table 22 of that report, Tables 2 and 3 below summarizes the population projections for each of the parishes in the Baton Rouge and New Orleans Regions:

⁷ Ibid, Ewing and Kim, 2012.

Table 2: Baton Rouge Region Population Projections

Baton Rouge Region (Parish)	2010 Population	2030 Population
Ascension	109,030	196,140
East Baton Rouge	433,700	421,500
East Feliciana	20,040	17,060
Iberville	30,830	24,640
Livingston	129,420	242,780
Pointe Coupee	22,240	19,380
St. Helena	10,390	8,610
West Baton Rouge	22,720	21,070
West Feliciana	15,260	14,260
Baton Rouge Metro Total	793,630	965,440
Percentage Growth	22%	

Table 3: New Orleans Region Population Projections

New Orleans Region (Parish)	2010 Population	2030 Population
Jefferson	436,430	454,670
Orleans	247,580	256,010
Plaquemines	22,440	29,130
St. Bernard	20,870	22,480
St. Tammany	246,910	459,160
Tangipahoa	111,730	131,350
New Orleans Metro Total	1,085,960	1,352,800
Percentage Growth	25%	

Income (INC) – according to the US Census Bureau, inflation adjusted median family income from 2000 – 2010 decreased slightly from \$70,912 to \$69,625. Income increased from 2000 to 2002, declined until 2006, increased to 2007 and then fell until 2010. Inflation-adjusted income tends to rise and fall based on the economic cycles. Historically, inflation-adjusted income would tend to increase modestly over a long-period. Given the current strength of Louisiana’s economy and the prospects for the state to be a leader in trade, oil, gas, and tourism for the indefinite future, we are using an inflation-adjusted per capita growth rate of INC of 5% from 2010 – 2030 for both Baton Rouge and New Orleans regions.

Average Metropolitan Fuel Price (FUEL) – predicting fuel prices by 2030 is nearly impossible. However, there is a lot of literature on the topic of oil demand increasing as population grows whereas oil supply remains constrained due to various production challenges. In recent years, oil production in the US has increased due to fracking and deep-water drilling, but these practices remain controversial given the Deepwater Horizon disaster and environmental opposition to fracking. Nevertheless, we do expect these practices to continue, if not grow. Given these various considerations, our educated guess is that inflation-adjusted fuel prices will likely outpace income. Given that we used 5% for INC, we will use 8% for FUEL for both Baton Rouge and New Orleans regions.

Freeway Lane Miles (FLM) and Other Lane Miles (OLM) – given the state of finances at the federal and state level, there are serious challenges for the gas tax to keep pace with transportation infrastructure maintenance needs. Unless Congress and the Louisiana Legislature increases the gas tax, there will be scarce resources for expanding the highway system. Therefore, we will estimate a 3% growth in FLM and OLM in this model between 2010 to 2030.

Population Density (POPDEN) - Given that population is expected to growth by 22% in the Baton Rouge region and by 25% in the New Orleans region, and the regions have some constraints to expand their geographic footprints based on wetlands, we are projecting a growth in density proportionate with the rate of population growth. In fact, the New Orleans region is over twice as dense as the Baton Rouge Region. Given the millennial generation’s desire for living in denser, walkable communiites with mixed land uses and transit, the trends towards increase density is underway.

Transit Passenger Miles per Capita (TPM) – As noted above, federal and state trust funds are nearly broke and the USDOT is shifting policy towards promote transit usage in urban areas. Without highway expansion, roads will become more congested and transit will become more viable. Much of the funding for transit expansion is driven based on local referenda where taxpayers choose to tax themselves to cover the local share of building more transit and having funds for service. Moreover, the millennial generation has been embracing transit unlike any generation in our nation’s history. Given these factors, we expect transit miles per capita to increase by 10% from 2010 to 2030.

Employment Density (EMPDEN) – We expect the growth in employment density to match closely the rate of population density, thus we project a 22% and 25% for Baton Rouge and New Orleans, respectively.

Intersection Density (INTDEN) and Percentage of 4-Way Intersections (INT4WAY) – Similar to FLM and OLM above, we do not expect significant changes to the roadway infrastructure system, thus we estimate a modest 3% growth in INTDEN and INT4WAY.

Sensitivity Testing Using a Pivot Point Model

In order to conduct a sensitivity test, we utilized a pivot point model and conducted high and low tests around the base model. The low test was based on half the rate of growth in comparison to the base case and the high test was based on doubling the growth rate of the base case. The values for the Pivot Point model for each region are shown in Tables 4 and 5.

Table 4: Baton Rouge Pivot Point Sensitivity Scenarios

Variable	Low Growth Estimate	Base Growth Estimate	High Growth Estimate
POP	11%	22.0%	44%
INC	2.5%	5.0%	10%
FUEL	4%	8.0%	16%
FLM	1.5%	3.0%	6%
OLM	1.5%	3.0%	6%
POPDEN	11%	22.0%	44%
TPM	5%	10.0%	20%
EMPDEN	11%	22.0%	44%
INTDEN	1.5%	3.0%	6%
INT4WAY	1.5%	3.0%	6%

Table 5: New Orleans Pivot Point Sensitivity Scenarios

Variable	Low Growth Estimate	Base Growth Estimate	High Growth Estimate
POP	12.5%	25.0%	50%
INC	2.5%	5.0%	10%
FUEL	4%	8.0%	16%
FLM	1.5%	3.0%	6%
OLM	1.5%	3.0%	6%
POPDEN	12.5%	25.0%	50%
TPM	5%	10.0%	20%
EMPDEN	12.5%	25.0%	50%
INTDEN	1.5%	3.0%	6%
INT4WAY	1.5%	3.0%	6%

Backcasting Model

The final analysis conducted in this study is a backcasting model. Backcasting allows for policymakers to set goals based on a future outcome and put forth a set of policies to achieve the goals. In this case, the goal is to cap VMT growth and improve safety at while allowing population growth. Safety includes the crash rate, injury rate and fatality rate. In this study, the Base Case growth rates were applied with respect to POP, however, FUEL, POPDEN and TPM were adjusted to ensure that VMT remained capped. Backcast scenarios were conducted for Baton Rouge and New Orleans for Low Growth, Base Case and High Growth models.

Findings

Sensitivity Testing Using a Pivot Point Model - Baton Rouge

The Baseline for 2010 and the outcomes of the Low Growth, Base Case, and High Growth Pivot Point models for Baton Rouge in 2030 are presented in Table 6 and Figures 1 -4. The model predicts that from 2010 to 2030 VMTs would grow by 4% under a low growth scenario, 9% based on the base case scenario and 18% based on a high growth scenario. The crash rate would increase from 3% - 14%, the injury rate would increase from 3% - 12% and the fatality rate would increase by 1%, 3%, and 6%, based on low, base, and high growth rates, respectively.

Table 6: Projections for Baton Rouge in 2030 Based on Pivot Point Model

	Baseline	Low Growth	Base Case	High Growth
VMT per capita (annual)	9,319	9,712	10,153	10,987
Percentage Change in VMT Compared to Baseline	-	4%	9%	18%
Crash Rate	2,613	2,703	2,801	2,989
Percentage Change in Crash Rate Compared to Baseline	-	3%	7%	14%
Injury Rate	668	686	707	747
Percentage Change in Injury Rates Compared to Baseline	-	3%	6%	12%
Fatality Rates	5.89	5.96	6.05	6.21
Percentage Change in Fatal Crash Rate compared to Baseline	-	1%	3%	6%

Figure 1: VMT Projected Change for Baton Rouge by 2030 Based on Level of Growth

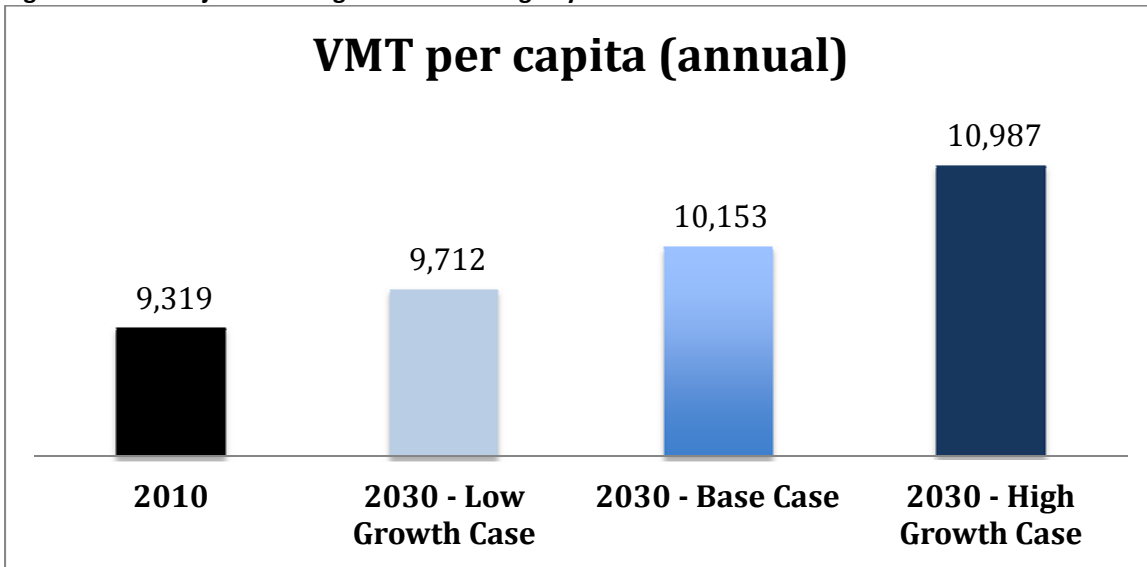


Figure 2: Crash Rate Projected Change for Baton Rouge by 2030 Based on Level of Growth

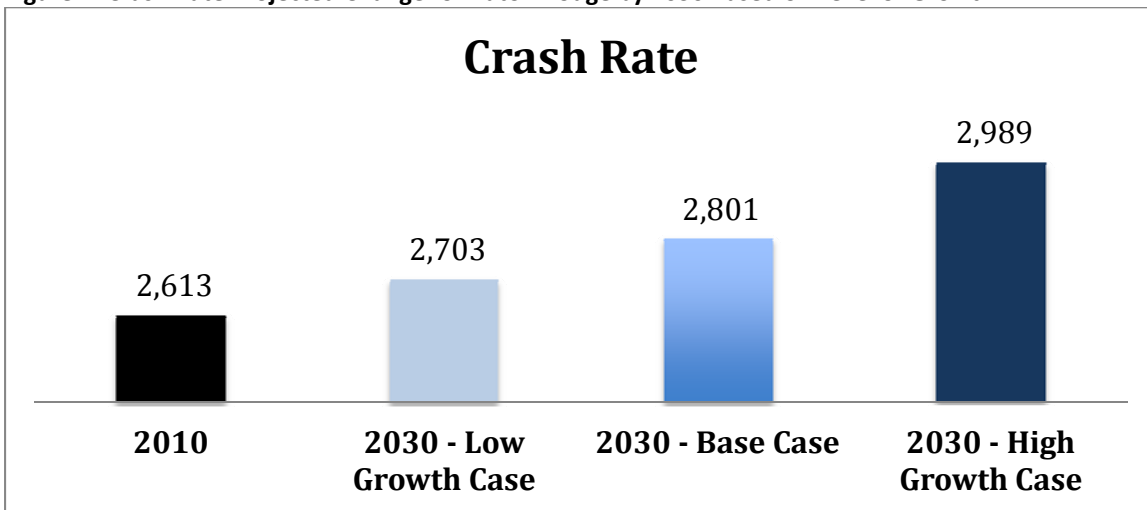


Figure 3: Injury Rate Projected Change for Baton Rouge by 2030 Based on Level of Growth

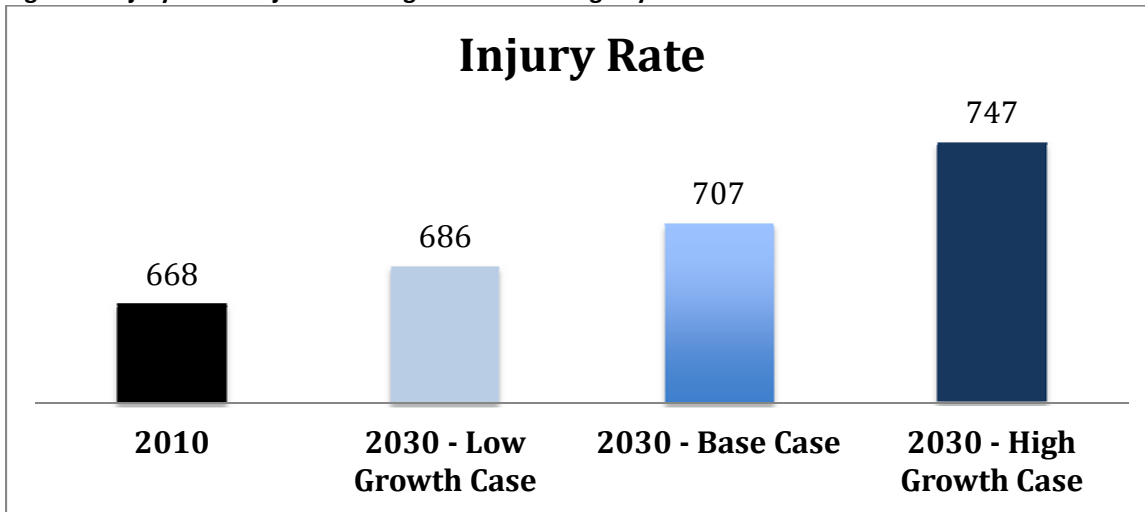
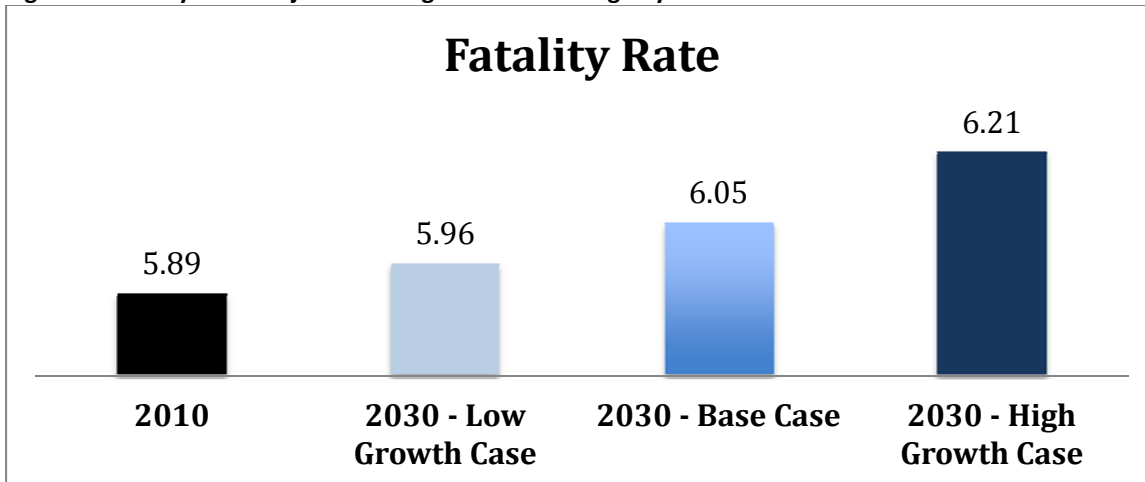


Figure 4: Fatality Rate Projected Change for Baton Rouge by 2030 Based on Level of Growth



Sensitivity Testing Using a Pivot Point Model - New Orleans

The Baseline for 2010 and the outcomes of the Low Growth, Base Case, and High Growth Pivot Point models for New Orleans in 2030 are presented in Table 7 and Figures 5 - 8. The model predicts that from 2010 to 2030 VMTs would grow by 5% under a low growth scenario, 10% based on the base case scenario and 21% based on a high growth scenario. The crash rate would increase from 4% - 17%, the injury rate would increase from 3% - 14% and the fatality rate would increase by 2%, 3% and 6%, based on low, base, and high growth rates, respectively.

Table 7: Projections for New Orleans in 2030 Based on Pivot Point Model

	Baseline	Low Growth	Base Case	High Growth
VMT per capita (annual)	5,984	6,297	6,610	7,235
Percentage Change in VMT Compared to Baseline	-	5%	10%	21%
Crash Rate	2,047	2135	2222	2397
Percentage Change in Crash Rate Compared to Baseline	-	4%	9%	17%
Injury Rate	579	599	619	659
Percentage Change in Injury Rates Compared to Baseline	-	3%	7%	14%
Fatality Rates	2.82	2.87	2.91	3.00
Percentage Change in Fatal Crash Rate compared to Baseline	-	2%	3%	6%

Figure 5: VMT Projected Change for New Orleans by 2030 Based on Level of Growth

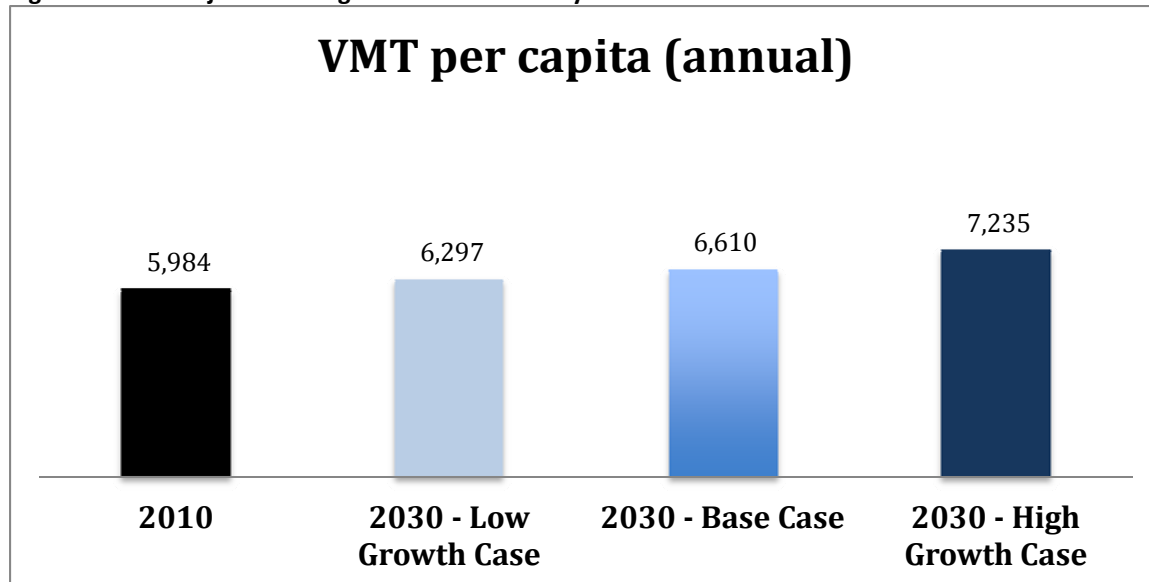


Figure 6: Crash Rate Projected Change for New Orleans by 2030 Based on Level of Growth

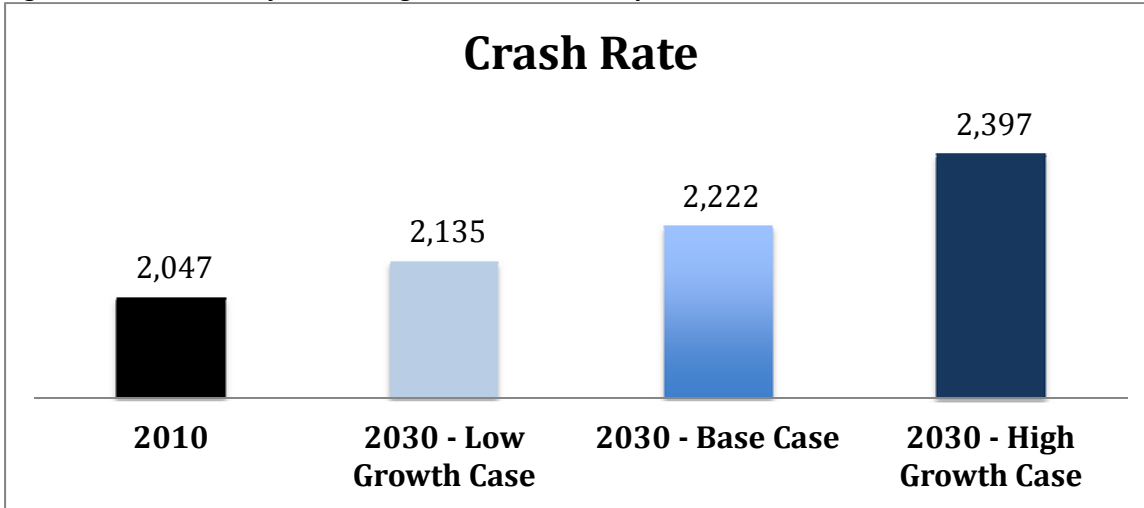


Figure 7: Injury Rate Projected Change for New Orleans by 2030 Based on Level of Growth

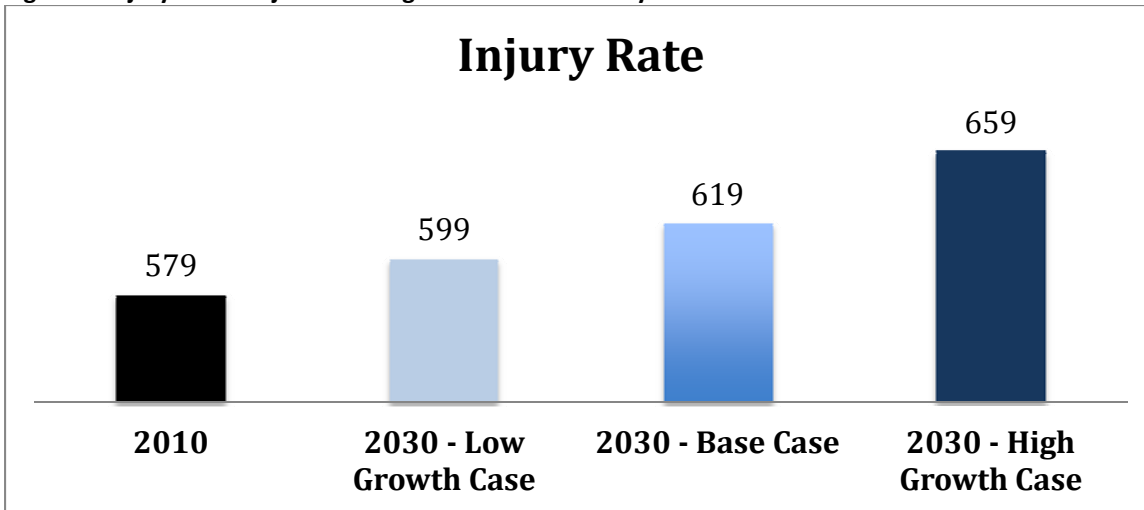
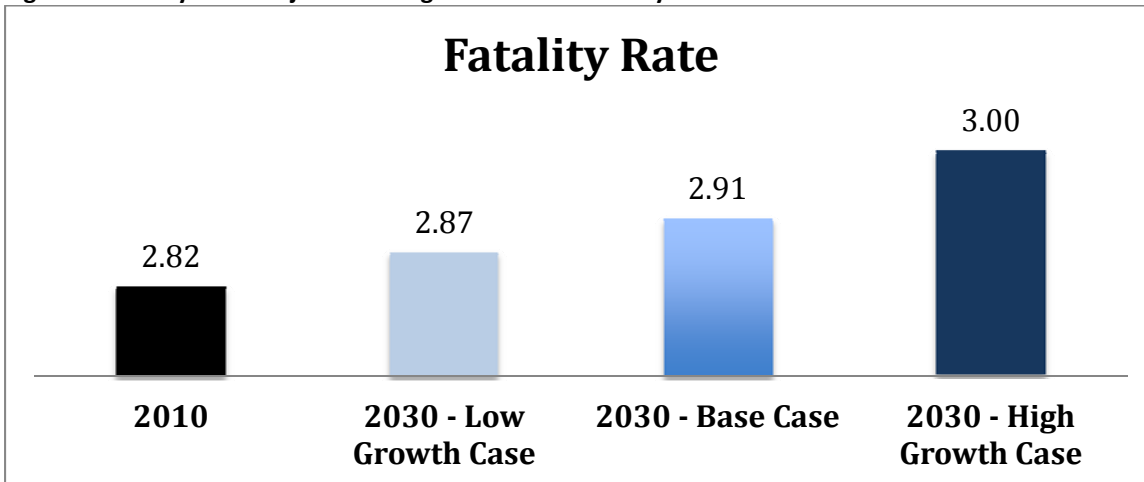


Figure 8: Fatality Rate Projected Change for New Orleans by 2030 Based on Level of Growth



Backcasting Model Results – Baton Rouge

The backcasting model results for Baton Rouge in Table 8 reveals that in order to achieve a future scenario of capping VMTs and improving safety while allowing POP, FUEL, POPDEN, and TPM must increase significantly. In the Low Growth scenario of 11% POP growth, FUEL, POPDEN, and TPM must each increase by 26%. The Base Case scenario reveals that for POP to grow by 22%, FUEL, POPDEN, and TPM must increase by 50%. The High Growth scenario of 44% POP growth necessitates 92% growth in FUEL, POPDEN and TPM in order to cap VMT and improve safety.

Table 9 shows that in order to achieve Low Growth, Base Case, or High Growth population scenarios by 2030 FUEL (in present year dollars) would need to increase to \$3.54, \$4.16, or \$5.40, respectively, to cap VMT growth. POPDEN would need to reach 2,042, 2,430, or 3,111, respectively and TPM would need to grow to 33.44, 39.81, or 50.96, respectively in order to cap VMTs and improve safety.

Table 8: Backcasting Results for Baton Rouge to Cap VMT and Improve Safety

	Low Growth	Base Case	High Growth
Population (POP)	11.0%	22.0%	44.0%
Income per capita (INC)	2.5%	5.0%	10.0%
Average metropolitan fuel price (FUEL)	26.0%	48.0%	92.0%
Freeway lane miles (FLM)	1.5%	3.0%	6.0%
Other lane miles (OLM)	1.5%	3.0%	6.0%
Population density (POPDEN)	26.0%	50.0%	92.0%
Annual transit passenger miles per capita (TPM)	26.0%	50.0%	92.0%
Gross Employment Density (EMPDEN)	11.0%	22.0%	44.0%
Intersection Density (INTDEN)	1.5%	8.0%	6.0%
Percentage of 4-way Intersections (INT4WAY)	1.5%	5.0%	6.0%

Table 9: Backcasting Targets for Baton Rouge to Cap VMT and Improve Safety

	Low Growth	Base Case	High Growth
Population in thousands (POP)	668	734	867
Average metropolitan fuel price (FUEL)	3.54	4.16	5.40
Gross population density (POPDEN)	2,042	2,430	3,111
Annual transit passenger miles per capita (TPM)	33.44	39.81	50.96

Backcasting Model Results – New Orleans

Table 10 shows the backcasting results for New Orleans. In order to achieve a future scenario of capping VMTs and improving safety while allowing POP, FUEL, POPDEN, and TPM must increase significantly. In the Low Growth scenario of 11% POP growth, FUEL, POPDEN, and TPM must each increase by 26%. The Base Case scenario reveals that for POP to grow by 25%, FUEL, POPDEN, and TPM must increase by 56%. The High Growth scenario of 50% POP growth necessitates 102% growth in FUEL, POPDEN and TPM in order to cap VMT and improve safety.

Table 11 shows that in order to achieve Low Growth, Base Case, or High Growth population scenarios by 2030 FUEL (in present year dollars) would need to increase to \$3.65, \$4.38, or \$5.68, respectively, to cap VMT growth. POPDEN would need to reach 4,653, 5,583, or 7,229, respectively and TPM would need to grow to 103.90, 124.68 or 161.44, respectively in order to cap VMTs and improve safety.

Table 10: Backcasting Results for New Orleans to Cap VMT and Improve Safety

	Low Growth	Base Case	High Growth
Population (POP)	11.0%	25.0%	50.0%
Income per capita (INC)	2.5%	5.0%	10.0%
Average metropolitan fuel price (FUEL)	26.0%	56.0%	102.0%
Freeway lane miles (FLM)	1.5%	3.0%	6.0%
Other lane miles (OLM)	1.5%	3.0%	6.0%
Population density (POPDEN)	26.0%	56.0%	102.0%
Annual transit passenger miles per capita (TPM)	26.0%	56.0%	102.0%
Gross Employment Density (EMPDEN)	11.0%	25.0%	50.0%
Intersection Density (INTDEN)	1.5%	3.0%	6.0%
Percentage of 4-way Intersections (INT4WAY)	1.5%	3.0%	6.0%

Table 11: Backcasting Targets for New Orleans to Cap VMT and Improve Safety

	Low Growth	Base Case	High Growth
Population in thousands (POP)	1,049	1,166	1,399
Average metropolitan fuel price (FUEL)	3.65	4.38	5.68
Gross population density (POPDEN)	4,653	5,583	7,229
Annual transit passenger miles per capita (TPM)	103.90	124.68	161.44

Discussion and Conclusions

In examining Baton Rouge to New Orleans, the backcasting results show that it is possible for Baton Rouge and New Orleans to continue to grow in population while enacting a set of growth management policies that result in the capping of total VMT and improving transportation safety between 2010 and 2030. The key question is if the public would be supportive of such policies.

The leverage variables in this study are FUEL, POPDEN, and TPM. In examining the Base Case population growth scenario, FUEL prices would need to average \$4.16 per gallon in Baton Rouge and \$4.38 per gallon in New Orleans to achieve this goal, which are prices that are not unrealistic given price fluctuations over the past decade. With respect to POPDEN, Baton Rouge would need to achieve a gross POPDEN of 2,430 people per square mile by 2030, which is significantly lower than the 2010 POPDEN of the New Orleans region, which was 3,579 people per square mile. In fact, even the high POP growth scenario for Baton Rouge would necessitate an increase in POPDEN to 3,111 by 2030, which is lower than the current POPDEN of the New Orleans region. With respect to annual transit passenger miles per capita, Baton Rouge would need to 50.96 by 2030 to compensate for the high population growth scenario. Again, the TPM in 2010 in the New Orleans region is 79.92, which is significantly higher than the highest target for Baton Rouge.

Aside from increasing FUEL, as mentioned above, New Orleans would need to boost POPDEN to 4,653 – 7,229 and TPM to 103 – 161 by 2030 in order to cap VMT growth and improve safety. Such a goal is not unrealistic when comparing New Orleans to other more compact, transit-friendly cities.

In conclusion, this study provides state and regional planners and policy makers with explicit policy targets for fuel prices, population density and transit for the Baton Rouge and New Orleans regions in order to set forth a goal to cap total VMTs and improve transportation safety by 2030.

Development of Minimum State Requirements for
Local Growth Management Policies—Phase 1

Appendix H:

**Access Management Return on Investment
Analysis Summary Report**

Principal Investigator: John Renne, Ph.D., AICP

Written By: Tara Tolford and John Renne

September 15, 2014

LTRC Project 12-4SS



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Introduction

The purpose of this task is to develop a return on investment analysis for the implementation of one or more growth management strategies, including the identification of economic, political, and legal impediments to its implementation.

Access management, a concept which includes a variety of programs, policies, and engineering strategies designed to reduce congestion and provide an optimal balance between access and mobility on road networks by minimizing potential conflicts, is a key transportation tool that supports a growth management approach. Network-wide implementation of access management solutions can reduce congestion and costs associated with delay, improve safety outcomes, and support a safe, effective, multimodal transportation network by increasing roadway capacity and flow.

The Louisiana Department of Transportation and Development (DOTD) has adopted an internal policy outlining the use and importance of this strategy, which “establishes uniform criteria regulating the location, design, and operation of new access connections, while balancing the needs and rights of property owners and roadway users.”¹ This task report demonstrates some of the potential benefits of fully implementing access management features into arterial roadways in the two largest metro areas in Louisiana: Baton Rouge and New Orleans. The goal of this analysis is to model the benefits of congestion reduction and associated cost savings by applying access management principles across the full network of arterial streets. Since our analysis is retrospective, we are measuring foregone benefits.

In addition, this report outlines a possible methodology for additional research which is needed to more comprehensively evaluate the costs and benefits of extending access management features to a greater percentage of Louisiana roadways.

Methodology

This analysis relies principally on data and assumptions presented in the Texas Transportation Institute’s (TTI) 2012 Urban Mobility Report (UMR),² which includes data for the New Orleans and Baton Rouge metro areas. The UMR includes an evaluation of the percentage of arterial roadway miles which include access management features, as well as an evaluation of the number of hours of delay which are avoided as a direct result of those features.³ Using this data, we are able to extrapolate the potential impact of an expansion of such features across the full arterial network, over the five-year period (2007-2011) for which these data are available.

Findings

For the Baton Rouge region, where TTI has identified that currently 25% of the existing arterial network includes access management features, we calculate that a retroactive expansion of the access management approach to cover all arterial roadways in the region would have prevented over 5.7 million hours of delay over a five year period (Table 1) resulting in over \$141 million in cost savings resulting from personal and commercial congestion delay (Table 2).

¹ Access Connections Policy, December 2013

([http://wwwsp.dotd.la.gov/Inside_LaDOTD/Divisions/Engineering/Traffic_Engineering/Access%20Connections%20To%20Other%20State%20Highways/Access%20Connections%20Policy%20\(December%202013\).pdf](http://wwwsp.dotd.la.gov/Inside_LaDOTD/Divisions/Engineering/Traffic_Engineering/Access%20Connections%20To%20Other%20State%20Highways/Access%20Connections%20Policy%20(December%202013).pdf))

² <http://mobility.tamu.edu/ums/report/>

³ For additional details about the Urban Mobility Report’s methodology, see Appendix A Methodology for the 2012 Urban Mobility Report, <http://d2dtl5nnlpfr0r.cloudfront.net/tti.tamu.edu/documents/mobility-report-2012-appx-a.pdf>

Table 1: Annual Delay Reduction from Access Management on Arterial Streets Relative to Existing Conditions, Baton Rouge Region

Year	Existing conditions*						With additional Access Management Coverage on Arterials								
							50% Coverage			75% Coverage			100% Coverage		
	Arterial Lane Miles (1000s)	Annual Delay (1000s of person hours)	Existing % of arterials with AM	AM lane miles (1000s)	Annual Delay reduction, existing % of AM (1000s of hours)	Annual Delay reduction per lane mile of AM (in 1000 hours per mile)	Hours of Delay (1000s)	Additional Delay reduction from AM (1000s of person hours)	% decrease in delay, relative to existing conditions	Hours of Delay (1000s)	Additional Delay reduction from AM (1000s of person hours)	% decrease in delay, relative to existing conditions	Hours of Delay (1000s)	Additional Delay reduction from AM (1000s of person hours)	% decrease in delay, relative to existing conditions
2007	1440	14533	27%	388.8	299	0.769	14278	255	1.75%	14001	532	3.66%	13725	808	5.56%
2008	1450	16049	25%	362.5	419	1.156	15630	419	2.61%	15211	838	5.22%	14792	1257	7.83%
2009	1450	16383	25%	362.5	451	1.156	15996	387	2.36%	15577	806	4.92%	15158	1225	7.48%
2010	1457	17038	25%	364.25	469	1.156	16665	373	2.19%	16244	794	4.66%	15823	1215	7.13%
2011	1457	17122	25%	364.25	472	1.156	16752	370	2.16%	16331	791	4.62%	15910	1212	7.08%
Cumulative 5-Year Savings (in 1000s of hours):						2,110	1,804			3,761			5,718		

*Source: <http://d2dtl5nnlpr0r.cloudfront.net/tti.tamu.edu/documents/ums/congestion-data/baton.pdf>

Table 2: Total Costs Avoided Resulting from Delay Reduction due to implementation of Access Management on Arterial Street, Baton Rouge Region

Year	Existing Conditions					With additional Access Management Coverage on Arterials					
						50% Coverage		75% Coverage		100% Coverage	
	Total Cost, in millions*	Total Delay (1000s of hours)*	Cost of delay per hour	Annual Delay reduction, existing % of AM (1000s of hours)*	Total costs avoided	Additional hours of Delay reduction (1000s of hours)	Total Additional Benefit	Additional hours of Delay reduction (1000s of hours)	Total Additional Benefit	Additional hours of Delay reduction (1000s of hours)	Total Additional Benefit
2007	260	14,533	\$ 23.67	299	\$7,406,592	255	\$6,309,319	532	\$13,167,274	808	\$20,025,230
2008	399	16,049	\$ 22.43	419	\$10,416,911	419	\$10,416,911	838	\$20,833,821	1257	\$31,250,732
2009	408	16,383	\$ 24.35	451	\$11,231,643	387	\$9,637,795	806	\$20,072,514	1225	\$30,507,233
2010	422	17,038	\$ 23.95	469	\$11,616,270	373	\$9,239,653	794	\$19,667,614	1215	\$30,095,576
2011	424	17,122	\$ 24.65	472	\$11,688,354	370	\$9,163,608	791	\$19,589,589	1212	\$30,015,571
Cumulative 5-Year Savings (In dollars):					\$52,359,769	\$44,767,286		\$93,330,814		\$141,894,341	

*Source: <http://d2dtl5nnlpr0r.cloudfront.net/tti.tamu.edu/documents/ums/congestion-data/baton.pdf>

The New Orleans region maintains a greater percentage of access management features along arterials in comparison to the Baton Rouge region. In 2011, 53% of New Orleans' arterial streets were considered as having access management features. Therefore, the foregone benefits over the five year period are smaller: 2.7 million hours of delay (Table 3), at a total cost of \$60.6 million (Table 4).

Table 3: Annual Delay Reduction from Access Management on Arterial Streets Relative to Existing Conditions, New Orleans Region

Year	Existing conditions*						75% Coverage			100% Coverage		
	Arterial Lane Miles (1000s)	Annual Delay (1000s of person hours)	Existing % of arterials with AM	AM lane miles (1000s)	Annual Delay reduction, existing % of AM (1000s of hours)	Annual Delay reduction per lane mile of AM (in 1000 hours per mile)	Hours of Delay (1000s)	Additional Delay reduction from AM (1000s of person hours)	% decrease in delay, relative to existing conditions	Hours of Delay (1000s)	Additional Delay reduction from AM (1000s of person hours)	% decrease in delay, relative to existing conditions
2007	1790	16128	52%	930.8	490	0.526	15911	217	1.34%	15676	452	2.80%
2008	1790	15818	52%	930.8	512	0.550	15592	226	1.43%	15345	473	2.99%
2009	1790	18216	52%	930.8	616	0.662	17944	272	1.50%	17647	569	3.12%
2010	1774	18856	52%	922.48	638	0.692	18574	282	1.50%	18267	589	3.12%
2011	1774	19125	53%	940.22	647	0.688	18856	269	1.40%	18551	574	3.00%
Cumulative 5-Year Savings (in 1000s of hours):						2,903	1,266			2,656		

*Source: <http://d2dtl5nnlpr0r.cloudfront.net/tti.tamu.edu/documents/ums/congestion-data/newor.pdf>

Table 4: Total Costs Avoided Resulting from Delay Reduction due to implementation of Access Management on Arterial Streets (New Orleans Region)

Year	Existing Conditions					75% Coverage		100% Coverage	
	Total Cost, in millions*	Total Delay (1000s of hours)*	Cost of delay per hour	Annual Delay reduction, existing % of AM (1000s of hours)*	Total costs avoided	Additional hours of Delay reduction (1000s of hours)	Total Additional Benefit	Additional hours of Delay reduction (1000s of hours)	Total Additional Benefit
2007	358	16128	\$ 22.20	490	\$ 10,876,736	217	\$ 4,810,864	452	\$ 10,040,064
2008	360	15818	\$ 22.76	512	\$ 11,652,548	226	\$ 5,154,011	473	\$ 10,756,198
2009	417	18216	\$ 22.89	616	\$ 14,101,449	272	\$ 6,237,179	569	\$ 13,016,722
2010	435	18856	\$ 23.07	638	\$ 14,718,392	282	\$ 6,510,058	589	\$ 13,586,208
2011	441	19125	\$ 23.06	647	\$ 14,919,059	269	\$ 6,192,817	574	\$ 13,230,109
Cumulative 5-Year Savings (In dollars):					\$ 66,268,184	\$ 28,904,930		\$ 60,629,301	

*Source: <http://d2dtl5nnlpr0r.cloudfront.net/tti.tamu.edu/documents/ums/congestion-data/newor.pdf>

The costs of implementing access management vary considerably, due to the wide range of possible interventions which can be appropriate to manage access on a given corridor. Table 5 illustrates estimated costs (provided by a DOTD State Traffic Engineer) for a selection of typical access management treatments of varying levels of complexity on a per-mile or per-intersection basis.

Table 5: Estimated Costs of Typical Access Management Interventions

Intervention	Level of Complexity	Estimated Cost	
<i>Intersection Treatments</i>			
Add narrow median on all approaches	Moderate	\$100,000	per intersection
Add turn lanes on all approaches within existing ROW	Intermediate	\$800,000	per intersection
Convert unsignalized intersection to unsignalized j-turn	Intermediate	\$500,000	per intersection
Construct one-lane roundabout	Advanced	\$1,000,000	per intersection
Convert signalized intersection to signalized J-turn	Advanced	\$1,500,000	per intersection
Construct multilane roundabout	Advanced	\$2,000,000	per intersection
Convert signalized intersection to grade-separated interchange	Advanced	\$15,000,000	per intersection
<i>Undivided Roadway Segments</i>			
Reduce Number of driveways and improve those remaining	Moderate	\$100,000	per mile
Connect commercial parking lots	Intermediate	\$200,000	per mile
Add raised median	Advanced	\$400,000	per mile
<i>Divided Roadway Segments</i>			
Reduce number of driveways and improve those remaining	Moderate	\$200,000	per mile
Reduce number of median openings, and improve those remaining (add turn lanes and restrict movements through openings)	Intermediate	\$300,000	per mile
Develop frontage (and backage) road network	Advanced	\$500,000	per mile, per direction

Note: Estimated costs do not include right of way

Source: Peter Allain, PE PTOE, State Traffic Engineer, DOTD.

To estimate the potential cost on a per-mile basis of implementing basic access management principles, we selected two typical arterial corridors in the New Orleans and Baton Rouge regions, to calculate a range of how many major and minor intersections occur per mile. The four street segments used to approximate typical intersection densities in these regions were:

- Elysian Fields Avenue (New Orleans region) from St. Claude Avenue to Filmore Avenue (3.02 miles).
 - Divided Arterial
 - Total Intersections: 45 (approximately 15 per mile)
 - Major arterial intersections: 4 (1-2 per mile)
- West Esplanade Avenue (New Orleans region) from Lake Avenue to Cleary Avenue (3.01 miles)
 - Divided arterial
 - Total Intersections: 35 (approximately 12 per mile)
 - Major arterial intersections: 5 (1-2 per mile)
- Government Street (Baton Rouge region) from S. Foster Drive to S. River Road (3.05 miles)
 - Undivided arterial
 - Total Intersections: 47 (approximately 16 per mile)
 - Major arterial intersections: 2 (1 per mile)
- Bluebonnet Blvd (Baton Rouge region) from Burbank Dr to I-10 (3.2 miles)
 - Divided arterial
 - Total Intersections: 20 (Approximately 6 per mile)
 - Major arterial intersections: 3 (1 per mile)

Based on these examples, we calculated the costs of implementing access management features based on a range of 12-15 intersections per mile, 1-2 of which are major arterial intersections, for the New Orleans region, and 6-16 intersections per mile in Baton Rouge, also with 1-2 major arterial intersections.

In order to estimate likely costs of implementing access management on a corridor, we assume that a “moderate” intervention (i.e., adding a narrow median on all approaches, about \$100,000 per intersection) would be implemented at all intersections, and an “intermediate” or “advanced” intervention would be applied at major intersections (e.g adding turn lanes on all approaches or converting a signalized intersection to a signalized J-turn, \$800,000 to \$1,500,000 per intersection). In addition, for simplicity, we assume that for undivided roadways, both “moderate” and “intermediate” access management treatments will be applied, while on divided roadways, only “intermediate” treatments will be applied, resulting in a typical cost of \$300,000 per arterial mile.

For the New Orleans region, this results in a typical potential cost range of **\$2.3M per mile to \$4.8M per mile** ($100,000 \times \text{all intersections (12-15 per mile)} + 800,000 \text{ to } 1,500,000 \text{ per major intersection (1-2 per mile)} + 300,000 \text{ per mile for segment improvements} = \$2.3M \text{ per mile to } \$4.8M \text{ per mile}$).

For the Baton Rouge region, the typical potential cost range of enhancing arterials with access management features ranges from **\$1.7M to \$4.9M per mile** ($100,000 \times \text{all intersections (6-16 per mile)} + 800,000 \text{ to } 1,500,000 \text{ per major intersection (1-2 per mile)} + 300,000 \text{ per mile for segment improvements} = \$1.7M \text{ per mile to } \$4.9M \text{ per mile}$).

In total, given these assumptions and estimates, full implementation of moderate to intermediate access management features across the arterial network would cost between approximately \$1.9B and \$5.3B in the Baton Rouge region and between \$1.9B and \$4B in New Orleans (Table 6).

Table 6: Estimated Total Cost of Implementing Access Management Throughout Baton Rouge and New Orleans Metro Regions

	Existing Conditions, 2011			Estimated Costs			
	Arterial Lane Miles (1000s)	Existing % of arterials with AM	Miles without AM	Estimated Cost per mile--Low	Estimated Cost per mile--High	Total Cost to implement 100% AM--Low	Total Cost to implement 100% AM--High
Baton Rouge	1457	25%	1093	\$ 1,700,000	\$ 4,900,000	\$ 1,857,675,000	\$ 5,354,475,000
New Orleans	1774	53%	834	\$ 2,300,000	\$ 4,800,000	\$ 1,917,694,000	\$ 4,002,144,000

Clearly, though the congestion-avoidance benefits linked to access management treatments are significant (greater than \$11M per year in Baton Rouge and \$14M per year in New Orleans), and substantial additional benefits (in terms of congestion costs and other less tangible benefits) would be realized with expansions of these features to a greater percentage of each region’s arterial networks, the costs of retrofitting all roads to include these features is high. Therefore, effective long-range planning that incorporates access management principles strategically along corridors where they will most benefit users and surrounding communities.

Limitations and Future Research Needs

In addition to these findings, the team investigated other possible benefits of implementing access management, including impacts on crash incidence and environmental impacts. The Urban Mobility Report outlines the total CO2 emissions added to the atmosphere as a result of congestion, however, due to the many variables which impact emissions (e.g. speed, seasonality, vehicle type mix, facility type, etc.), it is not possible with the data available to directly link the congestion reduction attributable to access management treatments to changes in CO2 emissions levels. In order to effectively evaluate these environmental impacts at the metropolitan level, research on local conditions, as well as data on speeds before and after typical access management interventions, would need to be collected. Such an evaluation is outside the scope of this research.

The typical safety impacts of access management, on the other hand, are well established. The Federal Highway Administration, using evidence from AASHTO and the Highway Safety Manual, estimates that effective corridor access management has been implemented has resulted in a 5-23% reduction in all crashes along two-lane rural highways, as well as a 25-31% reduction in fatal and severe injury crashes on urban and suburban arterials.⁴ Using the latter figure, we attempted to evaluate how many serious crashes may have been avoided over the 2007-2011 period in the New Orleans and Baton Rouge metro areas, using crash data from the Louisiana Crash Data Reports website.⁵ However, this publicly available crash data cannot be disaggregated to differentiate between arterial and non-arterial roadways. Without this differentiation, it is not possible to estimate from the available data the safety impact and benefits of lives saved and costs avoided as a result of enhanced access management on Louisiana roadways.

Though outside the scope of this research, it may be possible to perform a more geographically-specific analysis of safety impacts of access management at the metropolitan level using geocoded crash data from DOTD, which could be re-coded as arterial or non-arterial to perform a rough calculation of potential benefits. A more precise analysis would also require a spatial data file showing the roadway network, including any information on median treatments, signalization, and other features that are key indicators of access management treatment, in order to measure local differences between access management and non-access management corridors, and/or to estimate the potential crash reductions possible from

⁴ http://safety.fhwa.dot.gov/provencountermeasures/fhwa_sa_12_006.htm

⁵ <http://datareports.lsu.edu/>

future access management interventions. However, the Highway Performance Monitoring System (HPMS) GIS data used by TTI is unsuitable for this purpose as it is based on sample data of roadway links, rather than a comprehensive database. Additional research is needed to identify appropriate datasets for such analysis, which would be most useful in evaluating proposed interventions on specific corridors.

Additional considerations related to the impact of access management include economic impacts to property owners along affected arterials. Generally speaking, studies have shown that access management projects do not appear to significantly impact business failure rates, and property values do not decrease following interventions, and in fact often increase following design changes on a corridor. However, more research is needed to evaluate the local economic impact of specific types of access management treatments before such data can be useful to this analysis.

Conclusions

In summary, the widespread use of access management as a tool to reduce congestion, improve safety, and mitigate the impacts of development on roadway networks could yield millions of dollars in benefits per year in urban and suburban communities throughout the state. Louisiana's existing access management policy guidelines have already resulted in the realization of some of these benefits, and will continue to ensure that access management tools are considered during future projects impacting state roads. Expansion of the use of these tools to facilitate their application on local arterials could significantly improve the overall functionality of Louisiana's road networks, reducing the need for new road construction and enabling more intensive development of land within the existing urban footprint.

As with any proposed change to status quo roadway design, there is potential for political opposition to designing or retrofitting roadways with access management interventions. Local governments, engineers, and community members may be reluctant to embrace new and unfamiliar infrastructure types (such as J-turns), resist any proposal that is perceived to decrease the total roadway capacity even if overall traffic flow will improve (e.g., by creating a center left-turn lane or adding a median), or restricts property owners' ability to connect directly to the roadway. However, it has been demonstrated that these objections can be overcome through education and outreach as well as by developing high-quality pilot/demonstration projects that illustrate the effectiveness of the new approach and increase communities' comfort with the new facility types.

In addition, though most access management improvements can be achieved within the existing right of way and with few legal impediments, in some cases there may be conflicts between property owners and government entities in order to complete adjustments to the roadway that impact private property. For example, consolidation of access points and linking multiple commercial parking lots in order to reduce driveway conflicts may require the development of a model legal framework to facilitate the development of agreements among stakeholders involved.

Finally, the costs of retrofitting existing corridors are considerable, and a universal, programmatic application of access management techniques to the state's roadways is not likely to be economically or politically feasible. However, implementation of access management is well suited to incremental application, as opportunities arise and/or in response to safety or congestion challenges identified at particular segments or intersections, according to priority.

Ultimately, however, transportation infrastructure is a public good, and the impact investment in its development and improvement cannot be measured in monetary benefits alone. Impacts to safety, environmental quality, and accessibility are challenging to quantify, but are integral to quality of life. Implementation of effective access management policy statewide is one of the many tools that can and should be utilized where possible to promote the development of livable, economically vibrant communities.

Development of Minimum State Requirements for
Local Growth Management Policies—Phase 1

Appendix I:

Stakeholder Workshop Summary Report

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June 5, 2014

LTRC Project 12-4SS



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Executive Summary

This task report summarizes the findings of a series of stakeholder workshops held in April 2014 across Louisiana. The goal of these workshops was to discuss and build consensus on the list of preliminary growth management guidelines developed in the course of this research effort to date. Participants were asked to prioritize these guidelines and to identify the stakeholders involved, the impediments to implementation, and the resources and actions that the state, regions, parishes, or municipalities would need to take to achieve them.

Forty-five Louisiana stakeholders attended the workshop series. Attendees represented Louisiana Department of Transportation and Development (DOTD), regional government and MPO staff, local planners and engineers, transit agency representatives, non-profit planning and community development experts, and private sector consultants.

Overall, the top priorities identified for the state by either the majority of individuals statewide or the majority of groups include:

- Review and eliminate non-essential bureaucratic processes
- Initiate transportation funding reform
- Reduce developer/community resistance to regulatory change through outreach and education
- Prioritize technical assistance and growth management policy in fast-growing communities
- Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes
- Incentivize and facilitate adoption of DOTD policies by local and regional government agencies
- Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives
- Implement concurrency requirement for development impacting state roadways
- Include alignment with DOTD Growth Management policies as essential criteria in development review process

Workshop participants were also asked to identify the governmental agencies or other stakeholder groups who would be likely to be involved in the implementation of

each guideline, and to what degree. For a majority of guidelines, more than one agency was identified as being a potential lead for change, and in many cases the involvement of all levels of government (state, MPO, and local) is needed. In a few cases, transit agencies, non-profit organizations, or citizen groups/advocates were identified as playing a key role in instigating change.

Guidelines identified as being relatively easy to implement (though not necessarily high priorities) include:

- Promote application of existing tools and resources for local governments
- Empower local agencies to build community support for innovative projects and policies
- Develop and publicize new-policy demonstration projects
- Develop guide to growth management as an educational tool for local and regional governments
- Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives

Guidelines which were identified as both very high priorities for the state, as well as relatively straightforward to address (and therefore potentially ideal targets for focusing immediate action) include:

- Prioritize technical assistance and growth management policy in fast-growing communities
- Empower local agencies to build community support for innovative projects and policies
- Develop and publicize new-policy demonstration projects
- Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives

Finally, this report includes detailed summaries of the discussions at each of the regional meetings, providing significant insight into specific needs and ideas presented by workshop participants that may guide how DOTD can support more effective management of growth and land use/transportation coordination in the future.

1.0 Introduction

This report summarizes the second series of stakeholder meetings, conducted during the spring of 2014. These meetings were designed as workshops to allow participants to provide feedback on the findings of this research to date, and to develop consensus about which of the draft growth management guidelines are the state’s top priorities. In addition, these workshops sought to identify the key stakeholders who should or must be involved in the development of priority policies, as well as the resources and actions needed to implement such policies, and the relative level of overall difficulty in achieving policy implementation. Building a consensus in each region about statewide priorities allows the project team to refine the draft list of guidelines developed in previous phases of the research to ensure that the recommendations resulting from this project are relevant and practicable.

This document presents findings from five meetings held across the state in April 2014, including overall statewide findings as well as summaries of issues identified in each regional meeting.

2.0 Methodology

The same list of stakeholders that was invited to the previous series of stakeholder meetings, plus several stakeholders who were subsequently identified, were invited to the workshop series. Due to schedule constraints and relatively low interest in the Central Louisiana meeting in the fall, this region’s stakeholders were invited to attend any of the other regions’ meetings at their convenience. Meeting events were hosted in coordination with the Northwest Louisiana Council of Governments, Lafayette MPO, the Center for Planning Excellence, South Central Planning and Development Commission, and the University of New Orleans.

A total of 45 people (not including UNOTI faculty and staff) attended the workshop series. Attendees represented Louisiana Department of Transportation and Development (DOTD), regional government and MPO staff, local planners and engineers, transit agency representatives, non-profit planning and community development experts, and private sector consultants (see Table 1).

Table 1: Summary of Growth Management and Transportation Focus Groups Attendance

Region	Meeting Date	Total Attendees	State Government	Regional Government / MPO	Parish/ Municipal Government	Non-Profit/ NGO	Private Sector/ Chamber of Commerce
New Orleans	4/7/14	7	0	2	2	0	3
Houma-Thibodaux	4/4/14	7	0	3	4	0	0
North/Central LA	4/2/14	7	0	2	3	2	0
Baton Rouge	4/3/14	13	1	0	4	5	3
Southwest LA	4/3/14	11	1	5	5	0	0
<i>Total:</i>		45	2	12	18	7	6

Note: The number of participants does not include UNOTI research staff or note-takers

In advance of the meeting, attendees who indicated they would attend were sent a copy of the workshop agenda, as well as the feedback worksheets (Appendix A) and a document summarizing each of the draft growth management guidelines proposed (Appendix B). At the meeting, the overall project goals and workshop purpose were discussed, and participants were given approximately 20 minutes to complete the feedback worksheets on the feasibility and priority level of each of the draft guidelines presented.

Once stakeholders finished filling out the worksheets to the best of their ability, the workshop moderator asked all participants to vote on whether each guideline was a high, medium, or low priority for the state and their region, allowing time for any clarification about unfamiliar guidelines as needed. These votes were tallied on a poster for the group, in order to guide the rest of the workshop's discussion by focusing only on those guidelines that were assessed to be a high priority by the majority of participants. Dissenting opinions were encouraged, allowing each group to build a general consensus about which issues are of the greatest importance, and why.

Discussion of each of the high-priority guidelines centered on why this is a critical issue for Louisiana and/or the specific region, what specific steps need to be taken, what impediments to implementing the guideline exist, and what stakeholders should be involved in addressing the concern.

Notetakers recorded the groups' discussions, and at the end of the meeting, each stakeholder's individual worksheet was collected for further analysis and to ensure that all participants' opinions are taken into consideration in developing recommendations for policy action.

3.0 Overall Workshop Findings

Table 2 provides an overview of the top priorities identified among stakeholder groups across Louisiana during the consensus-building discussion. Table 3 summarizes the overall priority level assigned to each guideline by each individual participant, as reflected in their collected worksheets. Overall, the top priorities identified for the state by either the majority of individuals statewide or the majority of groups include:

- Review and eliminate non-essential bureaucratic processes
- Initiate transportation funding reform
- Reduce developer/community resistance to regulatory change through outreach and education
- Prioritize technical assistance and growth management policy in fast-growing communities
- Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes
- Empower local agencies to build community support for innovative projects and policies
- Incentivize and facilitate adoption of DOTD policies by local and regional government agencies
- Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives
- Implement concurrency requirement for development impacting state roadways
- Include alignment with DOTD Growth Management policies as essential criteria in development review process

Table 2: Top Stakeholder Growth Management Policy Priorities, by Regional Group Consensus

Growth Management Guideline	Regions Citing Guideline as Top Priority
Prioritize technical assistance and growth management policy in fast-growing communities	5
Review and eliminate non-essential bureaucratic processes	5
Reduce developer/community resistance to regulatory change through outreach and education	4
Initiate transportation funding reform	4
Implement concurrency requirement for development impacting state roadways	3
Incentivize and facilitate adoption of DOTD policies by local and regional government agencies	3
Include alignment with DOTD Growth Management policies as essential criteria in development review process	3
Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes	3
Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives	3
Develop and publicize new-policy demonstration projects	2
Consider state legislative action where appropriate	2
Empower local agencies to build community support for innovative projects and policies	2
Improve inter-jurisdictional policy consistency	1
Promote application of existing tools and resources for local governments	1
Develop formal mechanisms to improve inter-jurisdictional coordination	1
Consider opportunities for state level transportation planning leadership	1

Table 3: Priority Level of Guidelines, All Individual Stakeholders

Guideline	Priority Level (All Individual Stakeholders)		
	High (%)	Medium (%)	Low (%)
Review and eliminate non-essential bureaucratic processes	95%	5%	0%
Initiate transportation funding reform	74%	24%	2%
Reduce developer/community resistance to regulatory change through outreach and education	63%	32%	5%
Prioritize technical assistance and growth management policy in fast-growing communities	62%	36%	2%
Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes	58%	35%	7%
Empower local agencies to build community support for innovative projects and policies	56%	44%	0%
Incentivize and facilitate adoption of DOTD policies by local and regional government agencies	52%	43%	5%
Develop and publicize new-policy demonstration projects	51%	37%	12%
Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives	51%	37%	12%
Implement concurrency requirement for development impacting state roadways	49%	37%	14%
Include alignment with DOTD Growth Management policies as essential criteria in development review process	48%	36%	17%
Improve inter-jurisdictional policy consistency	43%	55%	3%
Develop formal mechanisms to improve inter-jurisdictional coordination	43%	48%	10%
Consider state legislative action where appropriate	39%	44%	17%
Promote application of existing tools and resources for local governments	36%	40%	24%
Consider opportunities for state level transportation planning leadership	33%	43%	24%
Develop guide to growth management as an educational tool for local and regional governments	28%	40%	33%
Incentivize/enforce local policy change through competitive and formula funding processes	28%	60%	12%
Develop evaluation processes and performance measures that recognize value of growth management policy approach	26%	63%	12%
Facilitate communication between MPOs and “fringe” communities as growth management hot spots	21%	48%	31%
Develop model subdivision regulations to encourage context-sensitive growth management in rural areas	17%	55%	29%
Encourage and expand participation in Road Transfer program	14%	52%	33%
Promote cost-efficient land use and transportation planning for shrinking or slow-growth communities	14%	56%	30%

3.1 Stakeholder Group Involvement

Workshop participants were also asked to identify the governmental agencies or other stakeholder groups who would be likely to be involved in the implementation of each guideline, and to what degree. For a majority of guidelines, more than one agency was identified as being a potential lead for change, and in many cases the involvement of all levels of government (state, MPO, and local) is needed. In a few cases, transit agencies, non-profit organizations, or citizen groups/advocates were identified as playing a key role in instigating change. Table 4 summarizes participants’ responses.

Table 4: Level of Involvement for Guideline Implementation by Stakeholder Group

Guideline (in order of priority)	Stakeholder Group					
	DOTD	MPO	Parish/ Local Govt	Transit Agency	Non-profit Organization	Citizens' Groups
Review and eliminate non-essential bureaucratic processes	✓	?	?	X	X	?
Initiate transportation funding reform	✓	?	✓	?	?	?
Reduce developer/community resistance to regulatory change through outreach and education	✓	✓	✓	X	✓	✓
Prioritize technical assistance and growth management policy in fast-growing communities	✓	✓	✓	?	✓	?
Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes	✓	✓	✓	?	X	?
Empower local agencies to build community support for innovative projects and policies	✓	?	✓	?	?	?
Incentivize and facilitate adoption of DOTD policies by local and regional government agencies	✓	✓	✓	?	X	?
Develop and publicize new-policy demonstration projects	✓	?	✓	X	?	?
Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives	✓	✓	✓	X	X	X
Implement concurrency requirement for development impacting state roadways	✓	✓	✓	X	X	?
Include alignment with DOTD Growth Management policies as essential criteria in development review process	✓	✓	✓	?	?	?
Improve inter-jurisdictional policy consistency	✓	✓	✓	✓	?	X
Develop formal mechanisms to improve inter-jurisdictional coordination	✓	✓	✓	?	X	X

Consider state legislative action where appropriate	✓	?	✓	X	?	?
Promote application of existing tools and resources for local governments	✓	✓	✓	?	?	?
Consider opportunities for state level transportation planning leadership	✓	?	?	X	X	X
Develop guide to growth management as an educational tool for local and regional governments	✓	✓	✓	X	?	X
Incentivize/enforce local policy change through competitive and formula funding processes	✓	✓	✓	?	X	?
Develop evaluation processes and performance measures that recognize value of growth management policy approach	✓	✓	✓	?	?	X
Facilitate communication between MPOs and “fringe” communities as growth management hot spots	✓	✓	✓	X	?	?
Develop model subdivision regulations to encourage context-sensitive growth management in rural areas	✓	✓	✓	?	?	✓
Encourage and expand participation in Road Transfer program	✓	✓	✓	X	X	X
Promote cost-efficient land use and transportation planning for shrinking or slow-growth communities	✓	✓	✓	X	?	?

Legend

✓	Stakeholder Leads
✓	Involved Stakeholder
?	Potentially Involved Stakeholder
X	Unlikely to be Involved

3.2 Guideline Implementation Feasibility

Next, participants were asked to rank how difficult the overall implementation of each guideline would be (including cost, political feasibility, etc.) as easy, medium, or difficult. These rankings were re-coded from 1 to 3 (where 1 is relatively easy and 3 is most difficult) and averaged to provide a general ranking of the relative feasibility or challenge of guideline implementation, according to workshop participants. Table 5 summarizes these scores, displayed from least difficult to most difficult.

Table 5: Degree of Difficulty for Policy Implementation

Priority Rank	Guideline	Average Difficulty Score
15	Promote application of existing tools and resources for local governments	1.50
6	Empower local agencies to build community support for innovative projects and policies	1.70
8	Develop and publicize new-policy demonstration projects	1.70
17	Develop guide to growth management as an educational tool for local and regional governments	1.81
9	Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives	1.81
19	Develop evaluation processes and performance measures that recognize value of growth management policy approach	1.90
4	Prioritize technical assistance and growth management policy in fast-growing communities	1.91
16	Consider opportunities for state level transportation planning leadership	1.91
11	Include alignment with DOTD Growth Management policies as essential criteria in development review process	1.92
7	Incentivize and facilitate adoption of DOTD policies by local and regional government agencies	1.94
21	Develop model subdivision regulations to encourage context-sensitive growth management in rural areas	1.95
20	Facilitate communication between MPOs and “fringe” communities as growth management hot spots	2.00
22	Encourage and expand participation in Road Transfer program	2.06
12	Improve inter-jurisdictional policy consistency	2.13
23	Promote cost-efficient land use and transportation planning for shrinking or slow-growth communities	2.26
13	Develop formal mechanisms to improve inter-jurisdictional coordination	2.30
10	Implement concurrency requirement for development impacting state roadways	2.36
5	Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes	2.37
1	Review and eliminate non-essential bureaucratic processes	2.41
18	Incentivize/enforce local policy change through competitive and formula funding processes	2.42
14	Consider state legislative action where appropriate	2.48
3	Reduce developer/community resistance to regulatory change through outreach and education	2.55
2	Initiate transportation funding reform	2.88

Table 6 illustrates the relationship between the stated priority level of each guideline (high, medium, or low) and the relative difficulty of implementation (easy, medium, or hard). This analysis suggests that while several of the top priorities workshop participants would like to see addressed will require considerable stakeholder effort, several are seen as relatively feasible. Those guidelines which were ranked highly for priority, but deemed relatively easy to achieve include:

- Prioritize technical assistance and growth management policy in fast-growing communities
- Empower local agencies to build community support for innovative projects and policies
- Develop and publicize new-policy demonstration projects
- Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives

Table 6: Matrix of Priority Level and Relative Difficulty

Guideline	High Priority Easy	High Priority Medium	High Priority Hard	Med Priority Easy	Med Priority Medium	Med Priority Hard	Low Priority Easy	Low Priority Medium	Low Priority Hard
Review and eliminate non-essential bureaucratic processes			X						
Initiate transportation funding reform			X						
Reduce developer/community resistance to regulatory change through outreach and education			X						
Prioritize technical assistance and growth management policy in fast-growing communities	X								
Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes			X						
Empower local agencies to build community support for innovative projects and policies	X								
Incentivize and facilitate adoption of DOTD policies by local and regional government agencies		X							
Develop and publicize new-policy demonstration projects	X								
Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives	X								
Implement concurrency requirement for development impacting state roadways						X			
Include alignment with DOTD Growth Management policies as essential criteria in development review process					X				
Improve inter-jurisdictional policy consistency					X				
Develop formal mechanisms to improve inter-jurisdictional coordination						X			

Consider state legislative action where appropriate						X			
Promote application of existing tools and resources for local governments			X						
Consider opportunities for state level transportation planning leadership			X						
Develop guide to growth management as an educational tool for local and regional governments							X		
Incentivize/enforce local policy change through competitive and formula funding processes								X	
Develop evaluation processes and performance measures that recognize value of growth management policy approach							X		
Facilitate communication between MPOs and “fringe” communities as growth management hot spots								X	
Develop model subdivision regulations to encourage context-sensitive growth management in rural areas								X	
Encourage and expand participation in Road Transfer program								X	
Promote cost-efficient land use and transportation planning for shrinking or slow-growth communities								X	

3.3 Implementation Resource Needs and Action Steps

Finally, participants were given the opportunity to write in any resources that would be needed to implement specific guidelines or actions that should be taken to advance a proposed program, policy, or strategy. Participants' responses are summarized below, by guideline. Additional feedback on each guideline is available in Section 4, in each region's meeting discussion summary.

Review and eliminate non-essential bureaucratic processes

- Fund dedicated DOTD staff to identifying and prioritizing problems and developing solutions
- Remit gasoline and sales taxes to local jurisdictions when they are generated
- Eliminate non-essential review items from standard review processes, e.g., historic preservation on pavement markings project
- MPOs can lead by identifying specific changes
- Improve interagency/intergovernmental communication
- Improve public/consumer information, including creating a user-friendly DOTD checklist that developers can use

Initiate transportation funding reform

- Remit money to local/regional governments to support innovation
- Develop PR campaign around funding, VMT tax, sales tax, transit
- Establish political consensus in MPO areas or larger regions first
- Overcome anti-tax mentality by developing education and media/public outreach programs
- Research state legislative reform of transportation revenue streams
- Pursue outside expertise from national groups
- Work on establishing legislative and administrative support for change from the top

Reduce developer/community resistance to regulatory change through outreach and education

- Develop PR campaign targeting consultants and engineers. Create educational and information tools and materials using real world examples
- Reduce the availability/likelihood of waivers from established policy for individual projects
- Inform public and elected officials about policy and the impacts of their decisions
- Develop intergovernmental and/or tripartite agreements for projects to establish buy-in
- Understand that urban vs. rural objectives are not the same
- Dedicate time, staff, materials to outreach efforts
- Offer incentives for compliance with guidelines

Prioritize technical assistance and growth management policy in fast-growing communities

- Dedicate resources to ensuring that communities are aware of the proper/efficient ways to plan
- Create an evaluation and selection matrix that is defensible, then allocate money to implement a program
- Establish a professional certified planner on DOTD Staff
- Support local scenario modeling efforts
- Develop a program, create a public information campaign, and identify relevant demonstration projects
- State technical assistance is helpful but local resources need to be available
- Identify fast growing communities
- Generate the political will to allocate existing funds, or to identify and pursue federal or private funding options

- More GIS expertise is needed at local and state level --coordinate with LED to achieve this
- Ensure technical assistance includes an effective evaluation component

Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes

- Develop model codes reflecting different concepts. Some communities desire centrally controlled planning and approval, others lesser control and maximum private property protection
- Comprehensive plans/zoning codes are imperative to proper development to occur; identify funding sources to support developing such plans
- Identify development sample plans and codes to select from and refine to address local needs
- Generate buy-in from state/parish government to ensure plans actually get implemented
- Local MPOs could assist local governments with grant application preparation
- Involve state APA chapter and sections for assistance
- Develop a grant program and host LPA training
- Provide funding for local government grant writing
- Establish a professional certified planner and/or grant program administrator on DOTD staff
- Fund development of local ordinances, as well as public education on land use regulation
- Educate public officials on benefits of adhering to plans to promote enforcement of regulation
- Create statewide guidelines, and provide incentives if locals develop comprehensive plans and zoning codes that adhere to those guidelines (may require legislative action to require adherence)
- Provide grants for pilot projects

Empower local agencies to build community support for innovative projects and policies

- Provide access to clear data and recommendations for technical review and approval, including training for local community staff
- May require funding for web developers and public relations and marketing expertise via staff and/or consultants.
- Establish state tax abatements for projects addressing state goals
- Improve coordination, communication, and outreach

Incentivize and facilitate adoption of DOTD policies by local and regional government agencies

- Address constraints on use of right-of-way acquired for projects that align with DOTD policy
- Incentives are needed for buy-in from authorities on local and regional levels to adhere to state policies and insure everyone becomes involved
- Need state leadership and master planning; state should provide local governments about how policies address local goals
- Involve AARP in the promotion of Complete Streets concepts statewide.
- Increase DOTD's political autonomy
- Establish a professional certified planner on DOTD Staff
- Focus first on full and consistent state implementation of policy before actively encouraging local adoption
- Provide relief for local governments from un-funded state mandates
- Show successful implementation case studies from other states with similar policies
- Actively solicit neighborhood input through inclusive public participation programs
- Develop and fund incentives that make it easy for local politicians to "sell" adoption of policies

- Give extra credit to local jurisdictions who have adopted aligning policies when competing for funding (including existing grant programs)

Develop and publicize new-policy demonstration projects

- Conduct outreach to show benefit of these projects so as to generate buy-in from all agencies involved as to demonstration project potential
- Dedicate funding for implementation
- Regional governments/MPOs should lead citizen and business community involvement and engage their input on pilot project design
- Create materials showing lessons learned, benefits, how-to, etc. for demonstration projects
- Create an inventory of successful projects and reach out to those that implemented them for ideas

Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives

- A clear hierarchy needs to be in place so when questioning/problems occur, there is a clear chain of command and communication to have them addressed
- MPO could represent DOTD in subdivision review process
- Dedicate MPO staff time to engaging local officials
- Provide training for elected officials
- Dedicated funding stream to support this objective
- Make MPOs responsible for public outreach and responding to local needs (via funded mandate)
- MPOs need training or staffing (or outside support) to achieve this
- Facilitate greater MPO/DOTD coordination on statewide planning throughout the year, not just for long range MPO plans

Implement concurrency requirement for development impacting state roadways

- Create outline of funding/resources available and policies available to guide
- Define statewide standards, based on input from local governments
- Review legislative actions other states have taken to achieve concurrency, and develop model policies
- Incentivize, rather than mandate, consistency and concurrency to encourage local developers and governments to participate
- Focus on high-growth areas to inform local leaders about the potential infrastructure costs of growth
- Expand zoning to more jurisdictions
- Enhance capacity of state planning office and increase coordination with DOTD, MPOs, local governments.
- Create a checklist to rate projects
- Establish guidelines for impact fees local governments should adopt
- Establish DOTD review of land use plans/site development plans
- Provide and/or require traffic analysis/studies to evaluate impacts of planned development
- Provide more training for planning commissions and local government about long term impacts of major developments on state

Include alignment with DOTD Growth Management policies as essential criteria in development review process

- Provide education to local governments on benefits of these policies.

- Participation on all levels must be mandatory in order to ensure that issues from local to regional to state, etc. are addressed
- Include policy alignment requirement/recognition in feasibility studies
- Provide incentives for compliance
- Disseminate clear information as to what policies exist
- Establish greater DOTD review in subdivision/permit process
- Adapt access management guidelines to be applicable at smaller scales and on local roads
- DOTD must look at road network comprehensively, including local roads
- Create a DOTD/state grant program to assist local governments with development review.
- Create corridor plan with intergovernmental agreements among DOTD/MPO/District
- Encourage local government to either adopt their own guidelines, or use model guidelines provided by DOTD
- Projects must be reviewed by DOTD and potential impacts identified prior to local government approval
- In some places, this is already happening, but it isn't consistent
- Site plan evaluation criteria should be revised to include this, and staff capacity increased to manage

Improve inter-jurisdictional policy consistency

- Promote or provide access to AASHTO design manuals
- Identify direct point persons at each agency and establish guidelines/mandates outlining development/communication hierarchy and boundaries, and a regular meeting schedule
- Conduct training courses online or hold locally
- Create and fund a state-mandated review process
- Deliver model policies to local governments
- Incentivize a change in existing policies
- Encourage more meetings with inter-agency personnel on individual projects
- Establish models for intergovernmental agreements for various situations
- Support local jurisdictions' comprehensive planning efforts with legal guidance
- Require stakeholder meetings at initial project development milestones
- Meetings and ongoing communication between staff, leaders, and politicians could possibly be facilitated by a nonprofit
- Conduct thorough analysis of where disconnects and communication breakdowns occur; develop solutions and an implementation/transition plan

Develop formal mechanisms to improve inter-jurisdictional coordination

- Develop model MOUs for overall coordination
- More stable funding should be in place so policy isn't driven by money but by appropriate goals
- Smaller local governments may need greater assistance to empower limited staff to address coordination needs.
- All jurisdictions must be in agreement on priorities
- Southwest LA Tripartite agreements between DOTD/MPO/Local governments on arterial project have proven effective
- Advantages of such agreements need to be identified and promoted
- Precise needs of mechanisms may vary by region and/or stakeholders involved
- Establish an inventory of examples of functional models and successful projects resulting

Consider state legislative action where appropriate

- Prerequisite: legislators who understand growth management (provide education)
- Any legislation should be tied directly to resources for implementation
- Specific regulations (e.g., mandatory setbacks) may be easier to build support for than generalized rules
- Avoid mandates in favor of incentives except where absolutely necessary
- Legislature needs to be made aware of looming infrastructure concerns, and possible solutions to address these

Promote application of existing tools and resources for local governments

- Coordinate with area MPOs and parishes to share resources
- Compile a toolset that is easier for local government to implement and allows incremental change
- Develop a website guide for DOTD's new website
- Demonstrate direct benefits of tool implementation
- Create a resources webpage/inventory with links
- Establish a professional certified planner on DOTD staff
- Increase social media interaction
- Facilitate non-profit outreach through MPOs, and interaction with APA to support policy campaigns and local coordination
- Provide training on use of the tools available for local governments who do not have this expertise

Consider opportunities for state level transportation planning leadership

- DOTD and regional planning district staff could meet to discuss opportunities
- Intergovernmental agreements on a consensus plan for transportation framework with regional entities
- Dedication of money and time to cross-agency coordination

Develop guide to growth management as an educational tool for local and regional governments

- Education is our greatest tool to ensure policies are put in place or changed for the better
- Develop a workshop that local elected officials and planning commissions attend. Not just a guide, but also an outreach effort to educate
- Develop a public information campaign and involve residents of all types of communities
- Identify experts in growth management who can communicate to all levels of government and departments
- Anyone could do this, but there must be funding for educational material that defines policies differently based on the size of the jurisdiction

Incentivize/enforce local policy change through competitive and formula funding processes

- Establish clear state priorities, and identify ways local governments can help achieve them
- Create new/dedicated funding sources in addition to current programs and allocations
- May require state legislation, if not strictly incentive-based

Develop evaluation processes and performance measures that recognize value of growth management policy approach

- Improve communication about growth management policies and goals
- DOTD and MPOs should work together to develop realistic performance measures
- A professional certified planner on DOTD Staff would be valuable here

- Host regularly scheduled charrettes to generate public support
- Use federal, DOTD, and academic resources to clarify policies

Facilitate communication between MPOs and “fringe” communities as growth management hot spots

- Identify funding for parish and state government to actually implement improvements in these communities
- Overcome inherent mistrust among parties by developing tripartite agreements (or similar) among DOTD/MPO/Regional Districts and local governments to bind parties to planning efforts in advance

Develop model subdivision regulations to encourage context-sensitive growth management in rural areas

- Support access to model engineering plans/specifications. DOTD already has a context sensitive program - this would be an expansion of that
- Guidelines should be put in place to insure haphazard zoning development regulations are not put in place. Instead, planning pre-development is required
- Establish and/or revise baseline requirements for engineering standards such as width sidewalks, concrete depths
- A top down planning approach supported by state to require planning is needed in order to reach all jurisdictions
- Require a more detailed review if public improvements are required for development
- Create incentives for adoption of more rigorous subdivision regulations (possibly through state legislation)
- Regulations should address corridor plans, access points, connectivity, and intergovernmental coordination
- Across the board subdivision regulations are difficult to develop statewide; a menu of options may be necessary
- Outreach to property owners is essential
- More education/resources to local jurisdictions are needed
- The CPEX Land use toolkit has this; but training is needed to adopt it. True model regulations (like LA Land Use Toolkit) already exist, but to implement mandatory subdivision regulations would take political will, education and public input
- Incentivize local zoning code updates
- Develop a standard of planning and zoning guideline for small towns
- Reduce opportunities to acquire waivers and/or circumvent policy and rules

Encourage and expand participation in Road Transfer program

- Support local governments in developing a long term plan to have sufficient dedicated funds to assume maintenance, policing, and liability
- Incentives on local and even state level must be addressed for stakeholders to be interested
- Increase access to maintenance funds: e.g. bond authority from electors, loans with favorable terms from the state, and state grants for extraordinary costs
- Program requires full understanding of long term costs to locals, including legal and financial expertise
- Streamline process and accelerate design and construction
- Local governments need more education to explain costs and benefits of participation
- Need up-to-date corridor studies to re-analyze need for highway and identify type of use (arterial, collector, etc.), including multimodal
- Nonprofits and citizen groups can support these efforts
- DOTD should educate local governments on which routes are good candidates and try to make "sell" to each area
- Simplify program to allow DOTD to transfer roads to local government with little or no up-front maintenance requirements or repairs

Promote cost-efficient land use and transportation planning for shrinking or slow-growth communities

- Develop an evaluation and selection matrix that is defensible, then allocate money to implement
- Requires political will to allocate money or time to find federal or private money to address these concerns
- Requires additional analysis of data
- Develop evaluations, and identify best practices

For All Guidelines, Louisiana needs:

“Motivated, empowered staff. Willing department leadership. Forward-thinking politicians. Funding, policy, legislation. Research/analysis. Political will. Administrative services. Money, personnel, time.”

4.0 Workshop Discussion Notes by Region

The following sections summarize the key discussion topics at each of the 5 stakeholder workshops.

4.1 New Orleans Region

In New Orleans, stakeholders identified 5 top priorities, as seen in Table 7:

1. Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes
2. Prioritize technical assistance and growth management policy in fast-growing communities
3. Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives
4. Initiate transportation funding reform
5. Review and eliminate non-essential bureaucratic processes

1. Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes

Within the region, Plaquemines and Slidell do not have comprehensive plans. In Slidell, there is an Old Town district, but it is actually zoned as a CBD, and used car lots, wrecking yards, etc. are permitted. Outdated zoning laws do not match with current goals of the city. Right now, developers might get scared off because the information is not simple and straightforward. The city has a planning grant to do it, but the company they hired to do it is pushing for a type of community that doesn't match with the current one. They are pushing denser development that doesn't match with the area's private property sentiments and the, single-family character of the community. The average citizen does not know what zoning does. One participant suggested a need for education about planning and zoning in local high schools.

Key points:

- Even with planning grants, consultants' recommendations do not always match character of community
- Slidell needs an updated code
- Realtors and developers are very well educated on the zoning districts. It is the landowners that need education
- This type of education should start in high schools

2. Prioritize technical assistance and growth management policy in fast-growing communities

LTAP and UNO are resources that exist and are not that expensive. Access to some of the costlier engineering and design manuals would be very helpful (e.g., how much radius is necessary in parking lots to allow buses to turn).

Key Points:

- Local government access to manuals such as AASHTO
- LTAP, UNO are resources
- Ability to map future land use is a service that universities can provide to local communities
- HAZUS tool maps hazard mitigation planning

3. Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives

MPOs need access to additional funding pools. Unfunded mandates are problematic. MPOs need direction on what needs to be done in terms of growth management, and then funding for the position. In Plaquemines, planners do not hear about what is happening in other parts of the region until they work with RPC. RPC is a locus of communication and expertise within the region. Smaller MPOs that do not have populations above 200,000 feel very constrained. They have the same mandates as RPC, but fewer resources, and it is difficult for them. This is why RPC has been expanding to some of the smaller communities.

Key points:

- MPOs need funds to plan. No more unfunded mandates.
- Cities rely heavily on MPO.
- RPC is a node of expertise on New Orleans region.
- Smaller MPOs are even more disadvantaged.
- This is why RPC is expanding to cover smaller communities.

4. Initiate transportation funding reform

From the parish standpoint, it seems DOTD is putting more of the responsibility on localities to fund certain components (e.g., bike lanes, roadside landscaping). There is a need for more money and a wider breadth of what the funding can cover. There is a perception that too much money goes towards study after study. Every time the DOTD tries to change the process, they add to it. There is a general apprehension for those who will have to demonstrate the performance measures in MAP 21.

Tolls are used in many states to supplement transportation revenue, but they are not popular here. Agencies need to be sensitive to the fact that population is not receptive to these things. These efforts need to be clearly communicated to the public so they know what they're getting for their money, and stakeholders need to clearly show what the local impact of that funding will be. Increased revenue should be tied to very specific projects. Statewide programs would have to be accompanied by a campaign for public support.

In Jefferson, zoning allows for residential right next to industrial, which causes a lot of freight activity in unwanted places. Stakeholders think zoning requirements need to be reformed to address this.

Key points:

- Additional funds to cover multiple modes and landscaping
- Any increase in tax requires education to show specifically how money would be spent
- Parishes feel DOTD is placing responsibilities such as bike lanes and landscaping on locals

5. Review and eliminate non-essential bureaucratic processes

There needs to be a better defined review process. Stakeholders feel that some review discrepancies at DOTD are based on personal preference. Some agencies spend months addressing comments that are inconsistent from person to person. If there is not an engineering design standard, DOTD needs to set it. If it's a small job, let it just go through district, not headquarters as well.

Stakeholders suggest allowing MPOs to fund final design drawings. The state can still put it out to bid. This is where a lot of projects fall. It would streamline a lot. Right now MPOs push conceptual drawings to the furthest stage they can, but the state doesn't let them put the stamp on final design drawings. It could make the process go a lot faster, even using 80/20 money.

Slidell is having problems getting smaller projects past stage zero. Because they are in an MPO, they are not considered a rural community. Therefore their TIGER grant requires a 10 million dollar minimum, which is too large.

There needs to be education for new planners that is more accessible (e.g., online, in every region). Local jurisdictions need to be better notified when there are new changes to policy and requirements.

Participants want to see DOTD districts empowered more, better coordination between the district and state level, and greater transparency when projects are sent up to the state level.

Key points:

- DOTD needs more consistency on plan review comments because DOTD is not consistent from person to person.
- Federal requirement of TIGER minimum of \$10 million.
- MPO could fund final design drawings after Stage 0. This could make process go faster even with 80/20 money.
- What happens after Stage 0? What is the process, and how can we expedite its implementation?
- Education for new planners.

6. Additional Topics Discussed.

The Road Transfer Program: Localities often do not want the roads because they do not have a long term funding plan. In Slidell, planners have signs that they can't get permits to install because they are on state roads. In addition, local planners would like to be able to redesign state-owned corridors that no longer serve a role as state highways, but do appreciate having the state evolved to enforce access management requirements that the city does not have as policy. If local governments take over roads, local police have to take over responsibilities. Local governments want the autonomy, but don't want the long-term unfunded mandates.

In Covington the local government took over all the downtown streets and it looks really nice. But they do not know how to fund this long term.

If Access Management and Complete Streets are statewide policies, why should localities feel they need to adopt these streets just to implement these same, desired design elements? Local governments would like to be empowered to make changes that align with these policies without being fully responsible for the right-of-way in perpetuity.

4.2 Houma-Thibodaux Region

In the South Central Planning District, stakeholders identified 8 top priorities, as seen in Table 8.

<i>Table 8: Guidelines Identified as Top Priorities in Houma-Thibodaux Region (in order discussed)</i>
1. Improve inter-jurisdictional policy consistency
2. Incentivize and facilitate adoption of DOTD policies by local and regional government agencies
3. Include alignment with DOTD Growth Management policies as essential criteria in development review process
4. Reduce developer/community resistance to regulatory change through outreach and education
5. Review and eliminate non-essential bureaucratic processes
6. Consider state legislative action where appropriate
7. Consider opportunities for state level transportation planning leadership
8. Develop and publicize new-policy demonstration projects

1. Improve inter-jurisdictional policy consistency

Participants expressed that the region's MPO handles this very well. There are regularly meeting committees. Some communities don't send representatives because they don't have the staff time. Unfortunately, those are the places that don't buy in, and complain about nothing changing.

Full time equivalent employees/capacity is an issue. You need a body in place to do everything on this list. Thoroughfare plans can't be implemented across jurisdictions if somebody won't participate. Smaller, unconsolidated municipal governments are tougher to work with.

A large proportion of the MPO's money is tied up with a couple of large road projects, which means they can't do smaller road improvements with existing MPO funds.

Key points:

- Need money for more staff
- MPO only gets \$3 million to spend per year
- Lucky to have effective MPO
- People who don't show up are not engaged in the project
- Inconsistent land use regulations along corridor

2. Incentivize and facilitate adoption of DOTD policies by local and regional government agencies

The transportation goals go beyond state routes, to local roads. There needs to be a state evaluation process. We often hear, "If it wasn't a state route, we wouldn't be as hamstrung." Local governments need to take more control over these roads.

The access management policy is inconsistently applied. Complete Streets and state roads are sometimes incompatible. There is a need to educate elected officials and planning commission members.

Key points:

- Educate local politicians about benefits
- If state can tell MPO selection criteria, it can guide MPOs
- Take politics out of it
- Prioritize projects if they have goals such as Complete Streets or access management

3. Include alignment with DOTD Growth Management policies as essential criteria in development review process

DOTD only gets involved when it's time to connect a subdivision to a road, not before. They need to be involved earlier when it is clear that a subdivision is going to generate traffic. Interconnectivity requirements are still needed (or should be incentivized). Can access management be put into the subdivision regulations?

Is there a standardized process for how each jurisdiction does this? At DOTD level, there is a need for planning staff. We also need to devolve powers down to district/subdistrict level to make things run quicker, smoother. The office of community development exists but hasn't been involved in any of this at all.

Key points:

- Need checklist – does project impact state road?

- Access management should look at interconnectivity
- DOTD needs more involvement in major subdivisions
- Who pays? We don't charge developers for the costs they incur

4. Reduce developer/community resistance to regulatory change through outreach and education

Developers are resistant because infrastructure investments get rolled into housing costs. When there is no market, they just don't develop. The pressure is: "I want that development and Wal-Mart because it is going to increase my tax rolls." The result is that local elected officials will bend over backwards to make it happen, and get nothing. It is nice when there is high demand because then you can choose and dictate. Educating local officials about real estate finance and development could help.

There is a need to demonstrate infrastructure cost per building square foot in a downtown location vs. outside. There are developers who will tell you about how it is cheaper to develop where there is already infrastructure.

Key points:

- Education of development finance
- Understanding pros and cons of investment in infrastructure

5. Review and eliminate non-essential bureaucratic processes

The new federal transportation funding package is appealing, but the rules become onerous for local governments. At the state level, the rules are totally outdated. State DOTD contracting section is a bottleneck.

All DOTD should worry about is looking for a stamp from a professional that essentially says, "I am assuring you that this meets all spec requirements," rather than performing extraneous additional checks that cause unnecessary delay. Leaving the existing conditions as-is is a liability (e.g., non-breakaway poles are dangerous).

Key points:

- DOTD should only look at professional stamp
- Contracting at DOTD takes too long
- Too long to complete minor projects

6. Consider state legislative action where appropriate

Someone at the state needs to take the political heat for the locals. From parish to parish, regulations and incentives vary, making developers move around. There is a general approval of performance measures in new policies and bills. There need to be state-level incentives and regulations.

7. Consider opportunities for state level transportation planning leadership

Not discussed due to time limitations

8. Develop and publicize new-policy demonstration projects

Not discussed due to time limitations

4.3 Baton Rouge Region

In the Baton Rouge region, stakeholders identified 9 high priorities, as seen in Table 9:

<i>Table 9: Guidelines Identified as Top Priorities in Baton Rouge Region (in order discussed)</i>
1. Implement concurrency requirement for development impacting state roadways
2. Promote application of existing tools and resources for local governments
3. Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes
4. Prioritize technical assistance and growth management policy in fast-growing communities
5. Develop formal mechanisms to improve inter-jurisdictional coordination
6. Reduce developer/community resistance to regulatory change through outreach and education
7. Initiate transportation funding reform
8. Review and eliminate non-essential bureaucratic processes
9. Empower local agencies to build community support for innovative projects and policies

1. Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes

There has been a demonstration for how effective such programs can be (e.g., Office of Community Development [OCD] funding post-hurricane). DOTD should work more closely with Office of Community Development. The Comprehensive Resiliency Program was a good example that should be continued. A lot of applications didn't get funded, so there should still be the demand for this.

The implementation aspect is even more critical. All of these communities now have plans, but they need incentives to help implement the transportation recommendations. In Slaughter, the comprehensive plans were made toothless as possible to get them passed.

Key points:

- Desperately needed, money needed to implement projects
- New funding beyond post-disaster funding is necessary

2. Prioritize technical assistance and growth management policy in fast-growing communities

There is a need to be able to project what different choices might look like. Right now there is not enough scenario planning that says, "Yes, we need to accommodate new growth and it's coming quickly." It takes resources to do this, but it is possible at the MPO level. What's needed is the data. What does the growth look like, and how is it accommodated?

Capacity to plan for non-motorized transportation could definitely be improved. The state should work with higher education programs to expand this curriculum (especially in engineering schools). There is also a need for education on transit practices.

Key points:

- Need ability to project various scenarios
- Need data
- DOTD should work with universities to increase multi-modal engineering expertise in the state

- There is some opportunity to see coordination between agencies in charge of growth (LED) and those responding to it (DOTD), LED has been beefing up its GIS capacity

3. Develop formal mechanisms to improve inter-jurisdictional coordination

There are successful examples, but we need to be able to clearly communicate these successes and have incentives to implement them. Carrot and Stick approach is probably one of the most effective tools DOTD has to offer. This type of funding with clearly defined rules can be very effective: e.g., small amount of seed funding for communities that want to create bike plans: “match it and apply by this date.”

Key points:

- Create incentives
- Document successful examples

4. Initiate transportation funding reform

Some participants feel that Louisiana should be spending the money where it comes from (i.e. in regions and industries where it is generated), and feel that the state doesn’t spend enough money on helping the ports dredge their waterways for the amount of economic activity they bring into the entire state.

The public has to be educated on what types of funding mechanisms create what types of revenue. Everyone thinks the feds will just give us money somehow. The education process has to be driven somehow, but DOTD is not responsible for taking the lead on this. There is no talk about what the return on investment there is for the community.

Key points:

- One of DOTD’s most effective tools: carrots and sticks
- Changing capital outlay with regards to transportation is not politically palatable
- Create point system based on benefits
- Outside groups need to take lead on lack of funding and ROI
- Spend money where it comes from

5. Review and eliminate non-essential bureaucratic processes

Rules are not cohesive among different layers of bureaucracy that do not coordinate. There should be clear policies to streamline a process; for example, Complete Streets or Access Management.

Streamline the processes, and clearly define and communicate what the process is. There is the opportunity to leverage various funds at different levels. Until the state, MPO, and city are sitting together figuring out what is available, there may be a missed opportunity.

Need for a shared, comprehensible checklist: Developers often speak of surprises when dealing with state roads. There should be a map. Or clear information saying that there is an additional step required working with certain jurisdictions. Shared checklist that is consumer oriented, e.g., state road, Yes? No? If Yes, here are the steps that need to be taken.

Engineering Perspective: How do you better integrate from pre-planning to project implementation phase? As we evolve, how do you accommodate the outside pressure to keep up with new planning standards?

The DOTD is working on the review process in the Local Public Agency Corps Training, etc. The goal is to improve the role of MPOs as conduits. DOTD needs to better publicize training opportunities.

Key points:

- All stakeholders involved need clear information on the process, especially developers
- Process needs to be streamlined

6. Empower local agencies to build community support for innovative projects and policies

Get the politics out of what should be purely technical issues. As consultants, the clients are primarily public agencies. But because of political pressure, the clients are always stuck in the middle.

It needs to be clearly communicated: Where in the process is it too late to go back? When should the locality have to propose alternatives? When should they engage the public? Localities should also know at what point in the pipeline projects are, i.e., more transparency. Project support can be grown through sharing of best practices.

Key points:

- Local agency guide needed
- Assurance that DOTD will consider alternatives
- Try to get politics out of the process
- Staff stuck in the middle

7. Implement concurrency requirement for development impacting state roadways

Not discussed due to time limitations

8. Promote application of existing tools and resources for local governments

Not discussed due to time limitations

9. Reduce developer/community resistance to regulatory change through outreach and education

Not discussed due to time limitations

4.4 North Louisiana Region

In North Louisiana, stakeholders identified 9 top priorities, as seen in Table 10:

<i>Table 10: Guidelines Identified as Top Priorities in North Louisiana Region (in order discussed)</i>
1. Implement concurrency requirements for development impacting state roadways
2. Incentivize and facilitate adoption of DOTD policies by local and regional government agencies
3. Include alignment with DOTD Growth Management policies as essential criteria in development review process
4. Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes
5. Prioritize technical assistance and growth management policy in fast-growing communities
6. Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives

7. Initiate transportation funding reform
8. Review and eliminate non-essential bureaucratic processes
9. Consider state legislative action where appropriate

1. Implement concurrency requirements for development impacting state roadways

Key points:

- State concurrency requirements should be the same as local regulations
- Waivers should be few and far between
- States should better consider historic preservation as a potential impact

2. Incentivize and facilitate adoption of DOTD policies by local and regional government agencies

In this region, the MPCs sometimes disregard MPOs and DOTD opinions. But there is a difference between the policy makers and staff. The staff care, but the politics is business as usual.

So if the state wants to see better land use/transportation coordination, what can they do to influence the MPCs to plan this?

3. Include alignment with DOTD Growth Management policies as essential criteria in development review process

Develop evaluation processes: There will be some minor leeway in choice of what indicators will be there (indicators that recognize GM techniques) but often we don't have a choice.

State level Trans Leadership: Highly dependent on who is on board and who is in charge. It takes the right individual. It takes all of the elected officials to recognize the D part of DOTD

4. Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes

Technical assistance for zoning would need to be very transportation-oriented with linkage to land use in order for DOTD to be involved. There is not enough money to get entire zoning ordinances done. This wouldn't necessarily have to be headed up by the DOTD, could be department of local governments. If the state provided money to give assistance for comprehensive zoning across the state, what kind of priority would this be?

Key points:

- Must be transportation oriented
- Zoning not possible in all areas

5. Prioritize technical assistance and growth management policy in fast-growing communities

- Proviso: not shuffling funding from existing sources – must be new money

6. Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives

Key points:

- Policy should grow from the local level up
- Policy makers and staff are not the same group

- Might not need to be formal project-based

7. Initiate transportation funding reform

You could throw a quarter on gas tax, and two weeks later nobody would notice. Make it equitable where CNG fuels pay a gas tax. We need to consider hybrid and electric cars, and potentially tax Vehicle Miles Traveled (VMT).

Part of problem is that general perception is that every penny from Transportation Trust Fund goes towards highways. It's also given to the state police. Even if the funding is restructured, local authorities may not allocate for multi-modalism unless they are required to. Here in Shreveport, people want a parking space on every corner.

Cities cannot charge for parking on state routes unless they were already charging for parking before it was a state route. Streets in downtown Shreveport have the width to increase space for bikes and peds, but many are state routes.

Key points:

- How and what do you come to a consensus on?
- VMT tax would be ideal
- Increasing gas tax must be equitable
- Money is needed for multiple modes
- Parking fees

8. Review and eliminate non-essential bureaucratic processes

Long-term planning is being treated as a formality, which contributes to this problem. The importance of planning is not always taken seriously. The policy makers are not even in office long enough. Often, the solution is to put even more policies in place. We need to structure it so it can't be treated so capriciously. The policies that can be treated capriciously, get rid of them. So it's not a resource issue, more of a way of doing business. Politically it is very difficult, but it could be very easy with the right people in place.

Key points:

- It could be easier with right people in place
- Turf issues
- Personalities and politics
- Long term planning not taken seriously by politicians

9. Consider state legislative action where appropriate

Not discussed due to time limitations

4.5 Southwest Louisiana Region

In the Southwest Region, stakeholders identified 10 top priorities, as seen in Table 11:

1. Implement concurrency requirement for development impacting state roadways
2. Incentivize and facilitate adoption of DOTD policies by local and regional government agencies
3. Include alignment with DOTD Growth Management policies as essential criteria in development review process
4. Prioritize technical assistance and growth management policy in fast-growing communities
5. Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives
6. Reduce developer/community resistance to regulatory change through outreach and education
7. Initiate transportation funding reform
8. Develop and publicize new-policy demonstration projects
9. Review and eliminate non-essential bureaucratic processes
10. Empower local agencies to build community support for innovative projects and policies

1. Implement concurrency requirement for development impacting state roadways

There are too many private developments along roadways that are grossly inefficient. The best we can do with advanced planning is to preserve the future setbacks. Currently everything is free standing silos, and there is little coordination among the multiple jurisdictions. The biggest issue is that the network already in place was put in without considering future growth. Communities have developed around and outgrown our existing roads.

There are examples of developments that continue to impact roads years after they are completed. Impact fees would require legislative action.

The problem with intergovernmental agreements is it takes coordination and time, and agencies are already understaffed.

Key Points:

- State requirements for roadway planning at MPO level
- Tripartite (intergovernmental) agreement
- Need staff, everyone is short staffed
- There are too many silos and not enough coordination

2. Incentivize and facilitate adoption of DOTD policies by local and regional government agencies

The developer is always externalizing their cost the best they can to somebody else. Requirements for government agencies are inconsistent, e.g., being required to build a turn lane for one business, but not for another. Should agencies want to try these advanced planning mechanism, there should be funding to help them.

Funding should go towards demonstration projects. This region's first roundabout was 10 years ago (Ridge Rd), and it was met with resentment. But now, most politicians here love roundabouts. For cases like this, the science out there is already proven. Now we need to put the money behind it to sell it locally. We can demonstrate to developers that it's not going to put them out of business.

How do we share information from one region of the state to another? Financial incentives are most important, but there also needs to be marketing and outreach. If you prohibit something within one jurisdiction, it will often just get built on the fringes. Big developers often have no problems with things like J turns. But these have been killed everywhere else in the state.

Key Points:

- Inconsistencies
- The playing field needs leveling
- Need incentives
- Developers always externalize costs

3. Include alignment with DOTD Growth Management policies as essential criteria in development review process

It comes down to taking the corridor from point A to point B, no matter the jurisdictions. Bring together all the stakeholders that will be responsible for this corridor, and have them sign off on the plan. This way, localities will not cave to pressure from developers. DOTD would be in charge of leading this coordination, but it will need the staff and manpower. Does DOTD have planning staff to engage and facilitate?

Key Points:

- Create intergovernmental agreement
- DOTD/MPO/District should lead corridor planning effort – incentivize leadership role
- Plan by corridor for arterial, define responsibilities by stakeholder
- Can DOTD lead in a timely manner that locals want?
- Does DOTD have planning to engage and facilitate?

4. Prioritize technical assistance and growth management policy in fast-growing communities

Fast growing areas are more likely to be open to innovation—good area for demonstration projects. However, will the projects be able to move fast enough with current bureaucracy? How do we get these projects moving faster?

Key Points:

- Need a “fast track” transportation planning initiative
- Fast growing areas might be more open to it.

5. Reduce developer/community resistance to regulatory change through outreach and education

How do you get the developers and the politicians to come to the table? Conferences and field trips have been useful in localities where mindsets are being changed. With elected officials, it is difficult to move past the two-year cycle. Most are not as concerned about the long term.

In some places, like Carencro, the elected officials have been in position for years and see no reason to do anything differently. They don't want to admit that the growth is here and that we need to deal with it today. The ones that are proactive get involved, but some we never see. The public doesn't realize that even if the mayor is all for a project, he doesn't vote on it.

In Lafayette, the council came out against connectivity because enough people complained about not wanting their subdivisions connected. They are not aware of the larger ramifications this has on all the drivers. The rest of the community does not understand the impacts. Why would they even show up?

Key Points:

- Need to get elected officials and business owners educated
- Need “incentivized” policies
- Many successful examples

6. Initiate transportation funding reform

Some participants said that infrastructure is needed most in the south Louisiana port cities, but they are not getting the prioritization they need. Should funds be remitted to the places that produce the most funds? It seems that the urban areas are being outvoted at the legislative level.

We may be facing a major issue with statewide transportation funding (due to improved fleet efficiency, etc). What should we do about this? One solution is to tax VMT. Another is to use sales tax on gas as a percent of price instead of a flat rate per gallon.

Freight is not carrying its weight in the amount of damage it incurs on our transportation infrastructure. PMVs are not doing the damage to warrant the amount that they pay in gas taxes. In the rural parishes, it is the freight that damages the roads. Oil industry comes in and destroys the roads. They don't pay taxes that go into the transportation fund. They just pay taxes. Local areas should be able to get money back to repair their roads.

Trains could take thousands of these trucks off the roads and would be much safer.

Key Points:

- VMT tax, sales gas tax
- Urban areas are generating tax revenue and not getting their share
- Freight does not pay fair share of costs; in rural areas, freight does disproportionate damage to roads
- Big barrier to reform is state politics

7. Develop and publicize new-policy demonstration projects

Key points:

- Marketing and outreach program to educate developers and politicians
- Roundabout example too five years, but now more local politicians want them

8. Review and eliminate non-essential bureaucratic processes

This needs to be evaluated at the DOTD level--to look at its own processes and streamline them. However, participants understand that nobody wants to eliminate processes that would result in a loss of jobs. Efforts to streamline processes should focus on how to improve the quality and efficiency of work so that we can do more, faster, not necessarily just reduce what gets done.

Key Points:

- Any given project has to go through 32 desks
- DOTD needs to streamline funding
- Some sections in DOTD are trying to protect what they do

9. Empower local agencies to build community support for innovative projects and policies

The Feds have been hands-off for years. We need increased public engagement at various levels. Will the administration allow a staff person to call people to come to meetings? There needs to be a citizens' advisory board that is not hired or fired by the government. We could start educating kids at a high school level. So they can demand the change that they want when they come into leadership roles.

- Need for public engagement at all ages, make it a part of high school education

10. Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives

Not discussed due to time limitations

Appendix A: Individual Policy Worksheet

Draft Growth Management Guidelines for Louisiana

<i>Guideline</i>	<i>Degree of Difficulty</i>	<i>Stakeholders involved</i>	<i>Resources Needed</i>	<i>Actions Needed to Implement</i>	<i>Priority</i>
Improve inter-jurisdictional policy consistency	Easy	DOTD MPO Parish/Local Govt			High
	Medium	Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group _____ _____			Low
Implement concurrency requirement for development impacting state roadways	Easy	DOTD MPO Parish/Local Govt			High
	Medium	Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group _____ _____			Low
Incentivize and facilitate adoption of DOTD policies by local and regional government agencies	Easy	DOTD MPO Parish/Local Govt			High
	Medium	Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group _____ _____			Low
Encourage and expand participation in Road Transfer program	Easy	DOTD MPO Parish/Local Govt			High
	Medium	Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group			Low

<i>Guideline</i>	<i>Degree of Difficulty</i>	<i>Stakeholders involved</i>	<i>Resources Needed</i>	<i>Actions Needed to Implement</i>	<i>Priority</i>
Include alignment with DOTD Growth Management policies as essential criteria in development review process	Easy	DOTD			High
	Medium	MPO Parish/Local Govt Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group			Low
Develop model subdivision regulations to encourage context-sensitive growth management in rural areas	Easy	DOTD			High
	Medium	MPO Parish/Local Govt Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group			Low
Promote application of existing tools and resources for local governments	Easy	DOTD			High
	Medium	MPO Parish/Local Govt Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group			Low
Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes	Easy	DOTD			High
	Medium	MPO Parish/Local Govt Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group			Low
<i>Guideline</i>	<i>Degree of</i>	<i>Stakeholders involved</i>	<i>Resources Needed</i>	<i>Actions Needed to Implement</i>	<i>Priority</i>

	<i>Difficulty</i>				
Prioritize technical assistance and growth management policy in fast-growing communities	Easy	DOTD MPO Parish/Local Govt			High
	Medium	Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group _____			Low
Promote cost-efficient land use and transportation planning for shrinking or slow-growth communities	Easy	DOTD MPO Parish/Local Govt			High
	Medium	Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group _____			Low
Develop guide to growth management as an educational tool for local and regional governments	Easy	DOTD MPO Parish/Local Govt			High
	Medium	Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group _____			Low
Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives	Easy	DOTD MPO Parish/Local Govt			High
	Medium	Transit Agency Non-Profit Org			Medium
	Difficult	Citizen Group _____			Low
<i>Guideline</i>	<i>Degree of Difficulty</i>	<i>Stakeholders involved</i>	<i>Resources Needed</i>	<i>Actions Needed to Implement</i>	<i>Priority</i>
Develop formal mechanisms to improve inter-jurisdictional	Easy	DOTD MPO			High

coordination	Medium Difficult	Parish/Local Govt Transit Agency Non-Profit Org Citizen Group _____ _____			Medium Low
Reduce developer/community resistance to regulatory change through outreach and education	Easy Medium Difficult	DOTD MPO Parish/Local Govt Transit Agency Non-Profit Org Citizen Group _____ _____			High Medium Low
Initiate transportation funding reform	Easy Medium Difficult	DOTD MPO Parish/Local Govt Transit Agency Non-Profit Org Citizen Group _____ _____			High Medium Low
Develop evaluation processes and performance measures that recognize value of growth management policy approach	Easy Medium Difficult	DOTD MPO Parish/Local Govt Transit Agency Non-Profit Org Citizen Group _____ _____			High Medium Low
<i>Guideline</i>	<i>Degree of Difficulty</i>	<i>Stakeholders involved</i>	<i>Resources Needed</i>	<i>Actions Needed to Implement</i>	<i>Priority</i>
Consider opportunities for state level transportation planning leadership	Easy Medium	DOTD MPO Parish/Local Govt Transit Agency Non-Profit Org			High Medium

	Difficult	Citizen Group _____ _____			Low
Facilitate communication between MPOs and “fringe” communities as growth management hot spots	Easy	DOTD			High
	Medium	MPO			Medium
	Difficult	Parish/Local Govt			Low
		Transit Agency Non-Profit Org Citizen Group _____ _____			
Incentivize/enforce local policy change through competitive and formula funding processes	Easy	DOTD			High
	Medium	MPO			Medium
	Difficult	Parish/Local Govt			Low
		Transit Agency Non-Profit Org Citizen Group _____ _____			
Develop and publicize new-policy demonstration projects	Easy	DOTD			High
	Medium	MPO			Medium
	Difficult	Parish/Local Govt			Low
		Transit Agency Non-Profit Org Citizen Group _____ _____			
<i>Guideline</i>	<i>Degree of Difficulty</i>	<i>Stakeholders involved</i>	<i>Resources Needed</i>	<i>Actions Needed to Implement</i>	<i>Priority</i>
Review and eliminate non-essential bureaucratic processes	Easy	DOTD			High
	Medium	MPO			Medium
	Difficult	Parish/Local Govt			Low
		Transit Agency Non-Profit Org Citizen Group _____ _____			

<p>Consider state legislative action where appropriate.</p>	<p>Easy Medium Difficult</p>	<p>DOTD MPO Parish/Local Govt Transit Agency Non-Profit Org Citizen Group _____ _____</p>			<p>High Medium Low</p>
<p>Empower local agencies to build community support for innovative projects and policies</p>	<p>Easy Medium Difficult</p>	<p>DOTD MPO Parish/Local Govt Transit Agency Non-Profit Org Citizen Group _____ _____</p>			<p>High Medium Low</p>

Appendix B: Draft List of Recommended Growth Management Policies

Evaluation of the findings of local and national research, the first round of stakeholder meetings, and the two online surveys has resulted in development of the following draft list of recommended growth management policies, strategies, and ideas that may guide the state's approach to encouraging more effective coordination of transportation and land use at all levels of government, in accordance with national best practices as well as locally-identified priorities and concerns:

➤ **Improve inter-jurisdictional policy consistency**

- MPOs and state agencies (e.g., DOTD) should provide outreach and serve as advisors to local jurisdictions, and must assist in addressing land use and transportation issues that cross political boundaries (especially between urbanized jurisdictions and adjacent rural areas). This could take the form of a legislative mandate guiding highway development and coordination with local government, or could consist of formal voluntary agreements to ensure regular communication.

➤ **Develop formal mechanisms to improve inter-jurisdictional coordination**

- Inter-jurisdictional cooperation can help solve funding problems, as in St. Tammany Parish, where the parish, Regional Planning Commission (RPC), and state have been able to coordinate funding sources for road projects and bike infrastructure, 'getting two for one.' Improved coordination and unification of corridors (e.g. through road transfer program) can facilitate more even implementation of policy. Improving coordination and communication across jurisdictions to align corridor-wide development regulations and mitigate negative inter-jurisdictional impacts is essential.
- The development of formal agreements (for both vertical and horizontal consistency¹) to align state and local policies and actions is an essential step to implementing a growth management approach. Resistance across parish lines is a common challenge. This can be resolved by ensuring (in advance of any project) that each jurisdiction's comprehensive plan (if available) aligns with that of its neighbors. Some participants suggested that it could be helpful for the state to facilitate such coordination, particularly where it will help to achieve their own goals (e.g., corridor preservation). Successful examples of state engagement with local planning include having a DOTD representative on the local development review committee, as Shreveport has done.

➤ **Implement concurrency requirement for development impacting state roadways**

- The principle of concurrency mandates that development should only occur in conjunction with provision of sufficient public services and facilities (e.g., roadways) in order to mitigate negative impacts on state roadways. This could be achieved by legislative action, or by linking local access management policies to eligibility for state funds.

➤ **Incentivize and facilitate adoption of DOTD policies by local and regional government agencies**

- Many communities are looking for ways to incorporate complete streets principals into projects on both state

¹ Vertical consistency refers to the alignment of policy across levels of government, i.e. local, regional, and state, whereas horizontal consistency refers to policy alignment across neighboring jurisdictions.

and local roads, and some jurisdictions have adopted local and regional policies that align well with the state's policy. However, implementation of the DOTD policy has been "piecemeal," and participants suggest that more direction is needed from the state for how local jurisdictions can follow the state's lead. State-level policies provide an important opportunity to implement growth management ideas on corridors.

- In order to maximize their impacts, local agencies must follow the state's example. However, in many communities, some assistance or incentives are likely essential in order to achieve that goal. If local jurisdictions followed the state's policy examples (e.g., complete streets and/or access management), they could be much more effective. Inter-jurisdictional coordination is greatly improved by setting clear, specific goals that all parties agree to work on together.
- DOTD can be a policy leader: local alignment (at project and/or policy level) with state growth management policies should be incentivized in decision making for all competitive state funding sources. Note: prioritization mechanisms must be sensitive to the varying needs of urban, suburban, and rural communities.

➤ **Encourage and expand participation in Road Transfer program**

- The Road Transfer Program has been embraced in some areas—mostly those with rapidly growing populations and less constrained budgets—but is seen as a burden in other areas where local governments fear an inability to maintain additional facilities in the future. In many communities, the program is simply underutilized; local governments may know about it, but have not taken the time to evaluate possible opportunities, which include the ability to have greater local control over design decisions on the roadway that impact neighboring residents and businesses. Some participants suggested that road swaps allowing state and local agencies to transfer corridors to achieve mobility and community objectives may be more palatable to many local jurisdictions.
- Road transfer program should emphasize strategic road swaps that 1) maintain or improve state roadway capacity; 2) enable local jurisdictions to focus on community goals including safety, walkability, and economic development; and 3) do not increase long-term maintenance burden for either agency.

➤ **Include alignment with DOTD growth management policies as essential criteria in development review process**

- Development review processes should include formal evaluation of how developer addresses adherence to DOTD policies including but not limited to complete streets and access management. Local jurisdictions should be encouraged to review transportation impacts and alignment with principles of growth management for all site plan reviews.

➤ **Develop model subdivision regulations to encourage context-sensitive growth management in rural areas**

- Subdivision regulations are a key tool for regulating land development and transportation network impacts in rural communities, especially regarding corridor preservation. The state should establish and require contextually appropriate setbacks for any new development along state roadways and provide guidance to local governments for preserving critical local corridors. Building local agency and public support is particularly crucial in rural and exurban communities, where land use regulation tends to be minimal or non-existent in

Louisiana. In many areas, subdivision regulations are the only available land use tools. In some cases, proposed growth management tools may need to be modified or adapted to better suit the needs of rural communities.

➤ **Promote application of existing tools and resources for local governments**

- For example, CPEX's Louisiana Land Use Toolkit should be promoted as a resource for local communities. Links between how the implementation of tools advance state transportation goals (and any DOTD incentives for local adoption) should be emphasized.

➤ **Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes**

- Funding is needed for the development/update of master plan documents and zoning codes to include growth management techniques, linked to resiliency and sustainability, especially for small/rural parishes. Zoning should be encouraged across the state as the primary tool by which to ensure plans are implemented and community goals are achieved. Overlay districts, while valuable for addressing unique conditions, should not substitute for comprehensive planning and zoning for corridors across a jurisdiction. The stakeholder survey indicated respondent support for planning mandates to require local governments to develop transportation plans.
- Many project participants cited a need for expanded technical and/or financial assistance opportunities for smaller communities to achieve state policy goals, including planning grants and support implementing plans once developed.

➤ **Prioritize technical assistance and growth management policy in fast-growing communities**

- Jurisdictions expecting rapid growth should be prioritized for assistance in developing growth management policy and enhancing inter-jurisdictional coordination. Technical assistance measures could include scenario modeling to demonstrate impacts of policy change and consequences of failure to act on transportation networks.

➤ **Promote cost-efficient land use and transportation planning for shrinking or slow-growth communities**

- Similarly, jurisdictions with stable or declining populations, and/or shifting demographics should consider strategies that will minimize construction and maintenance needs, promote accessibility for aging populations, and incentivize infill development.

➤ **Develop guide to growth management as an educational tool for local and regional governments**

- The stakeholder survey confirmed that while most local and regional governments in Louisiana are engaged in planning activities, including transportation planning, the majority do not have specific growth management

policies in place. However, many communities are actively working on access management or corridor preservation, even if it is not reported as being intended to manage growth. Most of those agencies that report growth management activity note that this is done through comprehensive planning, zoning, and subdivision regulations. Many respondents suggested additional policies and programs that they believe constitute a “growth management” approach, reflecting that the term is often interpreted differently by different agencies and individuals. Development of resources that better link specific policies or regulatory tools with their possible growth management benefits could improve stakeholders’ understanding of what options are available to them, and how existing policies and programs can help achieve local land use and transportation goals.

- It is important to understand that different strategies may be more appropriate in different contexts. For example, complete streets was cited as a key policy framework by most participants from urbanized areas, but seen as cost-prohibitive and potentially irrelevant in rural communities. In suburban areas surrounding cities, on the other hand, land banking to preserve possible future rights-of-way (e.g. for beltways) was cited as an important strategy to consider.

➤ **Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives**

- The survey also indicated that MPOs—identified in the literature as a key locus of policy dissemination and leadership—have not explicitly embraced growth management techniques or integrated them into planning and funding processes. Focusing on the role of the MPO as a conduit of state-level policy, as well as being a liaison among local jurisdictions, could be an effective strategy for creating both vertical and horizontal policy consistency. Comprehensive design and development standards for all major regional corridors would improve transparency and reduce hassle for all involved.

➤ **Reduce developer/community resistance to regulatory change through outreach and education**

- Developer or public opposition to access management policies makes implementation challenging; there is a lack of understanding about current engineering solutions, and in many communities developers hold a great deal of power. Robust education and outreach efforts, as well as increased transparency and consistency in policy development and implementation are essential to building public, bureaucratic, and developer support for growth management concepts. There must be consistency between DOTD headquarters and all district offices, and local policy needs to be consistent and predictable. Outreach and increased transparency are both key ingredients to normalizing new policies (wherein communities expect and are comfortable with new methods and tools) and facilitating developer compliance.
- There is a need to increase public awareness about benefits of access management, in particular, and to communicate more effectively with the public without technical jargon. This means having data ready for the public to support decisions that are made. Increasing developer understanding of local and state level policy is important, whether it’s local zoning ordinance or state access management policy.
- Despite staff appreciation of various growth management goals and potential programs, survey respondents indicated that agency or jurisdictional support for many of the strategies that are commonly used to achieve growth management goals is lacking: lack of political support, and relatedly, developer opposition, were cited

as the key impediments to advancing growth management policy. The solutions most commonly identified to overcome such impediments included state legislative action, education and outreach to local officials, and demonstrated public support.

➤ **Initiate transportation funding reform**

- Participants across the state reiterated the clear need to develop new strategies to fund transportation infrastructure, both at the state level in response to declining gas tax revenues, and at the local level in order to build consistent, dedicated revenue streams in support of local road projects and implementation of complete streets concepts, without relying solely on periodic competitive grant opportunities. Some participants suggest that tolls may be a valid source of revenue, but they must be applied selectively, and only where users can see direct benefits from toll collection.
- The state's gas tax and transportation formula allocation hasn't been increased in 20 years, and has been identified as inadequate because revenues are not increasing, or even keeping up with inflation. This is a major obstacle for all levels of government. Funding constraints on the acceptable uses of gas tax funds are problematic as well. Local transportation priorities differ significantly between fast and slow-growth areas, and finding revenues for building, maintaining, or retrofitting roadways to meet changing demand is a universal concern.
- The way various funding sources are "siloed" was identified as a constraint that can make it difficult to systematically implement policy system-wide, rather than project-by-project. In addition, it was noted that rural areas may not have access to certain types of funding, discouraging them from developing plans for which there is no funding available for implementation.

➤ **Develop evaluation processes and performance measures that recognize the value of a growth management policy approach**

- There is a new focus on making new policies more performance-driven, in alignment with the new federal transportation funding bill (MAP 21) which is currently driving state policy and will require quantifiable results. On the other hand, establishing performance measures by which to measure new policy strategies must be developed carefully in order to avoid penalizing innovators for projects or policies for which immediate data (e.g. crash totals) reflect a short-term period of adjustment to the change, rather than a long-term outcome. For example, there is a concern that with the implementation of complete streets, safety data will show short-term increase in crashes; we need to make sure performance measures used to evaluate policies take into account complexities of complete streets approach and don't penalize short-term safety declines that improve multimodal access. Performance measures should be more nuanced (e.g., looking at crash severity instead of just crash totals or measuring crash rates rather than looking at crash totals).

➤ **Consider opportunities for tying state level transportation planning with the Coastal Master Plan**

- The state should tie the transportation master plan to planning for the coastal region, especially, to figure out how to adapt to wetland loss, sea level rise, and retrofitting the road network. It was observed that repetitive

loss issues will have a major impact on North Shore as well as the southern part of Southeast Louisiana; sea level rise in general is huge and currently, levees basically define growth boundaries.

➤ **Facilitate communication between MPOs and “fringe” communities as growth management hot spots**

- Some regions have already developed rigorous regulatory standards that align with growth management strategies to preserve corridor right-of-way and encourage the development of a pedestrian-friendly environment. However, friction occurs at the fringes of local jurisdictions with a proactive regulatory environment, where rapid growth is occurring just outside those boundaries in communities with fewer development constraints. Communities at the fringe of urbanized areas, just outside of MPO boundaries and/or municipal regulatory authority, are critical hotspots for targeting growth management efforts, such as through subdivision regulations and corridor plans.
- Consistent application of policy within a jurisdiction, as well as improved horizontal and vertical alignment of policy across regions, is seen as a crucial component to decreasing developer resistance. Developers need to know what to expect, that decisions are not being made politically, and that unjustified waivers to avoid a particular regulation will not be granted. DOTD district offices are important allies in this process, especially for enhancing communication between MPOs and parishes just outside MPO boundaries.

➤ **Incentivize/enforce local policy change through competitive and formula funding processes**

- Policy change must be incentivized. Competitive funding processes that reward local policy that aligns with state growth management objectives should be developed in order to stimulate innovation and change. Policies or plans that lack any sort of enforcement mechanism to ensure compliance are an oft-cited problem that stakeholders hope this research will begin to address.
- Some suggest that DOTD could require all jurisdictions to adopt basic transportation plans in order to be eligible for state funding, but if such a requirement were instituted it would need to have funding support attached. Alternately, most participants agreed that incentives for transportation plan updates that incorporate growth management tools and align with state policy objectives would be the most feasible, high-impact approach to achieving desired local outcomes. Linking growth management goals to opportunities to get state matching funds for local projects was recommended. Competition encourages innovation: many stakeholders suggest linking a certain portion of state funding opportunities to compliance with existing or future DOTD policies.

➤ **Develop and publicize new demonstration projects and/or policies**

- For any new policy or unfamiliar engineering improvement (e.g., J-turns, roundabouts), participants observed that the development of successful local examples or pilot projects is a valuable tool to demonstrate the viability and potential benefit of the change. Implementation of new engineering designs should be led with the careful development of pilot projects in order to demonstrate successful application of the concept and build local support for change. In addition, more effective and proactive communication of data is needed in order to explain and justify the application of new tools, and to ensure that local officials and citizens feel adequately involved in the decision-making process.

➤ **Review and eliminate non-essential bureaucratic processes**

- Relatedly, evaluation and elimination of unnecessary procedural or bureaucratic hurdles associated with transportation planning and investment was recommended as a means to reduce costs for both state and local agencies (e.g., requiring unnecessary external peer review for light fixtures on bridges). Bureaucratic hurdles were observed as “general, if unavoidable disincentives.” For example, if growth management ideas like implementing a complete street, taking local control of a state roadway, or adding setback requirements to preserve right of way result in additional paperwork compared to a status-quo alternative, they are unlikely to be embraced.

➤ **Consider state legislative action**

- Some suggested that state legislation may be needed in order to ensure consistent application of policy (for example, setback regulation, complete streets, or concurrency requirements) for all state routes. State leadership role may also be necessary to compel local governments to plan for growth as pertains to their transportation networks, and that this should include outreach efforts to educate local jurisdictions about how growth management tools can benefit their community. Increased coordination between adjacent jurisdictions to ensure that land use regulation in one area does not result in detrimental development outcomes just outside of regulatory boundaries is essential to state and local growth management goals, particularly corridor preservation.

➤ **Empower local agencies to build community support for innovative projects and policies**

- More tools are needed—in the form of publications, internet resources, demonstration projects, and media outreach—for local governments to educate their communities and prevent reactionary resistance to change. In some cases, local jurisdictions (as well as DOTD district offices) may need more autonomous control over their own public outreach efforts for projects in their community.

Development of Minimum State Requirements for
Local Growth Management Policies—Phase 1

Appendix J:

**Louisiana Guide to Model Transportation and Growth
Management Policies**

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Introduction

What is growth management?

Over the past several decades, many states have come to realize the need for a statewide policy framework to address inter-jurisdictional challenges associated with growth and development in an equitable, cohesive manner across municipal and county boundaries. The need to proactively plan for infrastructure needs and public services associated with growth through internal policies and legislation has emerged as a priority in communities of all sizes, across the nation. Growth management is a broadly applicable term for policies and programs that address this need at the local, regional, or statewide level.

The establishment of growth management policy requires the identification of policy goals and measurable objectives for the state or for specific regions, and the development of incentives or regulatory tools to encourage local governments to meet those objectives through the implementation of local plans and consistent enforcement of development regulation. Often, growth management policy is imitated and supported by statewide planning initiatives or legislative actions to direct policy implementation. At the local level, growth management goals are achieved through proactive planning, zoning, and subdivision regulation, as well as specific land use and development policies and approaches that facilitate effective infrastructure provision.

The three key, overarching themes of any growth management approach are:

- Consistency—the coordination of policies and actions across levels of government, among neighboring jurisdictions, and/or within departments or agencies.
- Concurrency—requiring development to only occur in conjunction with the provision of sufficient public services and facilities to support growth.
- Walkable Development—the general goal of minimizing land consumption and creating more efficient settlement patterns as appropriate to the context of the community.

In addition, the concept of *smart growth*, which focuses on the use of voluntary programs and public-private partnerships to achieve land use and development goals, has fully permeated contemporary discussion of growth management as a holistic framework for evaluating growth and development, with an emphasis on economic, social, and environmental sustainability.

Growth Management and Transportation

The relationship between land use and transportation is critical to effectively managing growth. Supportive local, regional, and state level policies are essential to ensuring that houses and jobs are developed in locations that support—and are supported by—transportation investments, and that transportation investments at all levels align with community, regional, state, and federal goals for achieving livability, sustainability, and economic vitality. An effective, cooperative process involves both local and state or regional agencies in all levels of the transportation planning process: long-range planning, corridor or modal planning, operational planning, and project-level planning.

Because new development cannot and will not occur without transportation access and connections to neighboring communities, transportation investments—whether new roads, highway expansions, bridges, or trails—have a critical relationship with development patterns and the direction of growth. Similarly, investment in the existing transportation network in built-out areas can serve to mitigate congestion, increase connectivity, and facilitate use of non-motorized modes, just as poorly connected roadway expansions can serve to exacerbate existing problems by inducing additional demand.

Overall, effective growth management through transportation policy depends on the creation and maximization of service and capacity by encouraging the most efficient possible use of resources and infrastructure available. In many cases, this means minimizing the need to construct new roads by directing development to areas where excess capacity exists, or where there are opportunities to reduce automobile travel demand. Implementation of such strategies is applicable to multiple levels of government. These practices increase savings opportunities for state agencies and local governments, while simultaneously advancing goals such as economic development, environmental conservation, and affordable housing. In order to achieve these objectives, growth management programs can employ a variety of tools to create strong land use and transportation integration and produce desirable outcomes, including policy directives such as Complete Streets and Access Management, programmatic efforts such as the Road Transfer program, regulatory adjustments to ensure adverse impacts of new development are mitigated, or incentive-based tools to promote infill or transit-oriented development.

Importantly, effective transportation planning for growth management requires cooperation and coordination across jurisdictional boundaries. Rather than pitting localities against one another in competition for residents and job growth, there must be full cooperation and coordination among parishes and municipalities in order to create meaningful policy change that benefits the entire state. In addition, inter-jurisdictional coordination, based on an integrated plan for regional growth and development, maximizes the collective value of costly transportation investments, minimizes waste, and ensures that a network of intermodal connectivity can be developed across the region. Local governments, typically with assistance and encouragement (or a legislative mandate) from regional or state agencies, must work together to holistically manage the transportation network. Only frequent and effective communication and coordination among all agencies involved can prevent unintended negative development-related consequences for neighboring jurisdictions, existing communities, or state highway facilities.

Purpose of this Study

Louisiana has not followed national trends in planning for population growth and development on a statewide level. It is among only a handful of states that have yet to enact some form of growth management, smart growth, or sustainability initiative addressing the coordination of land use patterns and transportation infrastructure. However, several significant planning efforts (such as the Louisiana Speaks process), suggest Louisiana is ready for a more thoughtful approach to growth and development.

The purpose of this research effort is to better understand the current state of the practice in Louisiana and across the nation, and it represents a preliminary effort toward advancing statewide growth management policies, defining specific regulatory and incentive-based growth management tools, and developing guidelines for state agencies and local jurisdictions for planning a safe, efficient, sustainable, and multimodal transportation system. This study has endeavored to address the following research questions:

1. What is the current state of the practice in statewide growth management policy?
2. What tools, policies, or programs should Louisiana consider implementing at the state and/or local level in order to balance the short term needs of development with the long term goal of efficient use of roads, highways, and other transportation infrastructure and to encourage livable, economically vital communities?
3. How will implementation of the growth management guidelines proposed impact economic and land use outcomes, compared to the status quo?

These efforts are in line with the goals of the USDOT Strategic Plan and are in direct relation to the DOTD's 2010 Complete Streets Policy, which stipulates a multi-modal approach to the state's future transportation investments, as well as DOTD's 2012 Access Connections Policy, which guides future access management decision-making for all state roadways.

Goal of this Guide

The goal of this guide is to provide a general 'blueprint' for growth management and guide to model policies at the State, MPO, Parish, and Municipal levels in Louisiana, based on both local and national research and extensive feedback from citizens and stakeholders throughout the state. This guide is intended to be a reference that the state can use to initiate policy development and implementation and to facilitate better coordination across jurisdictions and agencies to integrate transportation investments with land use decisions. This will also be a tool that local governments can use directly to find solutions to the specific issues they face in their communities, including guidance for local governments to make sure they can make the most of limited resources by keeping new infrastructure costs down and leveraging resources in areas that are already developed.

State of the Practice

Growing a Livable Louisiana

The importance of effective, coordinated transportation planning and infrastructure expenditure in shaping livable, economically thriving communities is clear. In Louisiana, local and regional comprehensive planning has generally occurred on an ad-hoc basis, often as a reaction to the negative consequences of a natural or man-made catastrophe.

Following Hurricanes Katrina and Rita in 2005, the *Louisiana Speaks* process marked the state's first major effort toward comprehensive plan-making for a significant portion of the state. However, this did not result in any legislative action to advance statewide goals and objectives for a more livable, sustainable Louisiana as identified through the process. The *Louisiana Speaks* process clearly highlighted the need for policy to link and direct regional growth, transportation planning, and economic development in order to ensure the state's economic competitiveness. It also revealed that greater transportation choice is a priority of the residents of southeast Louisiana. Coordination of land use and transportation is the key: the spatial and transportation linkages between housing and jobs—between employees and employers—are a critical component of Louisiana's economic competitiveness, and the state's ability to strengthen and grow its economy.

Louisiana Speaks also illuminated the fact that (in alignment with national trends) transit connectivity, and thus, greater transportation choice, is particularly important for attracting and retaining a diverse workforce across all income and skill levels. The residents of southeast Louisiana see transit as a central priority for the state and region's future. In a 2010 regional poll of the New Orleans and Baton Rouge metro areas, the Center for Planning Excellence and National Association of Realtors found that more than 75% of residents view the ability to walk to work or other destinations as important.ⁱ New Orleans' Downtown Development District conducted research on the preferences of job seekers in creative industries, finding that proximity to public transportation was the single highest rated important residential amenity, with 74% of respondents stating that it is very important to live in close proximity to a public transit stop.ⁱⁱ

Nationally too, demand for walkable communities, housing near transit, and travel-to-work alternatives other than the personal vehicle, is increasing, particularly among older adults and young professionals. Nationwide, walkable, transit-accessible housing will represent 1/3 of the country's demand for housing within the next 20 yearsⁱⁱⁱ. Similarly, research conducted in 2005 indicated that 40% of survey respondents in Boston and 29% in Atlanta indicated a stated preference for walkable urbanism over drivable suburbanism,^{iv} while the National Association of Realtors (NAR) found that over 80% of "Generation Y" wants to live in a downtown or walkable and/or transit friendly community, and over 65% of those be willing to pay a premium for such housing.^v In order to promote long-term economic growth and stability, coordinated planning and governance is needed to unite areas within regions, creating a cohesive, integrated whole which allows a full range of lifestyle options, appealing to a broad cross-section of households and employers.

In addition, this research found that Louisiana's households are changing, with greater overall racial and ethnic diversity, a trend toward smaller families and more single-person households, and many older adults in the coming decades. Income, poverty, education, employment and unemployment, homeownership rates, and vacancy rates, as well as cost of living as benchmarked by the percentage of income spent on housing costs were also evaluated, as well as projected rates of population growth and decline in the coming decades. The data suggest that many communities may be facing challenges to provide and maintain new and existing infrastructure in the coming

years. A growth management approach provides opportunities to make policy changes now that will better prepare communities for demographic change over the next couple of decades, which may include rapid growth, a declining population, an aging population, greater demand for transit, walking, and biking.

Moreover, resilient and redundant transport options for both passengers and freight are essential to quickly recover from disasters. Historically, Louisiana already has a robust multimodal transportation system, including rail, water, and highway-based transport. Statewide planning and growth management initiatives can help ensure integration among jurisdictions, secure funding opportunities and fill gaps in technical capacity, resulting in outcomes that may not have been possible through isolated, local policy efforts.

Relatedly, we must consider the economic impacts of our land use and development decisions. Efficient land use, as opposed to 'sprawl'-type development, reduces infrastructure and other costs. In both urban and rural areas, sprawl results in inefficient infrastructure networks and increasing costs to provide basic services to residents. Sprawl development also tends to result in:

- Conversion of natural or rural land to low-density development
- Increased spending on building and maintaining roads
- Higher individual travel costs
- Increased congestion
- Decreased livability (i.e. affordability, urban decline, inadequate services, socioeconomic segregation, limited access to transit or active transportation)

Moreover, the adoption of coordinated transportation and land use practices would put statewide goals in line with those of the USDOT Strategic Plan, thereby increasing opportunities for federal support. These goals are safety, state of good repair, economic competitiveness, livable communities and environmental sustainability. In adherence to the goals of increasing economic competitiveness and enhancing livability through transportation, growth management planning can address these problems by ensuring that houses and jobs are developed in locations that support and are supported by multimodal transportation investments. Enabling legislation or other formal agreements that establish a higher degree of cooperation between local and state agencies is essential for inter-jurisdictional cooperation in transportation planning and will be an important consideration for any statewide growth management efforts.

Exploring policies that facilitate a more versatile transportation network and more accessible communities through growth management provides an economic advantage to communities. Fulfilling the growing demand for walkable, bikeable, and transit-accessible housing and employment can help Louisiana better compete for residents and employers on the national scale. Resolving connectivity gaps and spatial mismatch issues in the state's urbanized areas and rural communities alike will improve the region's economic potential and overall resilience.

Louisiana’s Regulatory Framework

As noted above, Louisiana’s efforts at statewide planning and growth management to date have been minimal. The state’s comprehensive planning statutes and enabling legislation have been largely unchanged since the 1920s. The Louisiana State Constitution provides initial and over-arching authority for local communities to regulate land use, zoning, and historic preservation.^{vi} In order to further this broad grant of power, the Louisiana legislature has implemented two fundamental enabling statutes, a planning enabling statute and a zoning enabling statute.

The planning enabling legislation, LA RS 33:106, states that every parish or municipal planning commission “shall make and adopt a master plan for the physical development”^{vii} of the municipality or unincorporated area of the parish. Once a parish or municipality has adopted a master plan, the plan becomes a legal document and guideline which must be considered before the local governing authority approves development or adopts any local laws or regulations regarding the adopted master plan.^{viii}

The zoning enabling legislation, LA RS 33:4722, goes further and allows for the actual implementation of the adopted master plan through zoning regulations, stating “For any and all of the purposes set forth in RS 33:4721 the governing authority of any municipality may divide the municipality into districts of such number, shape, and area as may be deemed best suited to carry out the purposes; and within the districts so created, the governing authority may regulate and restrict the erection, construction, alteration, or use of buildings, structures or land.”^{ix} La RS 33:4722 applies strictly to municipalities; however, there is a similar statute, La RS 33:4780.40, that grants the same authority on the parish level.

Taken together, these two statutes establish the framework for all parishes and municipalities in Louisiana to plan and zone their communities, “For the purpose of promoting health, safety, morals, or the general welfare of the community . . .”^x

Additionally, the Louisiana Supreme Court decision, *Palermo Land Co. v. Planning Commission of Calcasieu Parish*, is the landmark Louisiana case interpreting planning and zoning law. In *Palermo*, the court verifies that local governments, both at the parish and municipal level, have the authority to zone, and re-zone land, for “the purpose of promoting health, safety, morals, or the general welfare of the community.”^{xi}

Unlike other southern states (e.g., Florida, Georgia, and Tennessee), no major planning statute updates have been passed in recent decades. The state enabling legislation grants municipalities the authority to plan, and permits and encourages comprehensive planning, but does not clearly specify whether comprehensive plans have the force of law. It also does not require any planning activity, and as a result many Louisiana communities have still never engaged in a major planning effort. While Louisiana has differential tax assessment rates for agricultural land, there are no specific statutes protecting those lands.^{xii}

At the local level, the majority of municipalities in Louisiana are incorporated under the Lawrason Act.^{xiii} The Lawrason Act provides a general legislative charter and applies to all municipalities except those governed by a special legislative charter or a home rule charter.^{xiv} Under the Lawrason Act, a “municipality may exercise any power and perform any function necessary, requisite, or proper for the management of its affairs not denied by law . . .”^{xv} This broad grant of power includes the right to establish a planning commission, adopt master plans, and enact zoning regulations.

The other common form of local governance in Louisiana is the “home rule charter.” Any parish or municipality in the state has the option of adopting a home rule charter which, “shall provide the structure and organization,

powers, and functions of the government of the local governmental subdivision, which may include the exercise of any power and performance of any function necessary, requisite, or proper for the management of its affairs, not denied by general law or inconsistent with this constitution.”^{xvi}

It is under these two approaches to governance that local entities adopt plans and enact zoning regulations. While all local governmental entities are granted the same broad powers to plan and zone, the extent to which local communities utilize these grants varies greatly across the state.

However, several significant planning efforts have occurred that suggest Louisiana is ready for a more thoughtful approach to growth and development. The Louisiana Speaks process noted above, which emerged in the aftermath of Hurricanes Katrina and Rita in 2005 and was facilitated by the Louisiana Recovery Authority and the Center for Planning Excellence, sought to create a long-range regional plan for South Louisiana based on the vision and goals of its residents and stakeholders. The process involved thousands of Louisianans, and identified a vision for a more sustainable future focusing on coastal restoration, hurricane protection, livable communities and a jobs-housing balance. It also revealed an existing preference for focusing new growth and new infrastructure investment in existing communities through land use planning, multi-modal transportation infrastructure and supportive policies: more than 80% of the 23,000 participants in the Louisiana Speaks Regional Vision Poll expressed a need for change in the state’s current development patterns.^{xvii} Smart growth or growth management initiatives can build on this broad, popular support for creating compact, livable communities, protecting rural landscapes, and investing in transportation that supports the mobility and access needs of all residents.

Specifically, the Louisiana Speaks Regional Plan (Louisiana Recovery Authority 2007) identified several key growth management strategies that should be adopted in order to achieve the community goals identified in the process, including a state land conservation trust to purchase and hold land deemed unsuitable for development, a mechanism to conduct property swaps to exchange publicly held land in developable areas for parcels in critical or high-risk areas, and a transfer of development rights (TDR) program to incentivize more intensive use of development target areas and preserve rural and agricultural land.^{xviii} While these tools were identified as means to protect environmentally sensitive land and minimize risk and losses due to flooding, they could be equally useful in promoting development patterns that more efficiently align with transportation infrastructure investment. The Louisiana Speaks Regional Plan also includes a toolkit and pattern book to guide development, featuring transportation solutions for creating a more interconnected roadway network that maximizes capacity (rather than speed) and minimizes curb cuts and conflicts.^{xix}

The audit of growth management practices in Louisiana has revealed that several parishes are now actively engaged in growth management planning, incorporating resiliency and sustainability into adopted master plans and land use regulations. The audit also revealed, however, that many parishes, mainly in rural areas, still do not have an adopted master plan or parish-wide land use regulations. Across the state, there is a greater awareness and acceptance of growth management techniques and policies on the parish and municipal level. Parishes and municipalities across the state, however, still have many opportunities to further incorporate growth management policies into their planning and land use regulations.

Overall, the legal framework in Louisiana is firmly established and clearly allows all parishes and municipalities across the state to adopt master plans and enact land use regulations to promote the health and safety of the community. While there is still a great deal of work to be done to implement sensible growth management regulations statewide, the legal framework exists to allow for this implementation.

National Best Practices

Over the last 40 years, several important lessons have emerged in the literature as other states have worked toward implementation of growth management programs and policies that may be useful as Louisiana seeks to more effectively coordinate land use and transportation planning and investment. In terms of policy development and adoption, we find the following:

- The general policy approach (mandates versus voluntary guidelines) as well as specific policy design elements should be determined based on careful consideration of a variety of factors. While both approaches can produce positive results, greater progress toward state goals is more likely through regulatory mandates, provided that it has strong political backing and compliance mechanisms.
- Effective growth management policies require tight, inter-jurisdictional coordination, preferably through legislative action. Metropolitan Planning Organizations (MPOs) and state agencies should provide outreach and serve as advisers to local jurisdictions.
- Strong local support for the concepts of growth management, smart growth, and sustainability is reinforced by collaborative partnerships between local officials and property owners, a focus on quality of life issues, an inclusive community engagement process, and fostering local, political or community champions to assist in creating and implementing the community's vision.

Growth management efforts in the post-Smart Growth era, and especially in southern and western states without a strong culture of progressive politics and centralized, "top-down" planning, have tended to focus more on voluntary, incentive-based policies. While clear support from state officials for any such efforts is important here as well, achieving local buy-in is the most pressing challenge of such an approach. Without regulatory mandates or sanctions for noncompliance, state recommendations for local growth management may have a limited rate of success unless local authorities share an understanding of how such efforts will benefit their community. In addition, various stakeholders at different levels of government are best equipped to take on certain responsibilities in implementing a growth management approach, as outlined below.

Role of the State and/or DOT:

1. Require (or at a minimum, facilitate) inter-jurisdictional cooperation
2. Lead role in building consensus around state goals and generate public support
3. Provide education and outreach to local governments
4. Provide support and guidance to local jurisdictions
5. Encourage local participation in state highway decisions
6. Develop comprehensive land regulation plans for areas adjacent to state highway infrastructure
7. Enforce developer mitigation when negative impacts on highway performance are anticipated
8. Develop and implement model Complete Streets, Access Management, and Corridor Preservation policies and encourage the adoption of similar policies at the MPO and local level
9. Establish requirements that local governments must meet to participate, and the level of participation, in state-funded local public assistance programs

Role of MPOs:

1. Act as facilitator of dialogue among local jurisdictions and across levels of government
2. Create regional transportation plans and work with local jurisdictions to guide the development of long-range land use plans
3. Develop model policies appropriate to municipalities in the region, reducing the burden on local governments with limited staff capacities.

Role of Local/Parish Governments:

1. Develop and maintain a master plan that, at a minimum, meets the requirements of state statutes and enabling legislation governing comprehensive planning (In Louisiana, RS 33: 106)
2. Consider adopting land use regulations allowed by state statute and enabling legislation (in Louisiana, RS 33: 4722 and RS: 33 4780.40)
3. Recognize the immediate and long-term benefits of better coordination for all parties and promote inter-agency coordination
4. Use planning staff to conduct education and outreach on new policies or design guides
5. Build developer buy-in
6. Introduce access management and complete streets guidelines in local plans
7. Prepare corridor plans
8. Recognize department of transportation's authority and work to align policy to state/MPO guidance
9. Make timely decisions
10. Consider requiring developers to mitigate negative impacts on infrastructure (highways, drainage, etc)

This research also demonstrated that the particular needs of urban, suburban, and rural communities are important considerations in developing growth policy. Programs should be tailored to allow all types of communities to benefit from state growth management policy. Preservation of farmland and 'rural character,' as well as economic concerns, tend to dominate growth management discussions in rural areas. Specifically with regard to transportation, many rural communities struggle with improving local access to economic opportunity and, often, basic goods and services. Successful efforts to mitigate these problems have employed regional development and transportation coordination, investment in multimodal transportation options, and the revitalization of local town centers with a focus on walkable, community design.

The Growth Management Toolbox

The following list of tools and policies were identified in the research as key components of typical growth management strategies across a diverse range of jurisdictions and community types. Though not an exhaustive list, these represent some of the most commonly applied tools, policies, and design strategies used nationally in order to guide and manage growth.

Access Management

Access management is an umbrella term for a policy and design approach focused on for reducing traffic congestion, promoting pedestrian and vehicle safety, and preserving the character of roadways by minimizing conflicts and maximizing street connectivity. Typical components of access management include

Driveway Spacing Requirements -- Minimum distance requirements between driveways to reduce conflict points on roadway

Flag Lot Requirements -- Regulations to minimize or avoid creation of flag lots to reduce need for additional roadway access points

Joint Access Requirements -- Mandates for commercial corridor development to limit driveways to one per existing parcel

Lot Frontage and Dimensional Requirements -- Requirements to minimize access points to roadways by regulating minimum dimensions of parcel subdivision on roadways

Lot Split Requirements -- Regulations for review of small parcel divisions normally exempt from subdivision review process

Outparcel Requirements -- Requirements to encourage coordination of access and circulation for lots on perimeter of larger parcels

Private Road Ordinances -- Regulations to ensure accessible, efficient private roads that integrate effectively with public street network

Roundabouts -- Used as an access management tool; reduces conflict points and can increase roadway capacity

Service Roads and Alternative Access Requirements --Requirements for the provision of alternative access roads for new development, especially reverse frontage roads

Subdivision Regulations -- Any other regulations that ensure new subdivisions are developed in a manner consistent with access management goals, ensuring effective integration with existing roadway network

Corridor Preservation

Corridor preservation policies are geared toward facilitating the setting aside of right-of-way for transportation infrastructure needed to support future growth and development and to maintain a desired level of transportation service. Corridor preservation can be achieved through:

Cluster Development Zoning --Limits the location and area of development on land lots so that the rest may be preserved for farming, forestry or green space.

Interim Use Agreements -- Agreements with property owners to allow limited use of corridor ROW until such time as land acquisition is necessitated

Setback Requirements and Waivers --Regulations dictating required setback of development from street; may be used to preserve ROW. Waivers of setback requirements on secondary roadways can facilitate preservation of primary corridor.

Transportation Impact Fee Credits --Credits back to developers for dedicating right-of-way (ROW) for corridor preservation

Rural Land Preservation Tools

The divergent needs of urban, suburban, and rural communities are important considerations in developing growth policy. Programs should be tailored to allow all types of communities to benefit from state growth management policy. Preservation of farmland and 'rural character,' as well as economic concerns, tends to dominate growth management discussions in rural areas. Tools designed to prevent the conversion of rural or agricultural land to low-density suburban development include:

Conservation Easements -- Preservation tool by which land owners retain ownership, but give up development rights on protected land in exchange for tax reductions or credits

Land Banking -- Government purchase of land for preservation purposes (also for corridor preservation)

Large Lot Zoning -- Establishes minimum lot sizes to facilitate farming or forestry, and prevent parcelization of rural land

Tax Abatements -- Reductions or reprieves from tax obligation in order to achieve preservation goals; e.g. tax deductions for contributions of land, use valuation for property taxes

Urban Growth Boundaries --Sets outer boundary limit for a jurisdiction to encourage walkable development and minimize loss of rural land

Transfer of Development Rights (TDR) -- A means of controlling land use to complement zoning and strategic planning for more effective urban growth management and land conservation through the assignment of development credits representing a property's unused development potential.

Additional Policies and Tools

Complete Streets -- Policy concept that encourages street design to incorporate elements for the safety and accessibility for users of all abilities and multiple modes of transportation.

Concurrency Requirements -- Requirement that supporting infrastructure is constructed prior to (or concurrent with) new development

Density Credits or Transfers -- Allowing the transfer of development rights from a site or portion of a site to another, as in conjunction with Transfer of Development Rights programs, to preserve ROW on a corridor, or in exchange for meeting specified growth management criteria

Expedited Development Review -- Fast-tracked approval process for development projects conforming to established criteria or community goals, e.g., jobs near transit, infill development, etc.

Historic Preservation Easements -- Legal agreement restricting the development of historically significant buildings or land in exchange for tax benefits

Impact Fees -- Fees imposed on new development to cover the cost of public services for the area

Intergovernmental Coordination Initiatives -- State-led efforts to facilitate enhance regular intergovernmental and/or interagency coordination and communication

Local/Regional Planning Grants -- Funds provided to local governments for citizen participation, planning consultants, land use inventories, etc as needed to develop or update local comprehensive and transportation plans

Overlay Districts -- Zoning tool designed to enhance, supplement or modify existing zoning laws for a corridor.

Road Transfers -- Tool for transferring state highways to local communities or local roads to state agencies, in order to promote revitalization efforts and/or redirect traffic to maximize network capacity

Smart Growth Design Guidelines -- Adoption of Smart Growth design regulations, zoning and building codes, e.g. mixed-use zoning designations, Traditional Neighborhood Design, minimum building densities, maximum parking ratios, form-based codes

Smart Growth Project Priority Funding -- Prioritization of funding for projects that align with established state smart growth criteria and goals, e.g. compliance with Complete Streets policy, or housing near transit

Technical Assistance Programs -- Provision of non-monetary resources to increase local jurisdictions' ability to plan for and implement smart growth principles

Transit Oriented Development -- Dense, mixed-used development around transit stops encourages walking and limits need for automobile.

Growth Management Guidelines

Municipalities and parishes, as well as MPOs and state agencies, can utilize a variety of strategies or and tools to implement growth management practices. Implementation tools include, but are not limited to, city or parish land use policies, development codes, zoning regulations, and specific development and land use performance requirements. The top 20 tools or strategies identified throughout the course of this research to yield potential benefits for Louisiana are outlined below, beginning with those identified throughout the course of this study as top priorities for the state.

For each, the overall priority level and level of difficulty to implement as identified by stakeholders are listed, and the stakeholders likely to lead implementation of the guideline, or be otherwise involved, are identified, as well as the jurisdictions (i.e., municipal, parish, regional, statewide) and types of communities (i.e., urban, suburban, or rural) most likely to benefit from the tool are identified. A description of the suggested guideline follows, as well as a summary key issues and barriers around the guideline identified by stakeholders and examples of successful application of the guideline in or outside of Louisiana. Finally, suggested actions representing opportunities toward implementation of the guideline are described.

Priority Level: High

1. Review and eliminate non-essential bureaucratic processes

Priority Level: High

Difficulty Level: Difficult

Lead Stakeholders: DOTD

Potentially Involved Stakeholders: MPO, Parish/Local Government, Non-Profit Organizations, Citizens' Groups

Applicable Jurisdiction Types: State

Applicable Community Types: All

Overview:

The research revealed that evaluation and elimination of unnecessary procedural or bureaucratic hurdles associated with coordinating transportation and land use investment is recommended as a means to reduce costs for both state and local agencies.

Bureaucratic hurdles were observed as general, if unavoidable disincentives to growth management: if implementing a complete street, taking local control of a state roadway, or adding setback requirements to preserve right of way result in additional paperwork compared to a status-quo alternative, they are unlikely to be embraced.

Findings:

Undertaking a thorough evaluation of the state's procedures and rules to identify opportunities to reduce the number of steps and/or duration of time DOTD project review and contracting take, particularly for minor projects, could significantly improve local governments' ability and willingness to adopt innovative growth management strategies. For example, this may include eliminating unnecessary required external peer review for minor projects, such as installing light fixtures on bridges.

In particular, new DOTD policies (e.g., complete streets and access management) should be accompanied by streamlined implementation processes (such as a shared, developer-oriented checklist) to ensure clear communication of requirements and coordination among all DOTD offices and local stakeholders. However, efforts to streamline processes should focus on how to improve the quality and efficiency of work so that we can do more, faster, not necessarily simply reduce the number of steps in the process.

Actions for Implementation:

- Bureaucratic processes can be reduced by streamlining and standardizing the review process to ensure that decisions are consistent. Engineering design standards should be evaluated, updated, and enforced consistently at all stages of review.
- Stakeholders suggest allowing MPOs to fund and approve final design drawings, prior to bidding, as this has been identified as a phase where projects often stall due to lack of local capacity and funds. The obstacles to this are several. Only a few MPOs have a federally-approved consultant selection process and even then, it is only applicable for planning and environmental contracts. MPOs are not engineering organizations and therefore lack the expertise to manage engineering contracts or review final designs.
- Communication of DOTD policy, processes, and changes thereof could be clearer and made more accessible (e.g., via online tools) to local planners and engineers.
- Fund dedicated DOTD staff time to identifying and prioritizing problems and developing solutions.
- Eliminate non-essential review items from standard review processes, e.g., historic preservation on pavement markings projects.
- MPOs can lead by identifying specific changes that would enable them to collaborate more effectively with the state and with local governments.
- Improve interagency/intergovernmental communication.
- Improve public/consumer information, including creating a user-friendly DOTD checklist that developers can use.
- Existing opportunities available at DOTD to train local public agencies on review processes and to enhance the role of MPOs as conduits of this information should be more effectively promoted and expanded

2. Initiate transportation funding reform

Priority Level: High

Difficulty Level: Difficult

Lead Stakeholders: State elected officials, Municipal/Parish elected officials

Potentially Involved Stakeholders: DOTD, MPO, Transit Agency, Non-Profit Organizations, Citizens' Groups

Applicable Jurisdiction Types: State, Municipal Government, Parish Government

Applicable Community Types: All

Overview:

The state's transportation formula allocation hasn't been increased in 20 years, and is inadequate for meeting current needs, as is the gas tax. Revenues are not increasing, or even keeping up with inflation—this is a major obstacle for all levels of government in implementing new policy and keeping up with transportation needs. Local transportation priorities differ significantly between fast and slow-growth areas, but finding revenue for building, maintaining, or retrofitting roadways to meet changing demand is a universal concern.

Findings:

Participants across the state reiterated the clear need to develop new strategies to fund transportation infrastructure, both at the state level in response to declining gas tax revenues, and at the local level in order to build consistent, dedicated revenue streams in support of local road projects and implementation of Complete Streets ideas, without relying solely on periodic competitive grant opportunities. Some participants suggest that tolls may be a valid source of revenue, but they must be applied selectively, and only where users can see direct benefits from toll collection.

Funding constraints on the accepted uses of gas tax funds are problematic as well. The way various funding sources are "siloed" was identified as a constraint that can make it difficult to systematically implement policy system-wide, rather than on an ad-hoc basis, project by project. In addition, it was observed that rural areas may not have access to certain types of funding, discouraging them from developing plans for which there is no funding available for implementation.

Any statewide effort to increase funding for transportation infrastructure must be accompanied by a campaign for public support to educate citizens about why additional funding is necessary, and what the return on public investment will be. Non-governmental organizations could be instrumental in leading this public outreach effort.

Action for Implementation:

- Research state legislative reform of transportation revenue streams
- Pursue outside expertise from national groups
- Establish political consensus in MPO areas or larger regions first
- Remit a share of locally-generated state tax revenue to local/regional governments to support innovation in transportation
- Develop public outreach campaign around funding reform options, including local option gas tax, local option vehicle registration fees, VMT tax, sales tax, and tax increment financing, etc.
- Work on establishing legislative and administrative support for change from the top
- Empower local communities to generate revenue creatively, such as by allowing parking fees on state routes.

3. Reduce developer/community resistance to regulatory change through outreach and education

Priority Level: High

Difficulty Level: Difficult

Lead Stakeholders: Parish/Municipal Government

Potentially Involved Stakeholders: DOTD, MPO, Non-Profit Organization, Citizens' Groups

Applicable Jurisdiction Types: All

Applicable Community Types: All

Overview:

Opposition to growth management-related policies makes them difficult to implement due to public and developer pushback, often due to a lack of understanding about current engineering solutions and the rationale for projects that diverge from the status quo. Robust education and outreach efforts, as well as increased transparency and consistency in policy development and implementation, are essential to building public, official, and developer support for growth management concepts.

Findings:

There is a need to increase public awareness about benefits of existing policies, including Access Management. This means having data ready for the public to support decisions that are made. Increasing developer understanding of local and state level policy, including the application of current and future growth management tools, is very important but requires additional staff capacity, a particular challenge in smaller communities. Generally, statewide capacity to plan for non-motorized transportation could definitely be improved, in part by working with higher education programs to expand this curriculum (especially in engineering schools). There is also a need for education on transit practices to ensure that future engineers are ready to address multimodal transportation issues.

There must also be consistency between DOTD headquarters and all district offices, and local policy needs to be consistent and predictable. Outreach and increased transparency are both key ingredients to normalizing policy change and facilitating developer compliance.

Despite staff appreciation of various growth management goals and potential programs, agency or jurisdictional support for many of the strategies that are commonly used to achieve growth management goals is lacking. Lack of political support, and relatedly, developer opposition, were cited as the key impediments to advancing growth management policy. The solutions most commonly identified to overcome such impediments included state legislative action, education and outreach to local officials, and demonstrated public support. Educating local officials about real estate finance and development could also be beneficial toward this end.

Actions for Implementation:

- Develop a public outreach campaign targeting consultants and engineers. Create educational and information tools and materials using real world examples.
- Reduce the availability/likelihood of waivers from established state policy for individual projects to improve policy application consistency and build developer trust
- Inform public and elected officials about policy and the impacts of their decisions
- Dedicate time, staff, and materials to public outreach efforts (all levels of government)

4. Prioritize technical assistance and growth management policy in fast-growing communities

Priority Level: High

Difficulty Level: Easy

Lead Stakeholders: DOTD, Parish/Municipal Government

Potentially Involved Stakeholders: MPO, Non-Profit Organizations, Transit Agency

Applicable Jurisdiction Types: Municipal Government, Parish Government, Region

Applicable Community Types: Suburban

Overview:

Jurisdictions experiencing very rapid projected growth should be prioritized for assistance in developing growth management policy and enhancing inter-jurisdictional coordination.

Findings:

Fast growing areas are more likely to be open to innovation, making them ideal candidates for demonstration projects. But, such projects need to be “fast tracked” to ensure that projects are not stymied by existing bureaucratic processes. Technical assistance measures could include scenario modeling to demonstrate impacts of policy change and consequences of failure to act on transportation networks.

Universities in the state could be enlisted to provide such services as mapping future land use for local communities and use of HAZUS tool maps hazard mitigation planning. Providing access to some of the costlier engineering and design manuals (e.g., AASHTO) would be very helpful in some communities, providing up-to-date technical guidance to local staff engineers and developers.

Action for Implementation:

- Identify fast growing communities where growth management intervention is needed
- Create a growth management-oriented evaluation and selection matrix that is defensible, then allocate money to implement a competitive program

- Establish a professional certified planner on DOTD Staff.
- Dedicate resources to ensuring that communities are aware of contemporary planning best practices
- Generate the political will to allocate existing funds, or to identify and pursue federal or private funding options.
- Advance local and state GIS expertise and support local scenario modeling efforts
- Ensure technical assistance includes an effective evaluation component

5. Develop planning/implementation grant program to encourage development of comprehensive plans and zoning codes

Priority Level: High

Difficulty Level: Difficult

Lead Stakeholders: DOTD, MPOs where appropriate

Potentially Involved Stakeholders: Parish/Municipal Government, Transit Agency, Citizens' Groups

Applicable Jurisdiction Types: State, Region

Applicable Community Types: All

Overview:

Many communities in the state do not have comprehensive plans, or have plans with outdated land use or zoning laws that do not match the community's current goals. Funding is needed for the development or update of master plan documents and zoning codes (where applicable) to include growth management techniques, linked to resiliency and sustainability, especially for small and rural parishes.

Findings:

Many project participants cited a need for expanded technical and/or financial assistance opportunities for smaller communities to achieve state policy goals, including planning grants and support implementing plans once developed. Care should be taken to ensure that plans, once developed, meet community needs and have strong political and community support for implementation. Clear, up-to-date regulations and information would also make it easier for developers to align project designs to growth management principles.

Locally, there has been precedent for the effectiveness of providing funding for such planning efforts, from the Office of Community Development's Comprehensive Resiliency Program following the hurricanes of 2005-2008. Many applications for this program were not funded, and there continues to be demand for plan-making support. DOTD can work with the Office of Community Development to promote the continued development of transportation-oriented planning and zoning projects. Alternately, DOTD could develop a simplified planning process which would meet the requirements of RS 33: 106.

However, support for implementation is equally critical. Communities with new plans may also need incentives to help implement the transportation recommendations therein. Importantly, strong implementation mechanisms must be an essential component of any future plans in order to ensure their effective application.

Actions for Implementation:

- Comprehensive plans/zoning codes are imperative for proper development to occur. Identify funding sources to support developing such plans
- Identify development sample plans and model codes to select from and refine to address local needs
- MPOs could assist local governments with grant application preparation.
- Involve state APA chapter and sections for assistance
- Develop a grant program to fund development of local ordinances, as well as public education on land use regulation and host LPA training
- Provide support for local government grant writing.
- Establish a professional certified planner and/or grant program administrator on LaDOTD Staff.
- Educate public officials on benefits of adhering to plans to promote enforcement of regulation; generate buy-in from state/parish government to ensure plans actually get implemented
- Create statewide guidelines, and provide incentives if locals develop comprehensive plans and zoning codes that adhere to those guidelines (may require legislative action to require adherence)
- Provide grants for pilot projects

6. Empower Local Agencies to build community support for innovative policies and projects

Priority Level: High

Difficulty Level: Easy

Lead Stakeholders: DOTD, MPOs, Parish/Municipal Government

Potentially Involved Stakeholders: MPO, Transit Agency, Non-Profit Organizations, Citizens' Groups

Applicable Jurisdiction Types: DOTD District Offices, Municipal Government, Parish Government

Applicable Community Types: All

Overview:

More tools are needed—in the form of publications, internet resources, demonstration projects, and media outreach—for local governments to educate their communities and build support for innovation. In some cases, local jurisdictions (as well as DOTD district offices) need more autonomous control over their own public outreach efforts for projects in their community.

Findings:

Improving transparency and communication between state agencies and local entities about transportation projects is needed in order to foster effective public outreach and dialogue about related land use and growth

issues. This research revealed that local stakeholders want to see DOTD districts empowered more to disseminate information about and solicit feedback on local projects.

Moreover, local governments would benefit from being empowered to make changes to corridors that align with existing state policy and goals, such as by adding complete streets components to state routes that run through their communities. Delegating greater control of some state projects—particularly regarding public outreach and information dissemination—could improve outcomes by facilitating greater local buy-in and more responsive, timely public communication.

Actions for Implementation:

- Provide access to clear data and recommendations for technical review and approval, including training for local community staff
- Identify funding for web developers and public relations and marketing expertise via staff and/or consultants
- Address constraints on use of right-of-way acquired for projects that align with DOTD policy: Establish state tax abatements or other processes (such as an evaluation process to determine the suitability of locally desired changes to state routes) to support local projects addressing state goals and delegate greater control to local jurisdictions
- Increase local or district control of communication and outreach efforts, such as permitting the establishment of project websites and social media presence to promote more timely, transparent public engagement

7. Incentivize and facilitate adoption of DOTD policies by local and regional government agencies

Priority Level: High

Difficulty Level: Medium

Lead Stakeholders: DOTD, MPO, Parish/Municipal Government

Potentially Involved Stakeholders: Transit Agency, Citizens' Groups

Applicable Jurisdiction Types: Regions, Parish Governments, Municipal Governments

Applicable Community Types: All

Overview:

DOTD can be a policy leader: local alignment (at project and/or policy level) with state growth management policies should be incentivized in decision making for all competitive state funding sources. Competitive funding processes that reward local policy that aligns with state growth management objectives (and include clear enforcement mechanisms) should be developed in order to stimulate innovation and change.

Findings:

Many communities are looking for ways to incorporate Complete Streets principals into projects on both state and local roads, and some jurisdictions have adopted local and regional policies that align well with the state's policy. However, implementation of the DOTD policy has been "piecemeal," and participants suggest that more direction is needed from the state for how local jurisdictions can follow the state's lead. State-level policies provide an important opportunity to implement Growth Management ideas on corridors.

In order to maximize the impacts of these important growth management tools, local agencies must follow the state's example. However, in many communities, some assistance or incentives are likely essential in order to achieve that goal. Inter-jurisdictional coordination is greatly improved by setting clear, specific goals that all parties agree to work on together. Importantly, prioritization mechanisms to access incentives must be sensitive to the varying needs of urban, suburban, and rural communities.

Some participants in this study suggest that DOTD could require all jurisdictions to adopt basic transportation plans in order to be eligible for state funding, but if such a requirement were instituted (through legislative action) it would need to have funding support attached. Alternately, most participants agreed that incentives for transportation plan updates that incorporate growth management tools and align with state policy objectives would be the most feasible, high-impact approach to achieving desired local outcomes. Linking growth management goals to opportunities to get state matching funds for local projects was recommended.

There are successful examples of the implementation of growth management measures, but we need to be able to clearly communicate these successes and have incentives to implement them. This type of funding with clearly defined rules can be very effective: e.g., a small amount of seed funding will be provided for communities that want to implement projects or programs that align with state goals.

Action for Implementation:

- Incentives are needed for buy-in from authorities on local and regional levels to adhere to state policies and ensure policy consistency across the transportation network
- Effective growth management requires state leadership: state should provide education to local governments about how policies address local goals
- Involve AARP and other non-profit organizations in the promotion of Complete Streets and other growth management concepts statewide
- Establish a professional certified planner on DOTD Staff
- Focus first on full and consistent state implementation of policy before actively encouraging local adoption
- Show successful implementation case studies from other states with similar policies
- Actively solicit neighborhood input through inclusive public participation programs
- Develop and fund incentives that make it easy for local politicians to "sell" adoption of policies (note that state legislation may be required to facilitate local adoption of state policies if not strictly incentive-based)
- Establish clear state priorities, and identify ways local governments can help achieve them

8. Develop and publicize new-policy demonstration projects

Priority Level: High

Difficulty Level: Easy

Lead Stakeholders: DOTD, MPOs, Parish/Municipal Government

Potentially Involved Stakeholders: Non-Profit Organizations, Citizens' Groups

Applicable Jurisdiction Types: All

Applicable Community Types: All

Overview:

Implementation of new engineering ideas should be led with the careful development of pilot projects in order to demonstrate successful application of the concept and build local support for change. Providing marketing and outreach programs to educate developers and politicians about new concepts will help new concepts achieve widespread acceptance.

Findings:

For any new policy or unfamiliar engineering improvement (e.g., J-Turns, Roundabouts), participants observed that the development of successful local examples or pilot projects is a valuable tool to demonstrate the viability and potential benefit of the change. For example, when Louisiana started to construct roundabouts, there was significant opposition to the idea, even though data existed demonstrating their effectiveness. Now, communities all over the state are beginning to embrace them.

In addition, more effective and proactive communication of data is needed in order to explain and justify the application of new tools, and to ensure that local officials and citizens feel adequately involved in the decision-making process.

Actions for Implementation:

- Dedicate seed funding for pilot/demonstration projects
- Create an inventory of successful projects and reach out to those that implemented them for best practices
- Create materials showing demonstration project lessons learned, benefits, how-to, etc
- Conduct outreach to show benefit of these projects so as to generate buy-in from all agencies involved as to demonstration project potential.
- Regional governments/MPOs should lead citizen and business community involvement and engage their input on pilot project design

9. Focus on MPOs as leaders for local policy dissemination and consistency with DOTD objectives

Priority Level: High

Difficulty Level: Easy

Lead Stakeholders: MPOs

Potentially Involved Stakeholders: DOTD, Parish/Municipal Governments

Applicable Jurisdiction Types: Regions

Applicable Community Types: Urban, Suburban

Overview:

Growth management literature identifies the MPO as key locus of policy dissemination and leadership. Focusing on the role of the MPO as a conduit of state-level policy, as well as being a liaison among local jurisdictions, could be an effective strategy for creating both vertical and horizontal policy consistency.

Findings:

This study found that Louisiana's MPOs have not explicitly embraced growth management techniques or integrated them into planning and funding processes. Comprehensive design and development standards for all major corridors within and intersecting regions would improve transparency and reduce hassle for all involved.

Importantly, MPOs need direction on what needs to be done in terms of growth management, and then access to additional funding to support staff who can achieve those aims. In particular, smaller MPOs that do not have populations above 200,000 may be very financially constrained. Support for less populous regions is needed in order to boost the capacity of MPOs to support state policy goals throughout Louisiana.

Actions for Implementation

- Facilitate greater MPO/DOTD coordination on statewide planning throughout the year, not just for long range MPO plans
- Dedicate MPO staff time (or support for outside consultants) to engage local officials
- Provide training for elected officials.
- MPOs should be responsible for public outreach and responding to local needs
- Other than traffic impact analysis, DOTD is not currently involved in subdivision review processes. MPOs could represent DOTD's interest in subdivision review in order to improve land use/transportation coordination.
- Promote or provide access to AASHTO design manuals for dissemination among local jurisdictions

Priority Level: Medium

10. Implement concurrency requirement for development impacting state roadways

Priority Level: Medium

Difficulty Level: Difficult

Lead Stakeholders: DOTD, Parish/Municipal Governments

Potentially Involved Stakeholders: MPO, Citizens' Groups

Applicable Jurisdiction Types: Municipal Governments, Parish Governments

Applicable Community Types: All

Overview:

The principle of concurrency mandates that development should only occur in conjunction with provision of sufficient public services and facilities (e.g., roadways) in order to mitigate negative impacts on state roadways. This could be achieved by legislative action, or by linking local growth management policies (aligned with state concurrency guidelines) to eligibility for state funds.

Findings:

Communities have developed around and outgrown existing roads. Development can continue to impact roads years after they are completed. Implementation of a concurrency requirement or guideline would help improve development efficiency, preserve right-of-way for future transportation investments, and protect existing communities from negative impacts of growth.

Actions for Implementation:

- Identify all possible alternatives for requiring or incentivizing infrastructure concurrency
- Define statewide standards, based on input from local governments
- Review legislative actions other states have taken to achieve concurrency, and develop model policies.
- Focus on high-growth areas to inform local leaders about the potential infrastructure costs of growth
- Support expansion of zoning codes to more jurisdictions
- Establish dedicated state office of planning and coordinate with DOTD, MPOs, local governments
- Create a checklist to evaluate development concurrency
- Establish guidelines for impact fees local governments should consider adopting
- Establish DOTD review of land use plans/site development plans
- Provide and/or require traffic analysis/studies to evaluate impacts of planned development.
- Provide more training for planning commissions and local government about long term impacts of major developments on state routes

11. Include alignment with DOTD growth management policies as essential criteria in development review process

Priority Level: Medium

Difficulty Level: Medium

Lead Stakeholders: DOTD, Parish/Municipal Government

Potentially Involved Stakeholders: MPO, Transit Agency, Non-Profit Organizations, Citizens' Groups

Applicable Jurisdiction Types: Parish Government, Municipal Government

Applicable Community Types: All

Overview:

Development review process for all projects impacting state roadways should include formal evaluation of how a developer addresses adherence to DOTD policies, including but not limited to complete streets and access management.

Findings:

Typically, DOTD only gets involved when it's time to connect a subdivision to a state road. However, the review process should be triggered by any development that is likely to generate traffic impacting state roads, even if not directly connected. In some areas of the state, this is already happening, but it isn't consistent. Interconnectivity requirements should be included as an integral component of access management, and should be incentivized.

In addition, local jurisdictions should be encouraged to review transportation impacts and alignment with principles of growth management for all site plan reviews. Through corridor planning, all stakeholders involved with development impacting a corridor may build consensus about corridor development, creating a clear and consistent message for developers.

Actions for Implementation:

- Establish greater DOTD review in subdivision/permit process.
- Create a checklist to identify whether a local development project will impact a state road
- Provide education to local governments on current DOTD policy, and the benefits of these policies
- Site plan evaluation criteria should be revised to include growth management principles, and staff capacity/expertise increased to ensure compliance
- Participation on all levels must be mandatory in order to ensure that issues from local to regional to state, etc. are addressed: include policy alignment requirement/recognition in feasibility studies
- Provide incentives for compliance beyond what can be legally mandated
- Adapt access management guidelines to be applicable at smaller scales and on locally owned roads
- Create a DOTD/state grant program to assist local governments with development review.
- Develop corridor plans with intergovernmental agreements among DOTD, the MPO, and parish/municipal government

12. Improve lateral inter-jurisdictional policy consistency (including formal coordination mechanisms)

Priority Level: Medium

Difficulty Level: Medium

Lead Stakeholders: DOTD, MPO, Parish/Municipal Government

Potentially Involved Stakeholders: Transit Agency, Non-Profit Organizations

Applicable Jurisdiction Types: All

Applicable Community Types: All

Overview:

The development of formal agreements (both vertical and horizontal) to align state and local policies and actions is an essential step to implementing a growth management approach.

Findings:

MPOs and State Agencies (e.g. DOTD) should provide outreach and serve as advisors to local jurisdictions, and must assist in addressing land use and transportation issues that cross political boundaries (especially between urbanized jurisdictions and adjacent rural areas). This could take the form of a legislative mandate guiding highway development and coordination with local government, or could consist of formal voluntary agreements to ensure regular communication.

Inter-jurisdictional cooperation can help solve funding problems, as in St. Tammany Parish, where the parish, RPC, and state have been able to coordinate funding sources for road projects and bike infrastructure. Improved coordination and unification of corridors (e.g. through road transfer program) can facilitate more even implementation of policy. Improving coordination and communication across jurisdictions to align corridor-wide development regulations and mitigate negative inter-jurisdictional impacts is essential.

Resistance across parish lines is a common challenge. This can be resolved by ensuring (in advance of any project) that each jurisdiction's comprehensive plan (if available) aligns with that of its neighbors. Some participants suggested that it could be helpful for the state to facilitate such coordination, particularly where it will help to achieve their own goals (e.g. corridor preservation). The precise needs of mechanisms may vary by region and/or stakeholders involved.

Successful examples of state engagement with local planning include having a DOTD representative on the local development review committee, as Shreveport has done. In addition, tripartite agreements between DOTD, the MPO, and Local governments in the Lafayette region on arterial projects impacting multiple jurisdictions have proven to be an effective local model for cooperation.

Actions for Implementation:

- Identify direct point persons at each agency and establish guidelines/mandates outlining development/communication hierarchy and boundaries, and a regular meeting schedule
- Encourage more meetings with inter-agency personnel on individual projects.
- Establish models for intergovernmental agreements for various situations
- Support local jurisdictions' comprehensive planning efforts with legal guidance.
- Require stakeholder meetings at initial project development milestones.
- Conduct thorough analysis of where disconnects and communication breakdowns occur and develop solutions and an implementation/transition plan.
- Smaller local governments may need greater assistance to empower limited staff to address coordination needs.
- Establish an inventory of examples of functional models, and successful projects resulting.

13. Consider state legislative action where appropriate to facilitate consistent growth management policy implementation

Priority Level: Medium

Difficulty Level: Difficult

Lead Stakeholders: DOTD, Parish/Municipal Government

Potentially Involved Stakeholders: Applicable Jurisdiction Types: MPO, Non-Profit Organization, Citizens' Groups

Applicable Jurisdiction Types: State

Applicable Community Types: All

Overview:

While incentive-based growth management initiatives are valuable, they are unlikely to be embraced by all local jurisdictions. Legislative action would be the most effective tool for achieving regulatory consistency across the state.

Findings:

Increased coordination between adjacent jurisdictions to ensure that land use regulation in one area does not result in detrimental development outcomes just outside of regulatory boundaries is essential to state and local growth management goals, particularly corridor preservation. Some project participants suggested that state legislation (e.g., to establish impact fees, concurrency requirements, or overall state planning reform) may be needed in order to ensure consistent application of setback regulation for all state routes. A state leadership role may also be necessary to compel local governments to plan for growth as pertains to their transportation networks, and that this should include outreach efforts to educate local jurisdictions about how growth management tools can benefit their community.

Actions for Implementation:

- A prerequisite to any legislative action: provide education to legislators about the purpose and challenges of growth management policies
- Legislature needs to be made aware of looming infrastructure concerns, and possible solutions to address these
- Any legislation should be tied directly to resources for implementation
- Specific regulations (e.g., mandatory setbacks) may be easier to build support for than generalized rules or overall state planning reform

14. Promote application of existing tools and resources for local governments

Priority Level: Medium

Difficulty Level: Easy

Lead Stakeholders: DOTD, MPO, Parish/Municipal Government

Potentially Involved Stakeholders: Transit Agency, Non-Profit Organizations, Citizens' Groups

Applicable Jurisdiction Types: Municipal Governments, Parish Governments

Applicable Community Types: All

Overview:

Development of resources that better link specific policies or regulatory tools with their possible growth management benefits could improve stakeholders' understanding of what options are available to them, and how existing policies and programs can help achieve local land use and transportation goals.

Findings:

This study has confirmed that while most local and regional governments in Louisiana are engaged in planning activities and specifically transportation planning, the majority do not have specific growth management policies in place. However, many communities are actively working on access management or corridor preservation, even if it is not reported as being intended to manage growth. Most of those agencies that do report growth management activity report that this is done through comprehensive planning, zoning, and subdivision regulations.

It is important to understand that different strategies may be more appropriate in different contexts. For example, Complete Streets was identified as a key policy framework by most participants from urbanized areas, but seen as cost-prohibitive and potentially irrelevant in very rural communities. In suburban areas surrounding cities, on the other hand, land banking to preserve possible future rights-of-way (e.g., for beltways) was cited as a priority strategy to consider. For example, CPEX's Louisiana Land Use Toolkit should be promoted as a resource for local communities. Links between how implementation of tools advance state transportation goals (and any DOTD incentives for local adoption) should be emphasized.

Actions for Implementation:

- Coordinate with MPOs and parishes to share resources.
- Compile a toolset that is easier for local government to implement and allows incremental change
- Develop a website guide to growth management on DOTD's website
- Demonstrate direct benefits of tool implementation
- Establish a professional certified planner on LaDOTD staff.
- Increase social media interaction.
- Facilitate non-profit outreach through MPOs, and interaction with APA to support policy campaigns and local coordination
- Provide training on use of the tools available for local governments who do not have this expertise.
- Develop a workshop that local elected officials and planning commissions attend.
- Develop a public information campaign and involve residents of all types of communities.
- Identify experts in growth management who can communicate to all levels of government and departments.
- Educational materials should define policies differently based on the size of the jurisdiction.

15. Consider opportunities for state level transportation planning leadership

Priority Level: Medium

Difficulty Level: Easy

Lead Stakeholders: DOTD

Potentially Involved Stakeholders: Citizens' Groups

Applicable Jurisdiction Types: State

Applicable Community Types: All

Overview:

Most states engaged in growth management planning have developed or expanded state-level planning efforts to coordinate efforts across jurisdictions and establish clear goals and objectives for the entire state.

Findings:

In Louisiana, state-level planning is minimal, and many stakeholders involved in this research identified this as an area of opportunity in order oversee or administer many of the growth management tools described above, or to address transportation and land use issues affecting large portions of the state.

For example, stakeholders observed that Louisiana needs a transportation master plan for the entire coastal region, to figure out how to adapt to wetland loss, sea level rise, and retrofitting the road network to mitigate hazards and minimize repetitive loss.

Actions for Implementation:

- DOTD and regional planning district staff should meet to identify state planning needs and discuss opportunities
- Dedicate money and time to enhanced cross-agency coordination on specific topics of statewide or super-regional interest

Priority Level: Low

16. Develop evaluation processes and performance measures that recognize value of growth management policy approach

Priority Level: Low

Difficulty Level: Easy

Lead Stakeholders: DOTD, MPO

Potentially Involved Stakeholders: Parish/Municipal Government, Transit Agency, Non-Profit Organizations

Applicable Jurisdiction Types: State, Regions

Applicable Community Types: All

Overview:

Today's transportation funding environment focuses on making new policies more performance-driven, in alignment with the federal transportation funding bill (MAP 21) which is currently affecting state policy and will require quantifiable results. These performance measures should be sensitive to policy changes aimed at improving multimodal transportation networks in the long term.

Findings:

Establishing performance measures by which to measure new policy strategies must be developed carefully in order to avoid penalizing innovators for projects or policies for which immediate data (e.g., crash totals) reflect a short-term period of adjustment to the change, rather than a long-term outcome.

For example, there is a concern that with the implementation of Complete Streets, safety data will show short term increase in crashes; we need to make sure performance measures used to evaluate policies take into account complexities of complete streets approach and don't penalize short-term safety declines that improve multimodal access. Performance measures should be more nuanced, e.g., looking at crash severity instead of just crash totals.

Actions for Implementation:

- Improve communication about growth management policies and goals.
- DOTD and MPOs should work together to develop realistic performance measures.
- A professional certified planner on DOTD Staff would be valuable here.

- Use federal, DOTD, and academic resources to clarify policies and evaluation measures

17. Facilitate communication between MPOs and “fringe” communities as growth management hot spots

Priority Level: Low

Difficulty Level: Medium

Lead Stakeholders: MPO, Parish/Municipal Government

Potentially Involved Stakeholders: DOTD, Non-Profit Organizations, Citizens’ Groups

Applicable Jurisdiction Types: Regions, Parish Governments, Municipal Governments

Applicable Community Types: Suburban, Rural

Overview:

Friction occurs at the fringes of local jurisdictions with a proactive regulatory environment, where rapid growth is occurring just outside those boundaries in communities with fewer development constraints. Communities at the fringe of urbanized areas, just outside of MPO boundaries and/or municipal regulatory authority, are critical hot spots for targeting growth management efforts, such as through subdivision regulations and corridor plans.

Findings:

Some regions have already developed rigorous regulatory standards that align with growth management strategies to preserve corridor right-of-way and encourage the development of a pedestrian-friendly environment. Consistent application of policy within a jurisdiction, as well as improved horizontal and vertical alignment of policy across regions, is seen as a crucial component to decreasing developer resistance. Developers need to know what to expect, that decisions are not being made politically, and that unjustified waivers to avoid a particular regulation will not be granted. DOTD district offices are important allies in this process, especially for enhancing communication between MPOs and parishes just outside MPO boundaries.

Actions for Implementation:

- Identify funding for parish government to implement improvements in these communities.
- Overcome conflicts among parties by developing intergovernmental agreements among DOTD, MPO, and local governments to bind parties to planning efforts in advance.

18. Develop model subdivision regulations to encourage context-sensitive growth management in rural areas

Priority Level: Low

Difficulty Level: Medium

Lead Stakeholders: Parish/Municipal Government

Potentially Involved Stakeholders: DOTD, MPO, Citizens' Group

Applicable Jurisdiction Types: Parish Government, Municipal Government

Applicable Community Types: Rural, Suburban

Overview:

Subdivision regulations are a key tool for regulating land development and transportation network impacts in rural communities, especially regarding corridor preservation.

Findings:

The state should establish and require contextually appropriate setbacks for any new development along state roadways and provide guidance to local governments for preserving critical local corridors. . In many areas, subdivision regulations are the only available land use tools. Requiring or encouraging these setbacks through subdivision regulation is an integral component of achieving this goal. Building local agency and public support is particularly crucial in rural and exurban communities, where land use regulation tends to be minimal or non-existent in Louisiana.

Action steps toward implementation:

- Support access to model subdivision regulations, including engineering specifications for corridor preservation and access management.
- Establish and/or revise baseline requirements for engineering standards such as width sidewalks, concrete depths.
- Regulations should address corridor plans, access points, connectivity, and intergovernmental coordination.
- The CPEX Land use toolkit has this; but training is needed to adopt it. True model regulations (like LA Land Use Toolkit) already exist, but to implement mandatory subdivision regulations would take political will, education and public input.
- Require a more detailed review process if public improvements are required for development.
- Create incentives for adoption of more rigorous subdivision regulations
- Across the board subdivision regulations are difficult to develop statewide; a menu of options may be necessary, such as planning standards and zoning guidelines specifically for small towns.
- Outreach to property owners is essential: more education/resources to local jurisdictions are needed.

19. Encourage and expand participation in Road Transfer program

Priority Level: Low

Difficulty Level: Medium

Lead Stakeholders: Parish/Municipal Government, DOTD

Potentially Involved Stakeholders: MPO

Applicable Jurisdiction Types: Municipal Government, Parish Government

Applicable Community Types: All

Overview:

Louisiana’s Road Transfer Program has been embraced in some areas—mostly those with rapidly growing populations and less constrained budgets—but is seen as a burden in other areas where local governments fear an inability to maintain additional facilities in the future.

Findings:

In many communities, the program is simply underutilized; local governments may know about it, but have not taken the time to evaluate possible opportunities. Some participants suggested that road swaps allowing state and local agencies to transfer corridors to achieve mobility and community objectives may be more palatable to many local jurisdictions.

Actions for Implementation:

- Provide outreach to local governments: utilization of the program requires full understanding of long term costs to locals, including legal and financial expertise
- Support local governments in developing a long term plan to have sufficient dedicated funds to assume maintenance, policing, and liability
- Streamline the transfer process and accelerate design and construction process for participating corridors
- Need up-to-date corridor studies to re-analyze need for highway and identify type of use (arterial, collector, etc.), including multimodal.
- Identify routes that are good candidates for the transfer program and initiate discussions about opportunities, costs, and benefits with local governments about those facilities

20. Promote cost-efficient land use and transportation planning for shrinking or slow-growth communities

Priority Level: Low

Difficulty Level: Medium

Lead Stakeholders: Parish/Municipal Government

Potentially Involved Stakeholders: DOTD, MPO, Non-Profit Organization, Citizens’ Group

Applicable Jurisdiction Types: Parish Government, Municipal Government, Regions

Applicable Community Types: All

Overview:

Jurisdictions with stable or declining populations, and/or shifting demographics should consider strategies that will minimize construction and maintenance needs, promote accessibility for aging populations, and promote infill development.

Actions for Implementation:

- Develop an evaluation and selection matrix to identify shrinking communities in need, then allocate money to support planning efforts
- Develop need evaluations, and identify best practices for communities facing these issues

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