

BUILDING A VISION TOGETHER: JACKSON COUNTY DEVELOPMENT PLAN

November 2012



Prepared By



ACKNOWLEDGEMENTS

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Mike Sanders

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Vice Chair – Scott Burnett, 1st District
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Calvin Williford – Chief of Staff
Shelley Temple-Kneuvean – Chief Operating Officer
Jerry Page, P.E. – Past Director of Public Works
Mark Trosen – Deputy Director, Parks & Recreation/ Past Planning and Development Administrator Public Works
Scott George – Administrator, Special Projects, Planning & Environmental Health Public Works
Earl Newill, P.E. – Chief Engineer
Robbie Makinen – Economic Development Coordinator

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Joe Bobadilla, Oak Grove
John Benson, Raytown
Jeannie Hayes, River Bend
Shelley Meir, Sibley
Ron Martinovich, Sugar Creek
Calvin Williford, Chief of Intergovernmental Operations

From the Consultant Team

Comprehensive planning is an undertaking that requires the involvement of a wide range of stakeholders – concerned citizens, interest groups, local developers, County staff and elected and appointed officials all working together to reach consensus on how a community should grow and develop. Without the interest and concern of the many people involved in the planning process the recommendations presented in this plan document would not have been possible. The efforts put forth to develop this Development Plan Update are excellent examples of community cooperation and involvement.

Recognition and thanks are extended to the County Executive, the County Legislature, and the Plan Commission for having the insight to recognize the benefit of updating the Development Plan to reaffirm and establish County land use and development policy as a foundation for the Unified Development Code, to implement the Plan and protect the County's quality of life.

Special recognition and thanks are presented to County Executive Mike Sanders for his ongoing support of community planning and citizen participation in the planning process, and for having the vision to promote community development and economic development as two sides of the same coin.

We want to recognize the efforts and direction of Scott George, Administrator, Special Projects, Planning, and Environmental Health, whose guidance, coordination and perseverance brought this planning process to a successful close, and Robbie Makinen, Director, Economic Development, who ensured that economic development remained a primary focus for the Development Plan.

Sincere thanks and appreciation are also extended to Planning and Development Administrator Mark Trosen, Randy Diehl, Joan Dickey, Norma Whitaker, and the other members of the County's professional staff for their assistance and involvement during the planning process. We are also grateful for the efforts of the late Larry Marullo, whose efforts as the past chair of the County Economic Development Commission informed the Economic Development Element of this Plan.

It has been a pleasure to assist Jackson County in the update of the Development Plan.

Bruce G. Peshoff, JD, Planning Works
Michael Wahlstedt, PE, TranSystems

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EXECUTIVE SUMMARY

Why Plan?

The Jackson County Development Plan is a statement of the community's vision for its future and a guide to achieve that vision through the year 2030. The view of the future expressed in the Plan is shaped by community values and the ideals and aspirations for the management and use of the community's resources. The Plan uses text, maps and diagrams to establish policies and strategies which the County will use to address the many physical, economic and social issues facing the community. The Development Plan will form the basis for accommodating growth by coordinating development and development related needs countywide (especially in the areas surrounding the cities); protecting the financial resources of the County, cities and service providers and encouraging sustainable economic development to achieve the desired quality of life. The Development Plan is intended to be used by:

- **County Officials** will use the Plan as a tool to guide land use and capital improvement decisions.
- **Cities** will use the Plan to supplement discussions about annexations, growth and development intensity adjacent to their communities.
- **Service Providers** will use the Plan to help plan the extension of public facilities such as sewer and water lines.
- **Developers and County Residents** will use the Plan to understand County policies regarding new development and future growth.

Why Update the Plan?

The Development Plan Update is part of an ongoing process to prepare the community for growth and change and supports the County's regional planning efforts to better position Eastern Jackson County, as a whole, as we compete for desired development against other communities in the metro area, the region and across the country. It is based on the County and cities working cooperatively to define future growth areas and establish shared infrastructure extension policies. This Development Plan Update should be used in conjunction with the adopted 1994 Development Plan. The Update does not replace the entire 1994 Plan, but it does replace and consolidate the following 1994 Plan Elements: Land Use & Development Element, Transportation Element, Public Services Element, Water and Waste Management Element, Natural Resources Element and the Plan Implementation Element. The Plan Update is a guide to action.

Jackson County's Development Plan Update will focus on the efficient and cost-effective provision of facilities and services by:

- Establishing the relationship between future growth, public facilities, and economic development;
- Establishing common standards for which future development proposals may be evaluated;
- Maintaining adequate public facilities and services, to serve existing and new development;
- Designating preferred growth/economic development areas and identify appropriate incentives; and
- Making recommendations to implement growth management techniques, amend regulations prioritize capital facilities.

What are the Major Changes in Plan Elements?

Land Use and Development Element

The Land Use & Development Element is focused on using two primary tools to manage growth in unincorporated areas: Urban Service Areas and Development Tiers. The most significant change is the designation of **Urban Service Areas (USAs)** around each municipality. The USAs will use the Development Plan, with significant city and service provider input, to mutually define future service areas and Growth Tiers and target and leverage public and private funding and investment to these priority growth areas. USAs will provide the intergovernmental linkage between Capital Improvement Plans, development and annexation. The USAs are areas in which urban-level growth is expected to occur within the next 20 years. In these areas, the County will work cooperatively with the municipalities to jointly review development applications and extend development standards. The County is committed to working with each of its municipalities to ensure that growth and development improves the quality of life. The USAs are not intended to promote annexation; on the contrary, providing an assurance to municipalities that development standards will be extended into the USAs may lessen some of the pressure felt by cities to annex developing lands.

Growth Tiers were first introduced in the 1994 Master Plan and have been implemented successfully since adoption. This Update preserves the Growth Tiers concept, but adjusts boundaries and policies to reflect changing conditions. Areas that were designated as part of the Urban Development Tier have largely been developed since 1994; suburban development has moved into the 1994 rural development tier. The County has revised its Development Diagram to identify those areas that should see urban or suburban development over the next twenty years and those areas that should remain rural or be preserved for conservation.

- The **Urban Development Tier** is intended for the most intense residential and non-residential development in the County. Such development is planned in Jackson County's cities and in developing areas adjacent to the cities. Full urban services will be required for any development in the Urban Tier, including approved public water and wastewater systems, urban road improvements.
- The **Suburban Development Tier** is composed of areas that are expected to provide a transition from urban-level development to rural areas. The Suburban Tier is intended primarily for lower density residential development and is located at the edges of urban and urbanizing areas. All lots should be connected to an approved public water supply system. Connection to a public wastewater system is not necessary for lots that meet certain requirements for ensuring public health and safety. Minimum road standards in the Suburban Tier vary with the density of development.
- The County aims to preserve the **Rural Tier** for residents who enjoy a rural lifestyle, open spaces, and few neighbors. The County's policies are designed to retain this rural character rather than to support new urban development in these rural areas. New lots in the Rural Tier will be no smaller than 10 acres. All parcels should be connected to a public water supply providing adequate supplies for normal usage. Rural residents may use on-site wastewater treatment, depending on environmental conditions.

The Plan also establishes a definitively perspective founded on **Regionalism**. Increasingly, we have come to the realization that many vital issues are regional in nature – watersheds, air quality and other ecosystems, economic conditions, land use, service delivery, commuter patterns, housing, employment centers and other growth impacts ‘spill over’ municipal or County boundaries and impact the region as a whole. Our communities are not islands. The problems a community faces do not begin and end at its borders, so why should its solutions? The health of Jackson County’s communities, the rural areas of the County and the welfare of the region are interconnected.

In many areas across the nation as well as the Kansas City metro area, the lack of intergovernmental coordination has resulted in the loss of population and economic development. Such losses undermine economic stability and reduce public facility and service efficiencies, thereby making it more costly for local residents. The lack of inter-jurisdictional cooperation and coordination unnecessarily presents a challenge for major economic development. Competing with one another rather than working together can be a deal breaker in the new economy.

The Plan sets forth a coordinated strategy for managing growth and future development. Such a strategy is needed to promote the efficient use of valuable infrastructure that is already in place, to minimize the cost of new infrastructure and facilities, and to prevent the unnecessary loss of open space and agricultural land. The Plan will lay the foundation for building more effective regional partnerships.

Sustainability and Livability

Jackson County is committed to creating quality places for people to live, work, and play. As discussed under the land use and economic development category of needs, current land use growth trends are unsustainable due not only to the financial strain of maintaining new infrastructure as well as the ensuing degradation of the natural environment. Air quality is an important consideration for the Kansas City metropolitan area and the two proposed Jackson County Commuter Corridors. The sprawling landscape is difficult to serve with conventional bus service and requires greater use of the automobile, which in turn results in increased vehicle pollutants. In addition to fostering more sustainable development patterns as discussed under the land use and economic development category of needs, a consideration for sustainability and livability is improving regional air quality.

The County recognizes its role to help improve the region's air quality and foster environmentally sensitive travel alternatives. The Kansas City metropolitan area is currently designated as an attainment area for one-hour and eight-hour air quality standards but has in the past been designated as a maintenance area. Although not currently required to develop a maintenance plan, local government officials, business leaders, and community group representatives have committed themselves to a serious effort to reduce emissions voluntarily. As noted in the 2011 Clean Air Action Plan, implementing land use policies that foster sustainable growth and development and emphasizing development on a truly multi-modal system that reduces reliance on the automobile and transportation-related greenhouse gas emissions is critical for the region to meet its air quality goals.

Daily vehicle miles traveled is one measure that can be used as an indicator of vehicle emissions – as vehicle miles traveled increases, there is generally increased congestion and decreased vehicle speeds, both of which can result in higher vehicle emissions. Regionally, daily vehicle miles traveled has increased more than 13 percent since 1995 and daily vehicle miles traveled per capita has increased 32 percent since 1989. However, recent trends indicate a decline in daily vehicle miles traveled, likely attributable to rising gas prices that resulted in less travel in recent years. Still, declining air quality due to increased use of automobile travel will continue to be an issue if viable transit alternatives are not developed and the study area levels of congestion and decreased speeds shown in the Existing and Future Conditions chapter continue to worsen. The promotion and enhancement of regional transit is needed as a method for improving the region's air quality or at least stemming the degradation of the air quality as well as fostering more environmentally sensitive travel alternatives.

The County also supports identifying more efficient ways to grow while realizing that the region will continue to grow most at the urban fringes. In coordination with MARC's Sustainable Places: a Strategy for Regional Sustainability (2011) and Creating Sustainable Places (2011), Jackson County is moving toward a development pattern which builds around clusters of vibrant mixed-use centers of housing and commerce connected by public transit by identifying and support vibrant activity centers throughout the region and along strategic transportation corridors offering multiple travel options, reinvest in existing communities and conserving natural systems. This Development Plan focuses development along on key transportation corridors and at locations where activity centers can be revitalized through the support of enhanced transportation investments.

Transportation Element

The Transportation Element identifies the transportation network, countywide, that connects residents and businesses. The Plan presents Eastern Jackson County as a coordinated, cohesive community that recognizes the benefit of shared standards and participates in shared goals. The Plan also sets the stage for Jackson County to participate in a regional approach to transit and commuting.

The **Major Street Plan** identifies the road network hierarchy and is the first step to incorporate standardized roadway network standards. The Plan Update makes significant changes to the existing 1994 Major Street Plan map. The updated map reflects the current major street plans for the cities within the County. For the unincorporated areas, all routes were re-evaluated and re-classified as major and minor arterials and major and minor collectors. These classifications were developed with consideration for the current classification of the routes within adjacent cities, the current use of the roadway and the anticipated function of the roadway in the future as the area develops.

A number of changes were also made to the design standards for these roadways. For routes within the USAs, the roadways should be constructed to the standards of the adjacent cities. This is a key change to maintain consistency with the USA philosophy and provide better coordination with adjacent communities. Outside of the USAs, the primary change to the design standards was the amount of right-of-way required. For some classifications this was increased to reflect the amount of right of way that may be needed to support the roadway well into the future (while a road may only be two lanes now, if adequate right-of-way is not obtained to widen the road in the future to support traffic projections for 20 or even 50 years out, the cost of purchasing this right-of-way after development occurs will be tremendous). For arterials, the suggested right-of-way requirement is now 200 feet for Major Arterials and 100 feet for Minor Arterials, an increase from 100 feet for all arterials previously. For Major Collectors, the requirement has been increased from 80 feet to 100 feet. Many of these routes are anticipated to be the backbone of the future transportation network.

The **County Urban Road System (CURS)** identifies routes that support countywide transportation. While the CURS map has not significantly changed, many changes requested by cities have been incorporated (and additional changes will be made as comments are received). The CURS map and road improvement program undergoes continual review by each of the cities in the County, and coordinates CURS funding for CURS designated roads among communities to enhance the total transportation network.

Commuter Corridors

Jackson County, in coordination with the Mid-America Regional Council (MARC), the Kansas City Area Transportation on Authority (KCATA) and the City of Kansas City, Missouri, are undertaking a multi-year project to identify and implement two Jackson County Commuter Corridors (JCCC).

The Kansas City metropolitan area is expected to add 500,000 people by 2040. This new growth is expected to generate increased demand on the existing and increasingly congested transportation system and the transportation needs focus on accommodating this new growth and meeting the current and future mobility needs within the corridor. The need for transit improvements along the two corridors has been identified in numerous planning documents, dating back as far as the 1970s when commuter express bus service started in the corridors. In recent years, four distinct planning processes have identified these corridors as priorities for enhanced transit service: Commuter Rail Feasibility Study (Mid-America Regional Council, 2002), I-70 Corridor Transit Alternatives Analysis (Mid-America Regional Council, 2007), Smart Moves Regional Transit Vision (Mid-America Regional Council, 2002 & 2008) and the Kansas City Regional Rapid Rail Project (2010)

Building on past projects, the direction has been to establish East and Southeast Corridors, both of which would begin in downtown Kansas City. The JCCC study area encompasses all of Jackson County, with both corridors originating in downtown Kansas City, Missouri, originating at 3rd Street and Grand Boulevard, one extending east and the other southeast of the downtown area.

- The East Corridor generally parallels Interstate 70, crossing through Kansas City, Independence, Blue Springs, Grain Valley and Oak Grove.
- The Southeast Corridor, also known as the Rock Island Corridor, generally parallels U.S. 71, including Cass County, and Missouri Highway 350, serving downtown Kansas City, Raytown, Lee's Summit, Greenwood and Pleasant Hill.

Using Transit-Oriented Development (TOD)

Transit oriented development is compact, mixed use development within an easy walk of a transit station. Its pedestrian-oriented design encourages residents and workers to drive their cars less and ride mass transit more. These transit villages are usually moderate to high density compatible with the existing scale of development, and can be new construction or redevelopment. Mixed uses include residences, commercial space, and office space, or a combination of these.

Planning and implementation of successful commuter corridors will be dependent upon identifying high density/intensity centers referred to as Transit-Oriented Development (TOD). Some of the key principles needed to create successful TOD include: a defined center, an active, 18-hour place, a mix of uses, compact pedestrian-oriented design and limited, managed parking. Historically, TOD revitalization recognizes that the public sector must take the primary leadership role and the implementation before the private sector is willing to commit time and money. TOD will evolve through if solid partnerships are formed between the County, MARC, jurisdictions and other agencies. Early planning, formation of partnerships, and detailed evaluation of station sites and the market can help minimize these barriers. Successful TOD will happen where market fundamentals are in place and supportive public policy has been adopted to encourage TOD.

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station sites and the market can help minimize these barriers. Successful TOD will happen where market fundamentals are in place and supportive public policy has been adopted to encourage TOD. Successful TOD recognizes the following principles, which are incorporated in County Plan goals, policies and strategies:

- Establish a planning vision and supportive policies
- Location on is key - TOD should have a five minute walk to everything, close to home, office, shopping and civic spaces.
- Design for the pedestrian. Focus on walkable districts around stations (scale).
- Consider the corridor and TOD center as an integrated system - people will be traveling within the region via transit stations.
- More permanent investment equates to more TOD return. The specific application of TOD is likely to depend more on the location of development in relation to the transit stop than the mode of transit.

Natural Resources Element

There is wide recognition of the importance of conserving and preserving the County's natural features, including rivers and streams, wildlife habitat, and open space. Developing effective policies to protect these natural resources requires knowing where, how abundant, and in what state of ecological health these resources are. By protecting and managing its resources, Jackson County will help improve the health and legacy of the natural systems within this region. The Plan Update incorporates the County's stormwater management efforts into the Development Plan. Stormwater management practices are based on two complementary goals: preventing the liabilities of flooding and building on the amenities of greenways that assist in managing stormwater.

Sustainable Growth

Jackson County recognizes the importance of promoting growth while protecting resources, and supports the MARC Clean Air Action Plan, which emphasizes the importance of a multifaceted approach to improving air quality and included strategies for transportation, landscaping/green infrastructure, green buildings/site design and energy efficiency for renters and homeowners. The connection between all of these issues is described in this quote from the plan:

Promoting sustainable growth and development is essential if the region is to address its ozone problem in the long term. Land-use policies that promote a decreased reliance on the automobile, planning practices that place greater emphasis on a truly multimodal transportation network, natural resource conservation techniques that reduce the urban heat island effect, and green-building practices that increase resource efficiency would make clean air easier to achieve. Source: Clean Air Action Plan, Mid-America Regional Council, 2011.

The strategy outlined for transportation is to promote options that are pedestrian, bike, and transit friendly for communities, including MetroGreen, the proposed regional greenway for the Kansas City metropolitan region, and incentives for compact development. The plan includes three levels of goals – Basic Goals set for a three year horizon, Mid-Range Goals with a five year horizon, and Stretch Goals with a 10 year horizon. Goals include establishing transit-oriented development (TOD) guidelines for two of the seven BRT corridors identified in the Smart Moves Plan and increasing the mode share for bike, walk, and transit trips.

Public Facilities and Services Element

The Public Facilities Element addresses basic public facilities that are necessary to support development throughout the County - adequate water, wastewater, drainage facilities. It is intended to guide public and

private decision-makers in matters affecting public water supplies, wastewater treatment and disposal, stormwater management, and other wastes. The Plan Update for this element focuses on two issues: wastewater treatment and stormwater management. There are a variety of wastewater collection and treatment systems used in the County, from centralized system to onsite septic systems. The Plan Update recognizes that some types of decentralized wastewater systems may be appropriate to serve development in the Suburban Development Tier. The Plan identifies criteria for determining when these decentralized systems may be used. Decentralized systems must be designed to eventually connect to a regional system. Planning for these systems prevents development on the outskirts of cities from becoming obstacles to future urban development.

Economic Development Element

Economic development supports the long-term quality of life in Jackson County by providing employment and services that support the County's population and attract visitors and consumers. Economic development is a broad field; Jackson County supports economic development efforts by facilitating County-wide communications, collecting and distributing key information, and otherwise creating a shared foundation for the County economy. The Economic Development Element addresses issues related to the County economy, including ongoing development, business development and retention, and communications.

Land Use & Economic Development

The Kansas City Metropolitan Area is not as densely populated as some of its eastern and western counterparts. This is largely because the city does not have natural boundaries or policies that can restrain outward growth or mitigate decentralization and urban sprawl. Similar to other American cities, the decline of streetcars, rise of the automobile, and advent of the Interstate Highway System resulted in decentralization and a sprawling, automobile-oriented landscape. Regional planning efforts recognize that continuing this growth pattern is unsustainable due to the financial strain of maintaining new infrastructure as well as the ensuing degradation of the natural environment.

MARC forecasts indicate that if current growth patterns continue, 275 square miles of additional "greenfields" will be developed raising infrastructure development and maintenance costs to \$8.8 billion. Curbing this trend by focusing growth along existing centers and corridors will reduce new land consumption by 43 percent and save the region an estimated \$2.1 billion in infrastructure costs. Transportation Outlook 2040, Adopted Forecasts, Mid-America Regional Council.

The County supports local planning initiatives and land use strategies that aim to strengthen communities, foster economic development, and fulfill long range growth goals. The East and Southeast corridors under study in the JCCCAA are the focus of several transportation and land use planning efforts. Transportation plans seek to develop an integrated transit system that maximizes use of available resources and provides sustainable alternatives to increasingly congested roadways. Future land use plans in the region generally allow for greater densities to take place in specific areas that are targeted for mixed use redevelopment. Some plans, such as those for the downtowns in Kansas City, Missouri, Blue Springs and Raytown, specifically identify how future transit enhancements would support redevelopment. Existing plans and ongoing planning efforts need improved public transportation services as a means to achieving the long range growth and development patterns.

The County recognizes the need for improved connectivity between existing and emerging activity centers as well as redevelopment sites. Regional planning initiatives aimed at development or redevelopment of activity centers and corridors and using transit oriented development strategies benefit from enhanced transit to catalyze future economic growth and maximize public investment. The MARC 2040 plan specifically outlines improving access to jobs, education centers, shopping and entertainment and improving connectivity between these activity centers and existing transportation resources as objectives for improving accessibility and economic vitality. The current transit system does not connect enough of the origins and destinations in the study corridors. Activity centers that are in close proximity to the Central Business District are located near existing bus routes, but the local conventional bus services will likely not be enough to catalyze redevelopment of these centers and cause needed shifts in commuting patterns, mode choice or investments by the private sector.

The nature of the travel demand for the study corridors and the locations of key activity centers are changing. As shown by travel demand patterns presented in this report, key employment and other types of activity centers are no longer concentrated solely in downtown Kansas City CBD but extend eastward into such areas as Independence and Raytown. The County, with MARC and its sponsor communities, have identified activity centers in both corridors where redevelopment should be focused in order to be consistent with the MARC 2040 Regional Forecast. These target areas expand into burgeoning communities such as Lee's Summit and Pleasant Hill. Outside of downtown, the current transit system offers a limited number of, although fairly heavily used peak period express bus options. These peak services, however, tend to focus on the traditional commute patterns that bring people from suburban areas into downtown Kansas City with limited service to intermediate destinations. Improved connectivity between activity centers and redevelopment sites is critical for realizing long-term economic development goals.

Making the Plan Real

The Development Plan Update is part of an ongoing process and requires ongoing action to translate it from a vision to a reality. Success is achieved through incremental actions and decisions about specific development projects. Because the Plan does not carry the force of law, the County must effectuate Plan policies through a variety of actions. The Plan Implementation Element identifies those actions, most of which are interrelated and work together providing continuity and breadth to the implementation program. Some of the key implementation tools that likely will have the most significant impacts include:

- The County's **Unified Development Code (UDC)** is the most important tool for Plan implementation. Amendments to the UDC should be consistent with the Plan to ensure that incremental actions on development requests support the Plan's goals, policies and recommendations.
- The use of **Intergovernmental Agreements (IGAs)** between the County and each city will establish coordinated development review processes and development standards in Urban Service Areas.
- How facilities and services are provided and funded affect all taxpayers. Coordinating County and municipal expenditures, **Capital Improvement Plans (CIPs)** and private investment is cost-effective and an efficient allocation of resources.

I. INTRODUCTION

Planning Context

This document is a statement of the community's vision for its own future and a guide to achieve that vision through the year 2025. The view of the future expressed in the Development Plan is shaped by local community values, ideals and aspirations about the best management and use of the community's resources. The Plan uses text, maps and diagrams to establish policies and programs which the County may use to address the many physical, economic and social issues facing the community. Thus, the Plan is a tool for managing community change to achieve the desired quality of life.

Located on the eastern-half of the Kansas City metro area, Jackson County has a strong history planning for and supporting growth. The existing Master Plan, **Strategy For The Future** (adopted in 1994), sets the stage for growth management. The County has been successful at managing growth, primarily through the effective implementation of Growth Tiers. However, in the intervening years, as municipal boundaries have shifted, with both annexation and de-annexations occurring, recent growth trends have become cause for concern. Much of the recent growth is located within what was once unincorporated portions of the County. This is evidenced by the expansion of municipal boundaries and increased litigation between Jackson County's municipalities.

By shifting urban and suburban service demands to areas that lack adequate services and facilities, this growth threatens to create detrimental fiscal impacts in addition to its impacts on the character of urban and rural areas. The County recognized that it is best-suited to take the initiative to develop a coordinated strategy for growth management for all jurisdictions, to promote efficient use valuable infrastructure that is already in place, minimize the cost of new infrastructure and facilities, and to prevent unnecessary loss of the surrounding open space. While allowing appropriate development opportunities in outlying areas, this plan seeks to promote development and economic growth in areas that can be effectively and efficiently served by public facilities and utilities.

This Development Plan Update ("Update") should be used in conjunction with the 1994 County's Development Plan. Though the Plan Update does not replace the 1994 Plan, the following elements of the 1994 Plan have been replaced and are included within this Update: Natural Resources Element, Land Use & Development Element, Transportation Element, Water and Waste Management Element, Public Services Element and Plan Implementation Element. As a necessary component to the County's regional planning efforts, this Update provides decision-makers with vital background information with which to determine and analyze the community's preferred growth strategies for the next 20 years. The data presented herein includes:

- Projected population, residential and non-residential growth;
- An analysis of existing land use patterns; and
- An overview of the current level of public infrastructure and services being provided to the citizens of Jackson County.

Purpose and Background

Public-private partnerships are important to the planning process. Jackson County recognizes the vital role that private development plays in shaping the community's future, therefore the Development Plan Update also coordinates the orderly provision of public facilities with public and private development activities in a manner

that is consistent with the fiscal resources of the County. Public and private investment in public facilities will ensure that there are adequate streets, utilities and parks to serve new growth at adopted levels of service. Land use policies will be implemented through the County's regulations, capital improvement plans and intergovernmental agreements and partnerships with each of the cities in Jackson County.

The Development Plan Update is part of an ongoing process to prepare the community for growth and change. The current planning process identifies emerging trends and changing conditions in Jackson County, identifies reasonable growth and infrastructure extension areas adjacent to incorporated areas and improves the ability of service providers to provide public facilities for new development occurring at the edges of the Cities. The Plan also identifies growth trends, existing and projected infrastructure deficiencies and needs and provides the factual framework to analyze alternative growth strategies.

The foundation for the Development Plan Update is the County and cities working cooperatively to define these growth and infrastructure extension areas, identified as Urban Service Areas (“USAs”). The USAs will use the Development Plan as a treaty, to mutually define future service areas and Growth Tiers and target and leverage [County and City] funding to these priority growth areas. USAs will provide the intergovernmental linkage between Capital Improvement Plans, development and annexation. The Update also preserves the Growth Tiers concept adopted in the 1994 Master Plan, but adjusts boundaries and policies to reflect changing conditions.

Much of the Update is based on USAs, which forms the basis for many of the goals, policies and implementation tools to be presented in the Implementation Element. Decision-makers will be able to more effectively coordinate and guide the location, type, intensity, timing and character of development that will be needed to support the projected population and employment growth, protect scarce resources, improve the quality of life for residents and help providers plan and budget for major public facility expenditures. The Development Plan Update incorporates the following concepts, identified during the planning processes:

- Improve the physical environment of the County for human activities and the protection of natural resources;
- Focus growth and expansion near existing infrastructure or where infrastructure can be efficiently extended;
- Require appropriate densities and levels of services in the different Growth Tiers and USAs;
- Ensure that long-range impacts of short-range actions are considered;
- Promote intergovernmental coordination and political cooperation when planning and providing public facilities and when reviewing development proposals in the USAs;
- Encourage enhanced and coordinated development design to promote compatible transitions between uses in the USAs;
- Facilitate the fair application of development policies by balancing the common good with individual interests and establish common design themes and development standards in each USA based on the respective city's standards and preferences;
- Foster a healthy, stable and vigorous local economy that can compete regionally and nationally;
- Protect transportation corridors, preserve adequate rights-of-way and establish design and access standards to help the unincorporated areas plan for projected development; and
- Protect the public health, safety and welfare and promote the common good.

The planning process balances competing interests and objectives, with private costs and benefits weighed against public costs and benefits. ***Planning is forethought in action*** – effective plans guide decision-makers as they weigh competing objectives so that short-term interests of today are balanced against the long-term

considerations for the future. . The Development Plan Update is structured as a guide to manage the development of land and to time the provision of public facilities to adequately serve the expanding population. It sets out in one document the basic parameters that must be considered when managing the use of the land. To avoid inefficient and costly development patterns, providing for growth in the County (in both incorporated and unincorporated areas) will require a coordinated approach.

Why Plan?

Successful communities do not just happen; they must be continually shaped and guided. A community must actively manage its growth and respond to changing circumstances if it is to continue to meet the needs of its residents and retain the quality of life that initially attracted those residents to the community. Jackson County recognizes the importance of coordinating growth management efforts within each of its communities.

This Development Plan Update, once adopted and effectuated consistently and carefully, will strengthen the partnerships between Jackson County and its incorporated municipalities and relationship between the public and private sectors. This partnership can achieve substantially more for both parties than either acting alone. An important premise of an effective comprehensive plan is that it creates a "win/win" situation for those involved, especially those concerned with existing and new neighborhoods, economic development, open space conservation, fiscal integrity, and an enhanced quality of life.

Who Implements the Development Plan Update?

The policies and strategies of the Plan must be implemented in a timely manner in order to ensure that the vision of the Development Plan becomes a reality. Who should be charged with the implementation of the goals, policies and strategies? It should be a joint effort of the County Executive, County Legislature, and Public Works Department. Section VII identifies and prioritizes strategies to ensure that the vision becomes a reality. The schedule establishes priorities for public action and also guides private decisions that support Plan priorities.

In developing the Update, the most important item is assuring that the community has ownership in the product. Jackson County has taken steps to ensure vital stakeholders provided substantial input into the planning process. Development of this Plan Update was guided by two committees. The Steering Committee members were drawn from numerous stakeholder groups and provided a broad range of expertise. Interests such as county government, public works, public safety, fire protection, and the development community were all represented on the steering committee. The Intergovernmental Committee was the second group instrumental in the creation of this Plan Update. This committee included representatives from each of the incorporated cities in Jackson County. The Plan Update will continue to implement a community-oriented outreach and visioning process, including:

- Interviews with key community leaders;
- Plan Advisory Committee meetings;
- Intergovernmental Advisory Committee meetings;
- Community Workshops; and
- Media Outreach.

How Should the Development Plan Update Be Used?

The Plan Update is a guide to action. It is not, itself, an implementation tool. By ensuring that individual actions are consistent with the goals, objectives and policies of the Development Plan, the County can effectively achieve its vision. The Plan should guide the preparation of detailed facility master plans and capital

improvement programs.. The Plan should be a dynamic document, subject to periodic amendment when conditions within the County change significantly; periodic updates of the Plan will be needed to ensure that it continues to meet the needs of County businesses and residents.

The Plan Update will coordinate with other jurisdictions. Many problems faced by local governments are regional in nature, including issues such as population growth, environmental preservation, growth patterns, and the adequacy of public facilities and services. This Update will strongly support partnerships between Jackson County, its cities and other service providers. These partnerships should focus on coordinated growth management and service provision strategies.

In other communities, lack of intergovernmental coordination has resulted in the loss of population and economic development. Such losses undermine economic stability and reduce public facility and service efficiencies, thereby making it more costly for all County residents. This makes the County less attractive for major economic development that would benefit the entire planning area and the region. These adverse consequences can be avoided by: coordinated comprehensive planning, the adoption and implementation of key growth management goals, objectives and policies, and sustained monitoring of development over the planning period.

The Role for Smart Planning

Jackson County's Development Plan Update will focus on the efficient and cost-effective provision of facilities and services:

- Establish the relationship between future growth, public facilities, and economic development;
- Establish baseline standards with which the impact of future development proposals may be evaluated;
- Maintain adequate public facilities and services, to serve existing and new development, including facility extension and fiscal and revenue-raising policies;
- Designate preferred growth/economic development areas and identify appropriate incentives; and
- Make recommendations to develop, adopt and implement growth management techniques, to amend and revise County regulations, plans, and programs, and to develop a prioritized capital facilities program that address existing and future needs based on growth projections, levels of service and preferred growth alternatives.

County Challenges

Jackson County and its cities will face challenges as we prepare for and respond to growth demands. There are distinct differences among the Growth Tiers, the cities and the Urban Service Areas that offer a variety of choices for businesses and residents in Jackson County. While it is generally agreed that the distinctions among the Growth Tiers and USAs should be supported and encouraged, growth must be coordinated with the provision of public facilities and services (water, sewage, stormwater management, parks and roads) and facilities and services provided at appropriate levels of service in a timely, cost-effective manner.

As the population continues to grow in outlying areas, and these areas become “urbanized” and incorporated, demands for land and public facilities and services change the character of once rural areas. Residents are concerned about the long-term impact of these trends on the quality of life within Jackson County and the larger community. The goals, policies and recommendations of this Plan Update are essential to address the following challenges facing Jackson County:

- **The need to prepare for long-term growth.** The relatively low capital costs associated with rural tracts and rural subdivisions (no sidewalks, curbs or gutters, limited fire flow, etc.) create an incentive for low intensity development. When land is developed at low intensities at the edge of the cities, it can create a political and physical barrier to growth at urban intensities. Physically, the costs of extending urban facilities through suburban subdivisions can be very costly. Politically, residents who feel that they live in a rural environment are likely to protest urban intensity development. It is the best interests of the County and cities to ensure that rural development in USAs is configured to allow for future urbanization.
- **The need to effectively respond to new growth opportunities and challenges.** Strong political leadership has resulted in remarkable economic and infrastructure development successes for the County, cities and service providers.. However, planning process participants recognized that we are at a juncture – that protecting public fiscal resources and private investment can be enhanced through cooperative and coordinated planning and development review. Intergovernmental coordination is premised on the axiom that ***Our problems don't stop at our borders, why should our solutions.*** Residents throughout Jackson County can build on the successes of recent administrations.
- **The need to achieve coordinated growth strategies.** While cities have the authority to apply zoning and subdivision regulations within their municipal boundaries and the County regulates land in unincorporated areas, a significant amount of development has been occurring in what were recently rural areas. Annexations have increased the size and “reach” of cities, created land use conflicts between existing and new uses and expanded service areas. Intergovernmental coordination is essential to ensure that the County and other communities will be able to provide and maintain adequate public facilities to support anticipated growth. Through the utilization of Growth Tiers and USAs and improved coordination on growth issues, jurisdictions and service providers can determine what levels of growth they can afford to serve and which areas are best suited for urban, suburban and rural development intensities.
- **The need to minimize traffic congestion from external development and inefficient growth patterns.** Being at the crossroads of opportunity presents advantages as well as disadvantages. By coordinating our efforts, Jackson County and its cities can influence the impact of traffic on the quality of life. Coordinating roadway segment improvements and funding, both CURS (County Urban Road System and non-CURS, provides opportunities for transportation network improvements and circulation patterns that address congestion, connectivity and accessibility for existing and projected traffic volumes. It also supports integrated planning for USAs, key intersections and along critical corridors.
- **The need to protect and preserve right-of-way for future roadway needs and fund future roadways.** As the community grows and development occurs, accessibility becomes a critical determinant of land utilization. The Development Plan Update can help ensure that the site plan review processes address the need for adequate future right-of-way. The County and cities will need to explore all funding options to pay for future transportation needs generated by new development, which may include a percentage of fair share from new development, facilities benefit assessment or development agreements vesting future phased development through contribution of transportation facilities.
- **The need to plan for and provide adequate public facilities.** Extension and funding policies should be consistent with growth policies to ensure that the County and cities does not foster undesirable growth

patterns. Connection and capacity availability fees should be structured so that subsidies for investments in lines and treatment plants are limited to the highest priority development areas consisting of USAs and urban and suburban tiers identified in capital improvement plans.

- **The need to balance urban growth and environmental integrity.** While sustainability is a simple and appealing concept, it is difficult to measure. Incremental losses of agricultural lands, open space or habitat rarely have measurable or predictable impacts -- it is the cumulative impact of many decisions over time that have more profound effects. This, combined with the fact that developed land is rarely redeveloped as open space, increases the importance of ensuring that adequate land is set aside to maintain the community's environmental integrity, including the ability to incorporate adequate stormwater management practices. By protecting the environment, Jackson County can maintain natural vistas for many years.
- **The need for economic development strategies and incentives to ensure a balanced, vigorous economy.** Through its partnerships with the private sector and the use of available revenue and regulatory programs (such as tax increment financing (TIF), enterprise zones, assessment/benefit districts and development excise fees), Jackson County and its cities can successfully manage and direct new development. Working together, the communities can ensure that targeted commercial and industrial lands are adequate to meet future demands and provide for market flexibility, essential to maintain competitive real estate prices and ensure that property can be assembled in the appropriate size and configuration to serve the needs of end users.
- **The need to develop and encourage attractive gateways and corridors.** Gateways and attractive corridors are important because they provide visitors with an initial impression of Jackson County. Over a period of time, community growth encroaching into formerly rural areas and continuing development of businesses and commercial activity at key interchanges has created a hodge-podge of development standards and design elements. Increased attention to an integrated design philosophy, primarily in USAs, can enhance each community's appeal to residents, business visitors and tourists and help foster community pride for residents.

What Is in the Development Plan Update?

This Plan Update focuses on land use and development issues facing Jackson County. The following listing of chapters outlines the major areas covered by the Update:

Section I - Introduction provides some background regarding comprehensive planning and the role of the Plan.

Section II - Planning Framework establishes the setting for the Plan Update. It summarizes demographic conditions, the economic and natural environments, and the associated trends and issues facing the community.

Section III - Land Use and Development Element establishes the basis upon which goals, objectives and policies were identified to define public and private responsibilities for the enhancement of Jackson County's built environment, including issues related to existing and future land use and Urban Service Areas

Section IV - Public Facilities and Services Element defines the County's role as a service provider and in partnerships with other service providers for the provision of facilities and services and define public and private responsibilities for the provision of facilities.

Section V - Transportation Element establishes goals, objectives, and policies to ensure Jackson County develops and maintains adequate transportation infrastructure to support future demand.

Section VI - Natural Resources Element identifies natural resource, environmental, and physical constraints and opportunities that affect development within the planning area.

Section VII - Economic Development Element addresses issues related to the County economy, including ongoing development, business development and retention, and communications.

Section VIII - Plan Implementation and Administration will outline a schedule of recommended strategies or tasks needed to implement the Plan Update's goals. It also will describe the processes for monitoring and amending the Plan to ensure that it continues to address vital community issues.

Getting Started - What Do These Terms Mean?

The following terms are used throughout the Plan Update to convey key concepts:

Development. The physical construction of buildings and/or the preparation of land for non-agricultural uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover.

Goal. Description of a desired state of affairs for the community in the future. Goals are the broad public purposes toward which policies and programs are directed. Generally, more than one set of actions (policies) may be needed to achieve each goal. In this Plan Update, goals are phrased to express the desired results of the Plan; they complete the sentence "Our goal is"

Policy. Statements of government intent against which individual actions and decisions are evaluated. Policies typically indicate the agency primarily responsible for implementing the policy.

Strategy. Individual tasks or accomplishments which, taken together, will enable the County to achieve Goals and Policies. Strategies are the basis for implementation of the Plan Update by identifying and recommending specific courses of action.

II. PLANNING FRAMEWORK

The Plan Update sets forth a vision and the means for Jackson County to accommodate an increasing amount of growth and development in formerly rural areas, while maintaining stringent standards for public service provision and environmental quality. Proof of Jackson County’s resolve to judiciously manage growth and protect fiscal resources (of the County and other service providers) can be seen in the volume of development applications in recently annexed areas for intensive development that would not have been considered (or approved) had the land not been annexed and the County had retained development regulations jurisdiction. The County’s development tiers worked and were implemented successfully. Implementing USAs, with city cooperation, will prove equally successful for each jurisdiction.

The urbanization of once rural areas requires substantial investment in public facilities, and controlling public costs associated with population growth is of great importance. As pressure to develop increases, there will be an increased need for a coherent, comprehensive framework to guide development in unincorporated Jackson County and to limit disputes involving the incorporated municipalities of the County.

Since the larger cities within Jackson County are landlocked – including Kansas City, Grandview, Raytown, River Bend, and Unity Village – recent growth has been concentrated in the eastern portions of the County. While growth has occurred within landlocked cities in undeveloped areas or as infill, the discussion that follows is focused on development trends in those unconstrained cities in the eastern County that drive the continued development of unincorporated land in Jackson County from a rural environment to suburban and urban places.

Growth Trends

As is shown in **Exhibits 1 and 2**, the County’s largest city, Kansas City, contains a decreasing proportion of the County’s total population from 1990 to 2008. The next largest city, Independence, grew in population from 1990 to 2008 by 8,905. In terms of size, the “second tier” cities of Lee’s Summit and Blue Springs have captured the greatest amount of the County’s growth, containing 11.9% and 8.0% of the County’s population, respectively. With the exception of the County’s smallest communities, the majority of cities in Jackson County have been proactive in dealing with their growth, developing Comprehensive Plans to guide their continued expansion and establish goals and policies for dealing with growth.

Exhibit 1: Population Growth

Place	1990	Percent of County Population	2000	Percent of County Population	2010	Percent of County Population
Kansas City	341,179	53.9%	322,555	49.3%	302,499	44.9%
Independence	112,301	17.7%	113,207	17.3%	116,830	17.3%
Lee's Summit	45,985	7.3%	71,074	10.9%	89,447	13.3%
Blue Springs	40,153	6.3%	47,990	7.3%	52,575	7.8%
Raytown	30,601	4.8%	30,401	4.6%	29,526	4.4%
Grandview	24,967	3.9%	24,967	3.8%	24,475	3.6%

JACKSON COUNTY DEVELOPMENT PLAN

Place	1990	Percent of County Population	2000	Percent of County Population	2010	Percent of County Population
Oak Grove	4,561	0.7%	5,622	0.9%	7,686	1.1%
Sugar Creek	3,982	0.6%	3,770	0.6%	3,345	0.5%
Buckner	2,873	0.5%	2,473	0.4%	3,076	0.5%
Lake Lotawana	2,141	0.3%	1,800	0.3%	1,939	0.3%
Grain Valley	1,898	0.3%	5,268	0.8%	12,854	1.9%
Greenwood	1,505	0.2%	3,934	0.6%	5,221	0.8%
Lake Tapawingo	761	0.1%	877	0.1%	730	0.1%
Lone Jack	392	0.1%	536	0.1%	1,050	0.2%
Pleasant Hill	0	0.0%	0	0.0%	6	0.0%
Sibley	367	0.1%	349	0.1%	357	0.1%
Levasy	279	0.0%	118	0.0%	83	0.0%
Unity Village	138	0.0%	207	0.0%	99	0.0%
River Bend	17	0.0%	10	0.0%	10	0.0%
Unincorporated	19,149	3.0%	19,732	3.0%	22,350	3.3%
Total	633,232		654,880		674,158	

Exhibit 2: Population Change

Place	Population Increase, 1990-2000	Percent Population Growth	Population Increase, 2000-2010	Percent Population Growth
Kansas City	-18,624	-5.5%	-20,056	-6.2%
Independence	906	0.8%	3,623	3.2%
Lee's Summit	25,089	54.6%	18,373	25.9%
Blue Springs	7,837	19.5%	4,585	9.6%
Raytown	-200	-0.7%	-875	-2.9%
Grandview	0	0.0%	-492	-2.0%
Oak Grove	1,061	23.3%	2,064	36.7%
Sugar Creek	-212	-5.3%	-425	-11.3%
Buckner	-400	-13.9%	603	24.4%
Lake Lotawana	-341	-15.9%	139	7.7%
Grain Valley	3,370	177.6%	7,586	144.0%
Greenwood	2,429	161.4%	1,287	32.7%
Lake Tapawingo	116	15.2%	-147	-16.8%
Lone Jack	144	36.7%	514	95.9%
Pleasant Hill	0	0.0%	6	0.0%

Place	Population Increase, 1990-2000	Percent Population Growth	Population Increase, 2000-2010	Percent Population Growth
Sibley	-18	-4.9%	8	2.3%
Levasy	-161	-57.7%	-35	-29.7%
Unity Village	69	50.0%	-108	-52.2%
River Bend	-7	-41.2%	0	0.0%
Unincorporated	583	3.0%	2,618	13.3%
Total	21,648	3.4%	19,268	6.5%

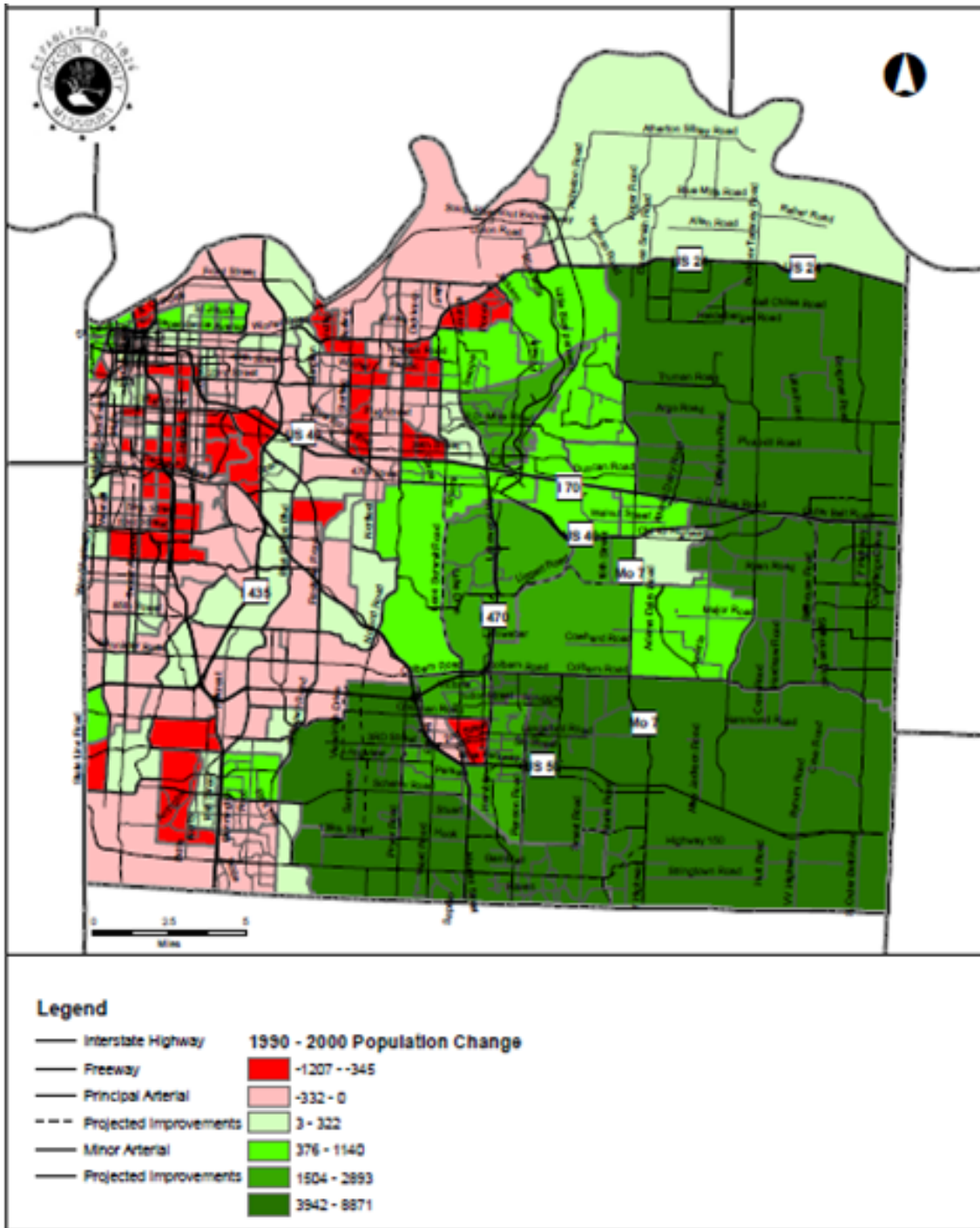
Population growth has been accompanied by annexations, as many municipalities have added to their geographic area since 1990. **Maps 1 and 2** show the population change by census tract for 1990-2000 and 2000-2010, respectively. **Map 3** shows the population change by census tract for 2000-2010 for unincorporated Jackson County. **Map 4** shows the scale and timing of annexations during this timeframe. While many annexations have occurred along the Interstate 70 corridor, the largest annexations in terms of land area have occurred in the southeast areas of the County, along Highways 7 and 50.

Top 5 Growth Cities

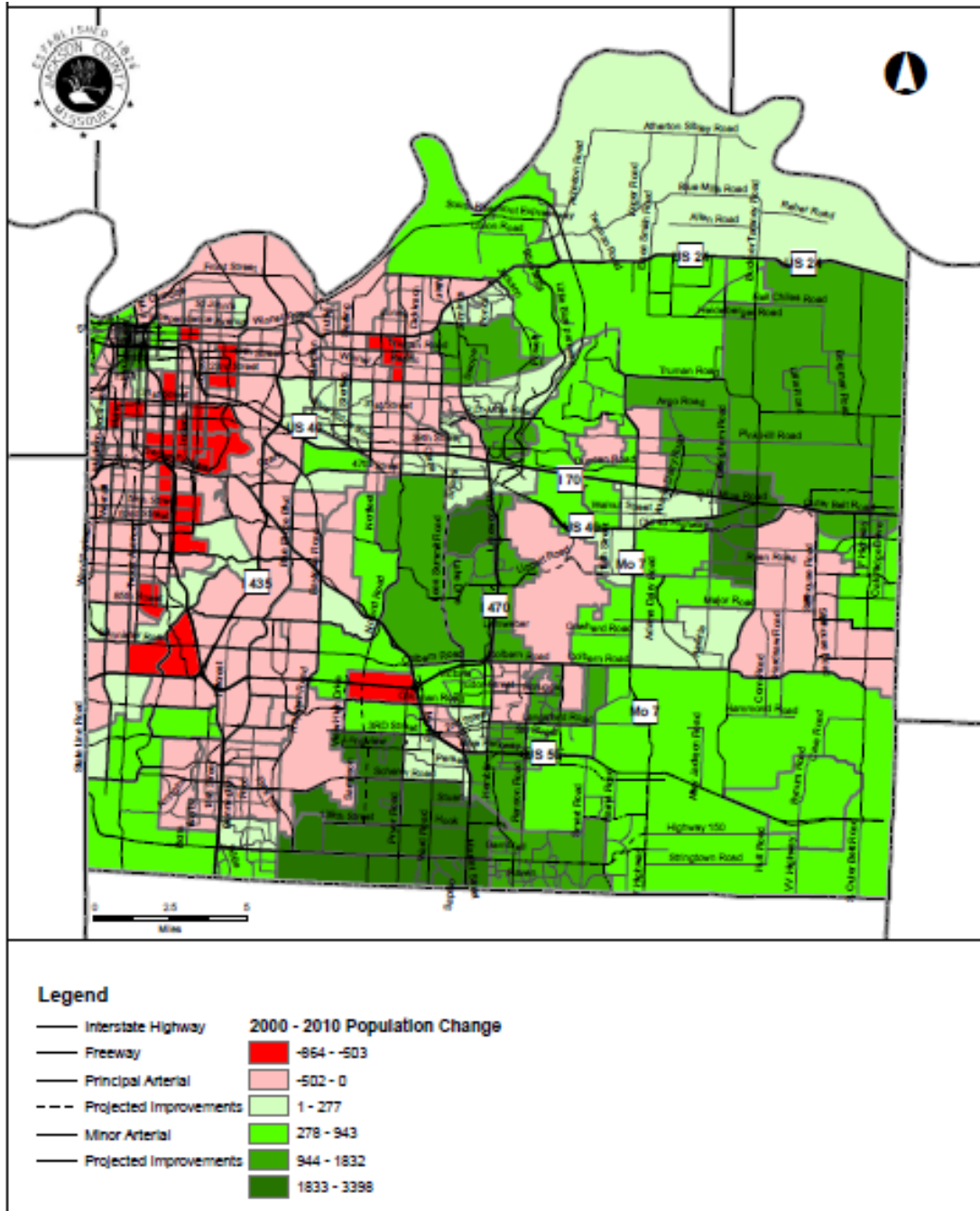
The following cities captured the greatest percentage of countywide residential (single and multi-family) growth from 2000-2009.

- Kansas City – 49.9 percent of County growth, 22,087 Permits
- Lee’s Summit – 19.9 percent of County growth, 8,803 Permits
- Independence – 9 percent of County growth, 3,547 Permits
- Blue Springs – 6.9 percent of County growth, 3,043 Permits
- Grain Valley – 5.6 percent of County growth, 2,464 Permits

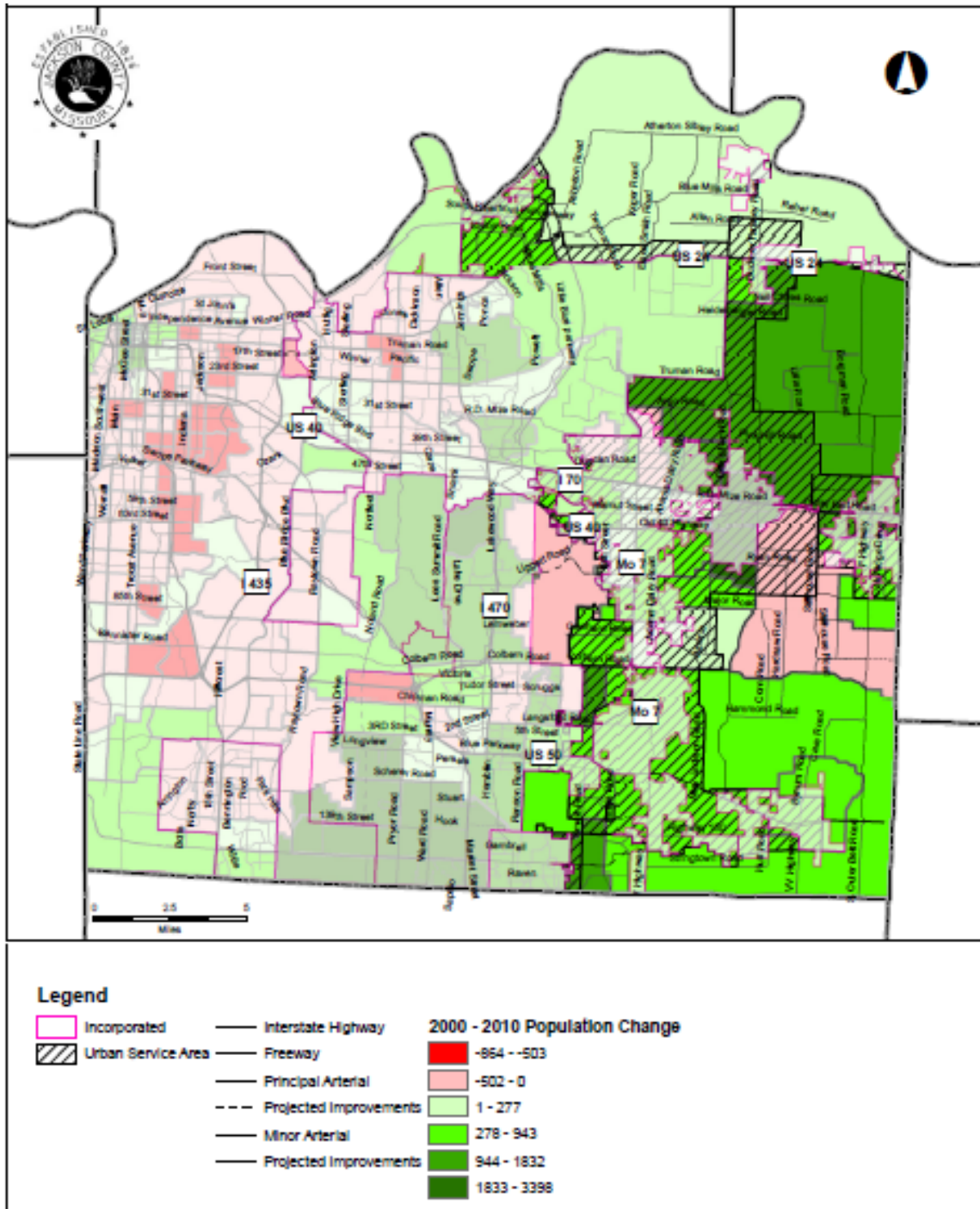
Map 1: Population Change by Census Tract, 1990-2000



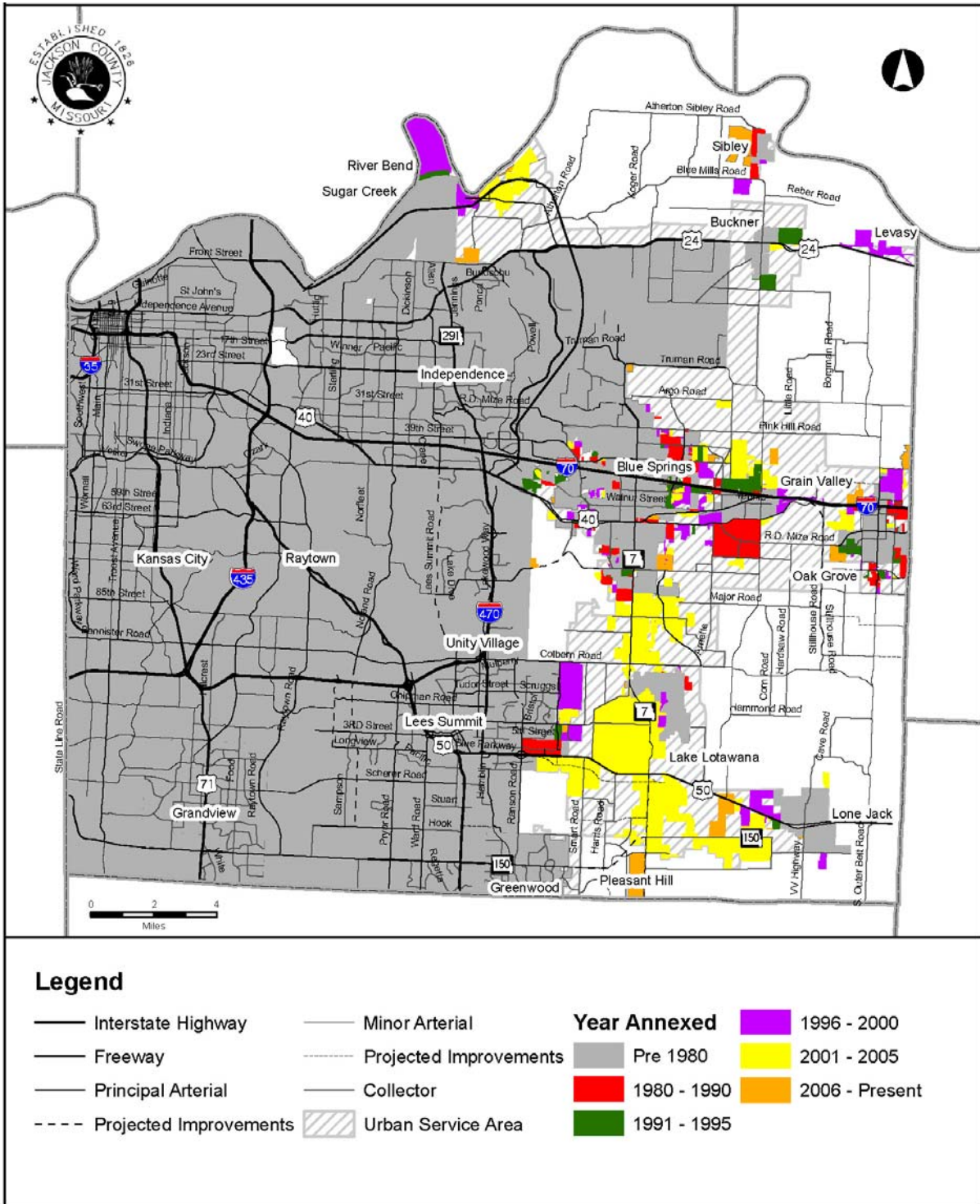
Map 2: Population Change by Census Tract, 2000-2010



Map 3: Population Change by Census Tract, 2000-2010, Unincorporated



Map 4: Annexation History



Map Document: C:\Users\Jackson County MO - Master Plan (Data) 2019\Map\Annexation.mxd
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Despite strong growth in certain communities, on a County-wide basis, growth has been slow and mostly steady as shown in **Exhibit 3**.

Exhibit 3: Countywide Growth 2000-2010

Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Total Population	656,710	653,724	655,201	665,279	661,454	661,695	664,655	665,821	669,287	674,158
Median Age	35.2	34.5	34.9	35	35.2	35.6	35.9	36	36.3	36.2
Total Households	259,989	266,589	267,986	271,587	270,135	271,188	273,256	274,047	275,092	274,804
Median Household Income	\$41,947	\$46,676	\$44,214	\$42,987	\$44,409	\$45,654	\$45,841	\$45,640	\$45,656	\$46,252

As shown in **Exhibit 4**, a total of 44,248 residential building permits were issued in the County from 2001 to 2009, with an annual average of 4,425 permits issued. The highest annual number of permits was issued in 2005, with 6,066 permits issued. There is a drastic decline starting in 2007 due to the economic recession. Detailed building permit information is not available for the smaller cities of Levasy, Lone Jack, Lake Tapawingo and Sibley. Growth is not an issue in Levasy or Sibley, which have both lost population in recent years. Lake Tapawingo experienced modest growth between 1990 and 2000, growing from 761 residents to 877 residents, and has issued a limited number of residential building permits since 2000. Lone Jack experienced strong growth between 1990 and 2008. The population grew over 133.9 percent, from 392 residents to 917 residents, and the City issued 88 residential building permits from 2000-2004¹.

Exhibit 4: Residential Building Permits by City, 2000-2009

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total Permits 2000 - 2010	Percent of County Growth
Blue Springs	351	285	328	467	266	501	271	102	52	45	2,668	6.5%
Buckner	19	9	25	22	23	36	9	17	0	1	161	0.4%
Grain Valley	198	346	455	329	378	222	254	42	18	30	2,272	5.5%
Grandview	468	33	32	47	48	26	23	51	37	25	790	1.9%
Greenwood	57	65	41	49	43	54	14	5	2	8	338	0.8%
Independence	457	433	405	500	416	603	205	96	56	61	3,232	7.9%
Kansas City	2,181	2,653	2,703	2,958	3,365	3,215	1,071	1,496	577	666	20,885	51.0%
Lake Lotawana	21	8	12	27	21	24	22	9	6	8	158	0.4%
Lee's Summit	943	1,347	1,176	1,225	1,148	827	778	151	164	170	7,929	19.4%
Lone Jack	6	7	21	49	71	26	14	6	5	4	209	0.5%

¹ Source: SOCDs Building Permits Database, HUD.

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total Permits 2000 - 2010	Percent of County Growth
Oak Grove	269	67	77	85	72	31	20	8	16	6	651	1.6%
Raytown	72	77	77	28	38	63	16	1	0	3	375	0.9%
Sugar Creek	3	2	7	4	1	7	7	1	0	0	32	0.1%
Unincorporated County	153	198	211	191	176	108	104	61	26	30	1,258	3.1%
TOTAL	5,198	5,530	5,570	5,981	6,066	5,743	2,808	2,046	959	1,057	40,958	100.0%

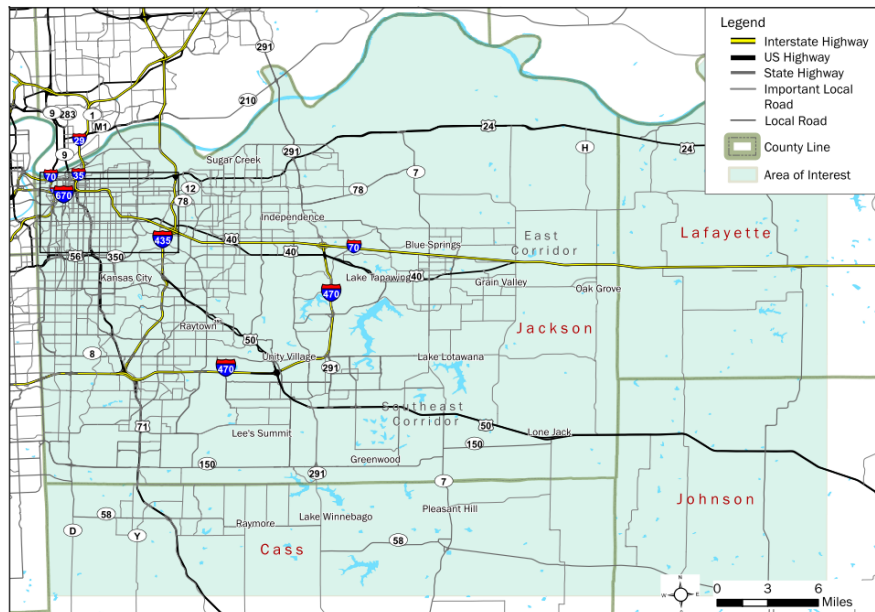
Growth and Commuter Corridors

This section provides a snapshot of current and forecast population and employment, land use patterns, travel demand, and transportation network characteristics and performance. It presents expected changes between 2005 and 2035 applicable to commuter corridors and summarizes the implications of these changes on transportation demand and mobility. The information presented in this chapter provides the basis for the purpose and need by identifying the challenges in the study area that could be addressed through a transit investment.

Building on past projects, the direction has been to establish East and Southeast Corridors, both of which would begin in downtown Kansas City. The JCCC study area encompasses all of Jackson County, with both corridors originating in downtown Kansas City, Missouri, originating at 3rd Street and Grand Boulevard, one extending east and the other southeast of the downtown area.

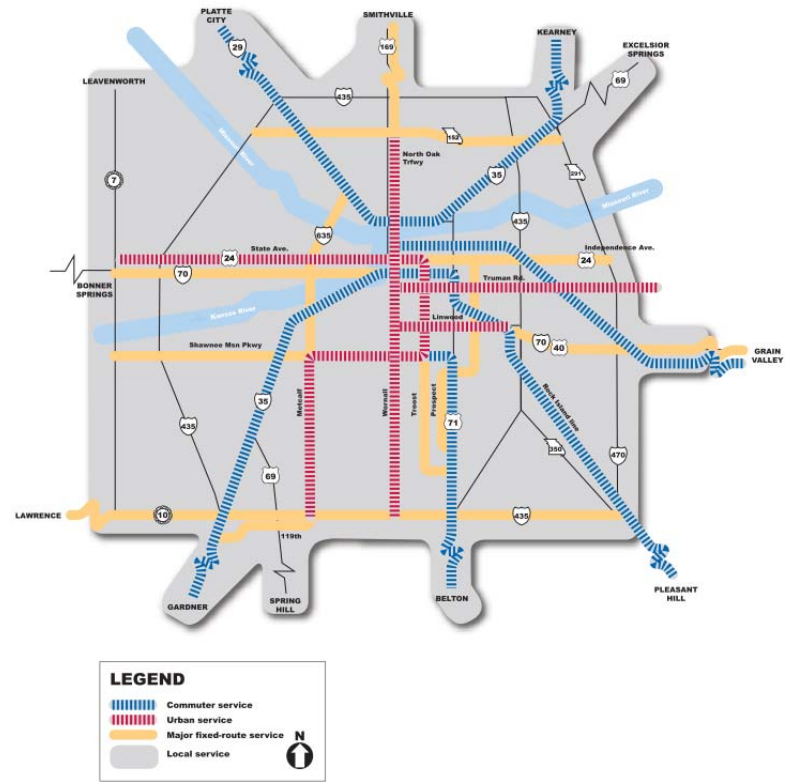
- The East Corridor generally parallels Interstate 70, crossing through Kansas City, Independence, Blue Springs, Grain Valley and Oak Grove.
- The Southeast Corridor, also known as the Rock Island Corridor, generally parallels U.S. 71, including Cass County, and Missouri Highway 350, serving downtown Kansas City, Raytown, Lee’s Summit, Greenwood and Pleasant Hill.

Map 5: Commuter Corridor Study Area



The County’s commuter corridor and TOD strategy is based on the Smart Moves Regional Transit Vision (MARC – 2002, 2008) and serves as the defining transit vision for the metro area, and envisions a transit system offering three categories of service (see the Transportation Element for a detailed commuter corridor perspective):

- *Urban Corridors* - Designed to move people across long corridors while also providing access to local destinations and activity centers along the length of the corridor. Recommended transit improvements included a seven corridor regional Bus Rapid Transit (BRT) network.
- *Commuter Corridors* - Designed to provide less local access along the corridors with stops restricted to increase speed. Recommended transit improvements included commuter rail service along seven corridors utilizing rail assets to the extent possible.
- *Major Fixed-Route Service* - Designed to provide connections to and extensions of urban and commuter corridors.



Population and Employment

This section presents existing and forecast population and employment in the Kansas City metropolitan area, focusing on the commuter corridor study area for this AA.

2000 to 2010 Between 2000 and 2010, the Kansas City Metropolitan Statistical Area (MSA) grew by 10.85 percent, increasing from 1,776,062 to 2,035,334 persons. Within the study area, in the same period, Jackson County grew by approximately 19,000 persons, increasing 2.94 percent from 654,880 to 674,158 persons. Much of this growth took place in Jackson County suburban cities, while the portion of Jackson County coincident with Kansas City lost population. Suburban growth patterns were evident in those portions of Cass, Johnson, and Lafayette counties, which are also located within the study area. Table 1 shows the population change in the major cities and counties that comprise the study area as well as the Kansas City MSA.

2005 to 2035 Population forecasts developed by MARC anticipate strong, continued growth in the Kansas City metropolitan area and study area through 2035. This level of growth was based on past trends and known demographic and economic shifts. The Kansas City metropolitan area is anticipated to increase by nearly 30 percent from a population of 1.75 million in 2005 to nearly 2.5 million by 2035. As shown in Table 1 the study area is forecast to add 148,707 people by 2035 (the horizon year for the Alternatives Analysis), an increase of 19.76 percent. Similar to the growth trend from 2000 to 2010, population growth is expected to concentrate in the study area’s suburban cities, specifically the outer suburbs such as Blue Springs and Lee’s Summit.

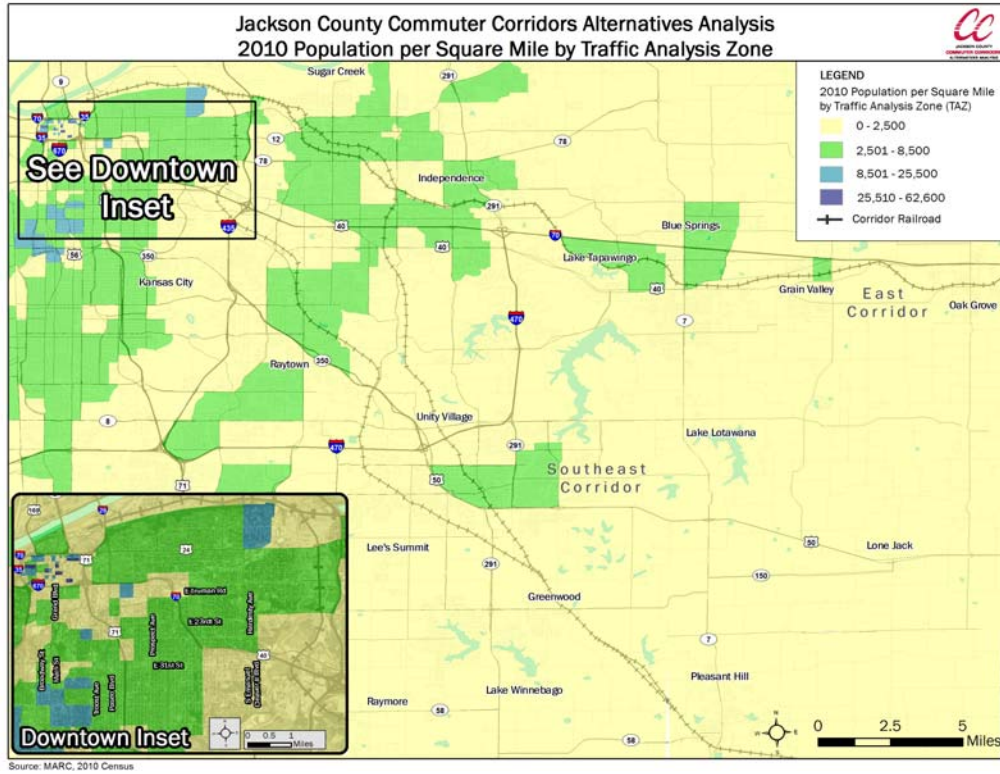
Exhibit 5: Projected 2035 Population in Jackson County

Geographic Area	2005 Population	2035 Population	Population Change (2005-2035)	
			#	%
Blue Springs	52,583	65,990	13,407	25.50%
Independence (Jackson County)	120,052	139,369	19,317	16.09%
Kansas City, MO (Jackson County)	337,670	329,726	-7,944	-2.35%
Lee's Summit	72,168	115,279	43,111	59.74%
Raytown	30,816	29,860	-956	-3.10%
Balance of Jackson County	69,950	106,635	36,685	52.44%
Jackson County Total	683,239	786,859	103,620	15.17%
Cass, Johnson, & Lafayette Counties (within study area)	69,329	114,417	45,088	65.03%
Study Area Total	752,568	901,275	148,707	19.76%
Kansas City Metropolitan Area	1,745,071	2,483,631	738,560	29.73%
Total Modeled Area	1,829,081	2,583,844	754,763	41.26%

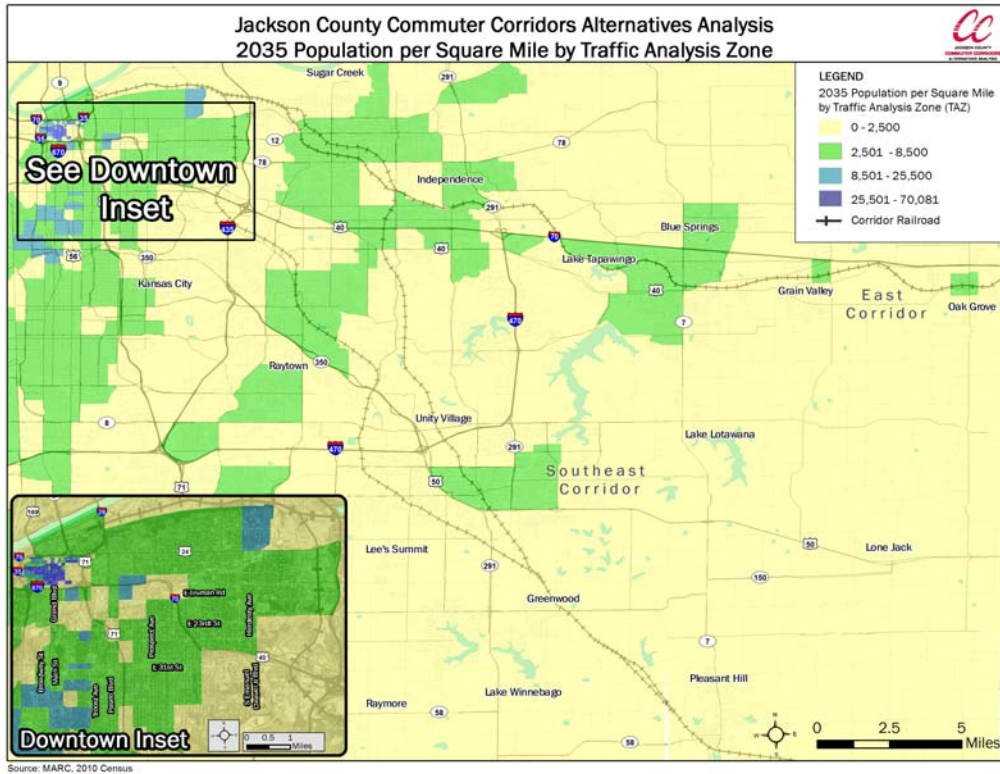
Source: Mid-America Regional Council

The highest population densities are found near the urban core of Kansas City and the population tends to become less concentrated further away from the CBD. Much of the urban area has been developed for many years and although the older urban areas have seen disinvestment and population loss over the recent past, density is still greater in the inner parts of the corridors than in the distant suburban and rural areas further from downtown Kansas City. **Map 6** shows 2010 population densities; **Map 7** shows the expected 2035 population densities.

Map 5: 2010 Population Densities



Map 6: 2035 Population Densities



For the most part, densities remain constant between 2010 and 2035, with some additional density along I-70 between Independence and Blue Springs and additional densities within Blue Springs and Oak Grove.

Employment

Employment within the study area is concentrated in the core of Kansas City. The regional core consists of three areas – the Central Business District (CBD), Crown Center, and Country Club Plaza (**Exhibit 6**). The CBD is the traditional downtown area of Kansas City, Missouri. Both City and County government have their main office buildings in the CBD. Additionally, many federal office buildings and private employers are located in the CBD. Crown Center is a shopping and office area just south of the CBD and adjacent to Union Station. The Country Club Plaza is a shopping and employment district south of the CBD and Crown Center. The University of Missouri Kansas City Campus is just to the south of the Country Club Plaza. Combined employment in 2005 of these three areas was over 110,000, about one-eighth of all regional jobs.



Central Business District	50,000
Crown Center	37,400
Country Club Plaza	24,900

2000 to 2010: Between 2000 and 2010, the number of jobs in the Kansas City Metropolitan Statistical area as a whole grew by 5.65 percent, increasing from 934,761 to 990,768 jobs.

2005 to 2035: Employment forecasts developed by MARC anticipate continued growth in the Kansas City metropolitan area and study area through 2035. Employment growth is consistent with the population growth for the region.

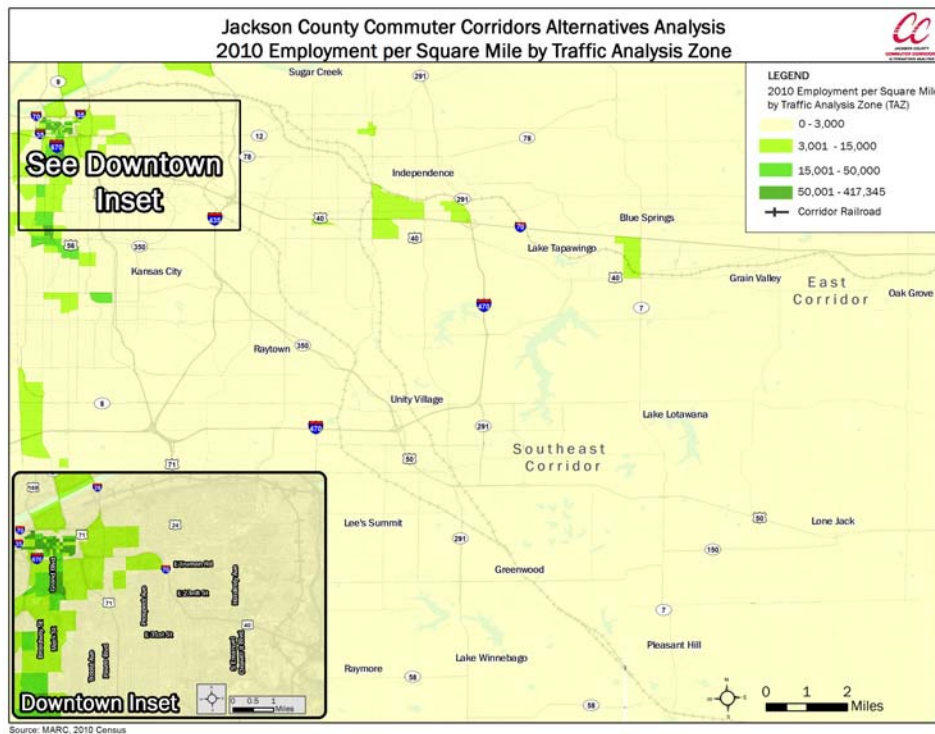
Exhibit 6: Expected Employment in 2005 and 2035 by Geographic Region

Geographic Area	2005 Employment	2035 Employment	Employment Change (2005-2035)	
			#	%
Blue Springs	17,894	19,292	1,398	7.81%
Independence (Jackson County)	45,265	53,039	7,774	17.18%
Kansas City, MO (Jackson County)	257,300	285,241	27,941	10.86%
Lee's Summit	27,618	42,614	14,996	54.30%
Raytown	11,239	9,304	-1,935	-17.22%
Balance of Jackson County	20,273	29,625	9,352	46.13%

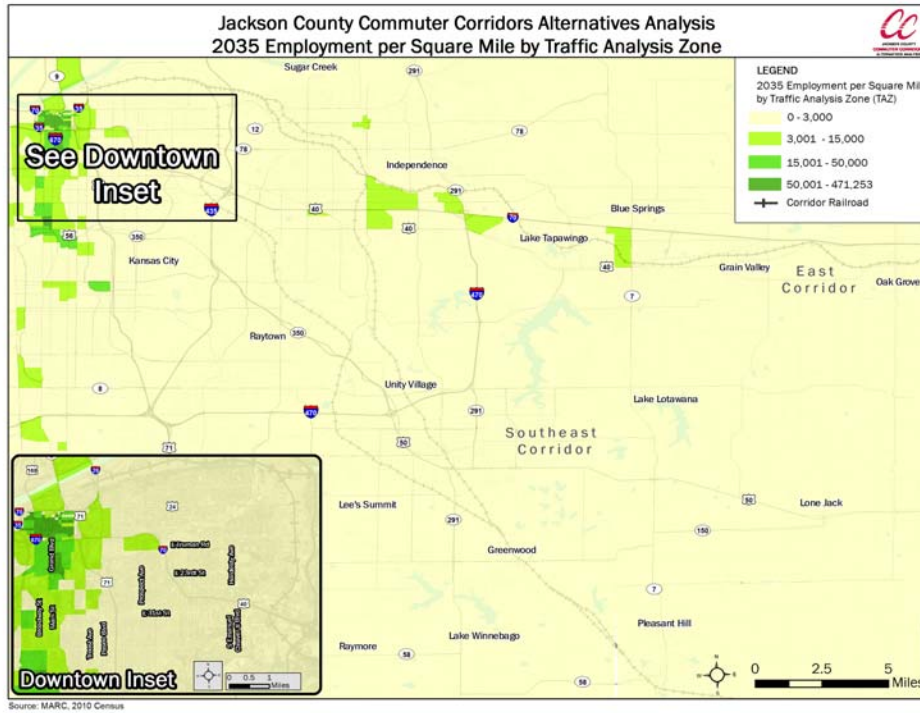
Geographic Area	2005 Employment	2035 Employment	Employment Change (2005-2035)	
			#	%
Jackson County Total	379,590	439,115	59,525	15.68%
Cass, Johnson, & Lafayette Counties (within study area)	14,986	24,224	9,238	61.65%
Study Area Total	394,575	463,339	68,764	17.43%
Kansas City Metropolitan Area	938,198	1,322,766	384,568	29.07%
Total Modeled Area	969,342	1,357,976	388,634	40.09%

Employment Density. While job centers are located throughout the study area, the Central Business District has the highest employment density in the study area. The employees who work in the CBD reside throughout the metropolitan area – including many who live in Eastern Jackson County. According to Jackson County reports, in 2009, 16 percent of the metropolitan area labor force resided in eastern Jackson County (for a total of 170,322 individuals). Thirty-five percent of those individuals commute between 15-30 minutes to get to their workplace destination. (Source: Jackson County, Missouri “By the Numbers – 2010”). Study area employment density in 2010 is shown in **Map 8** and expected 2035 employment density is shown in **Map 9**.

Map 7: 2010 Employment Density



Map 8: 2035 Employment Density



Eastern Jackson County

Because the western areas of the County, including the communities of Grandview, Kansas City, and Raytown are largely developed and landlocked, ongoing urbanization and development in Jackson County is moving east, into the unincorporated areas and growing suburban communities of the County. These Eastern Jackson County communities and Jackson County have undertaken a number of efforts focused on economic development and community betterment. The Eastern Jackson County Development Alliance and Jackson County jointly prepared the 2010 *Eastern Jackson County By the Numbers* report that summarized economic trends and conditions. Portions of that report are reprinted here to illustrate the foundation for the Plan Update.

Vital Statistics

Eastern Jackson County is home to about 49 percent of the population of Jackson County and 16 percent of the metro area population. The area that makes up this region has an estimated population of 327,077 people and 129,266 households. The median age of 36.3 years is slightly younger than the metro area median age of 36.7 years.

Eastern Jackson County has a well-educated resident base with over 88 percent of adults having completed a high school education, which is similar to the metro area average of 87.3 percent. The median household income of \$56,996 is 3.7 percent higher than the metro area median.

Eastern Jackson County has a potential labor force of more than 170,000 people. In addition, the area has an employment base of nearly 121,700 jobs at roughly 8,900 area businesses. This gives the Eastern Jackson County area a jobs-housing balance of 0.88, making it a well balanced region with a healthy economic base.

The median value for existing homes in Eastern Jackson County is \$126,650, which is about 11 percent lower than the metro area median, but 5 percent higher than the Jackson County median value of \$120,840. Typical rents in Eastern Jackson County average about \$778 according to the 2008 American Community Survey, compared to a metro area median of \$747 and a Jackson County median of \$701.

Labor Force

Overall, the labor force characteristics of Eastern Jackson County's population indicate they have a solid educational background. Approximately 88 percent of the area's adult residents have completed high school and a significant portion have some college education (26 percent). Nearly 31 percent of adults in this region have an associate's degree or higher.

In general, the industry distribution of employed residents in Eastern Jackson County is most heavily weighted toward education, health and social services, which make up 18.1 percent of the workforce, similar to the metro area. Other significant sectors include retail with 12.2 percent of workers, manufacturing with 11.6 percent, finance, insurance and real estate with 9.1 percent and professional and administrative services with 8.5 percent. Generally, the distribution of resident workers by industry is similar to the metro area as a whole.

Eastern Jackson County is generally quite similar to the metro area in terms of its occupational mix, although Eastern Jackson County includes slightly more sales and office workers than the metro area, 30.1 percent versus 28.7 percent.

Cost of Living

The overall cost of living in Kansas City is less than the national average. The overall index is 96.3, compared to the national norm of 100.0. Cost of living in Kansas City is less than in many larger Midwestern and Western metro areas, including Denver, Chicago, Minneapolis, San Jose, and Phoenix.

About 28 percent of housing units in Eastern Jackson County have a value of less than \$100,000, which is comparable to the metro area as a whole. However, the share of homes in the \$100,000 to \$149,999 range in Eastern Jackson County (35.3 percent) is substantially higher than the metro area share of 27.0 percent. The share of units in the \$300,000 and over range in Eastern Jackson County is notably less than the share of units in the similar value range for the metro area. In general, Eastern Jackson County as a region appears to be more affluent than Jackson County, and more affordable than the metro area, in term of housing values. However, there is wide variation in housing values among the communities in Eastern Jackson County, with median values ranging from a high of \$181,753 in Lee's Summit to a low of \$85,174 in Sugar Creek. Detailed community information is shown in the city sections of *By the Numbers*.

Community Growth

Blue Springs

- Blue Springs is centrally located on the eastern side of Jackson County.
- The City is surrounded mostly by unincorporated land, although it is quickly growing toward its neighbors: Lake Lotawana, Grain Valley, and Independence in particular.
- While the City is primarily suburban, significant commercial development is located along the three highway corridors through the City.

- In the 2000 Census, Blue Springs was the eighth most populous city in the Kansas City Metropolitan Area and is projected to maintain a strong growth rate, though not necessarily as high as in past years.
- Blue Springs annexed 2,000 acres of land after completing its 2003 Comprehensive Plan, bringing development that had been occurring on the fringes of the City into its new boundaries. Many unsubdivided parcels of 50 to 80 acres remain, primarily in the City’s southern growth areas.
- The City has also identified growth areas along its northern and eastern boundaries.
- According to 2009 estimates, there are more than 30,800 employed residents in Blue Springs.
- The city has a very well educated resident base with 92.4 percent of adults having a high school education, compared to a regional average of 87.3 percent.
- The median household income of \$63,580 is nearly 11.6 percent higher than the Eastern Jackson County median.

Buckner

- Buckner is located in northeastern Jackson County, three miles south of the Missouri River. The City’s population is fairly steady and is not expected to grow drastically.

Grain Valley

- The City of Grain Valley is located along Interstate 70, in eastern Jackson County, MO.
- Grain Valley is considered to be a “bedroom community” as the city’s population growth has exploded primarily due to growth expanding out from the Kansas City metropolitan area.
- Grain Valley expects to maintain this level of growth over the next decade as it anticipates continuing to absorb the overflow of the Kansas City area.
- The City’s Future Land Use Plan indicates that Grain Valley will grow in a north to south manner. The City of Blue Springs lies to the west of Grain Valley while the Monkey Mountain Nature Reserve lies to the City’s east.
- Grain Valley retains a sizeable percentage of developable land within its current boundaries.
- The Comprehensive Plan does not designate any plans for annexation; however, the plan does state that there is considerable land available outside the city’s boundaries.
- According to 2009 estimates, there are about 5,800 employed residents in Grain Valley.
- The resident base is very well educated with 89 percent of adults having a high school education.
- The median household income of \$64,859 is nearly 14 percent higher than the Eastern Jackson County median.

Grandview

- Grandview is located in the southern most part of Eastern Jackson County, along US 71 and west of Longview Lake. Grandview is bordered on the north and west by Kansas City.
- The city's location offers residents and businesses convenient access to the regional freeway system, as well as to regional recreational amenities.
- According to 2009 estimates, there are about 12,500 employed residents in Grandview.
- Approximately 84 percent of the adults in Grandview have a high school education. The median household income is \$42,454.

Greenwood

- The city of Greenwood, located in the southeastern portion of Jackson County, experienced moderate growth in the first half of the decade.

- The City is likely to continue to grow, given its location and accessibility.
- The majority of development in the City has been residential, however significant commercial development has taken place along the Highway 150 corridor.
- Greenwood anticipates the inclusion of an area about a half-mile out of its current city limits to be included in future growth plans.
- Recent annexations by the City have occurred along its eastern boundary.
- According to 2009 estimates, there are about 2,500 employed persons in Greenwood.
- The population is very well educated, as statistics show that 93.5 percent of adults in the area have completed a high school education.
- The city's median household income is also very high at \$79,511, which is nearly 40 percent more than the Eastern Jackson County median of \$56,996.

Independence

- The city of Independence is the County Seat for Jackson County, located in the northeast section of Jackson County.
- Interstate 70 along with several U.S. and State highways link the City to other cities within the metropolitan Kansas City area.
- The City has new development and development potential in its eastern portions.
- The Census Bureau accepted in 2008 a challenge by the city that the population was 121,121.
- The city's comprehensive plan indicates that there is room to grow within its city limits. This growth is expectedly to occur east of 291 Highway, where 29 percent of the land is undeveloped.
- The City amended its Comprehensive Plan to include an area plan for the Little Blue Valley. The Plan Amendment makes recommendations for the physical development of the valley and is partially based on a market study of the area which projected that the valley would be able to attract 20,000 new residents and 3,050,000 square feet of non-residential development by 2020.
- According to 2009 estimates, there are about 54,249 employed persons in Independence.
- Approximately 83.5 percent of adults have completed a high school education.
- The city's median household income is \$43,482.

Kansas City

- The City of Kansas City is located on the western side of Jackson County. The central city for the metropolitan area, Kansas City spills into Cass and Platte Counties, also. Within Jackson County, Kansas City is landlocked by surrounding municipalities.

Lake Lotawana

- Lake Lotawana is located in southeastern Jackson County, south of Blue Springs, east of Lee's Summit and Greenwood, and west of Lone Jack.
- Growth in the community was inhibited until 2001 by a self-imposed growth and development moratorium.
- The City continues to be approached by nearby property owners concerning annexation opportunities, particularly by property owners interested in water and wastewater service.

Lee's Summit

- Lee's Summit is located in southern Jackson County and its city limits cross the county line into Cass County. The City adjoins Kansas City, Unity Village, Independence, and Greenwood. Lake Lotawana and Blue Springs lie to the east, as does incorporated portions of the County.
- Lee's Summit continues to grow rapidly. It is characterized by low-density suburban residential housing options and its historic downtown.
- Residential, commercial and industrial growth is projected to remain strong.
- According to 2009 estimates, there are more than 45,700 employed persons in Lee's Summit.
- The city has a very well-educated resident base with 93.6 percent of adults having a high school education, compared to a regional average of 87.3 percent.
- The city's median household income of \$74,429 is more than 30 percent higher than the Eastern Jackson County median.

Oak Grove

- Oak Grove is located along I-70 in eastern Jackson County. It is the easternmost city in Jackson County, with the county line making up its eastern boundary.
- Oak Grove experienced its most rapid growth during the 1970s, when the City doubled in size. Since that boom in population, growth has continued at a more moderate pace.
- Oak Grove is surrounded by unincorporated land that is available for annexation. The City's Comprehensive Plan does not identify any annexation needs or plans. Within the city limits, 46 percent of land is undeveloped.
- According to 2009 estimates, there are about 3,300 employed residents in Oak Grove.
- Approximately 81 percent of the adults have completed a high school education.
- The city's median household income of \$52,747 is comparable to Eastern Jackson County and the metro area as a whole.

Raytown

- Raytown is a first tier suburb of Kansas City. It is completely surrounded by the cities of Kansas City and Independence.
- The greatest benefit of Raytown's geographic location is its access to the entire greater Kansas City area.
- According to 2009 estimates, there are roughly 13,700 employed residents in Raytown.
- More than 87 percent of the adults have completed a high school education.
- The city's median household income is \$46,236.

Sugar Creek

- Sugar Creek is located along the Missouri River in the northeast portion of Jackson County. Missouri State Highway 291 and US Highway 24 connect the City to other cities within the county.
- Sugar Creek has declined in population over the last several decades.
- New single-family residential construction has remained low but steady in Sugar Creek over the last five years.
- The City has identified several annexation areas and has residential, commercial and industrial projects in the planning stages, and expects an increasing growth rate.

III. LAND USE AND DEVELOPMENT ELEMENT

Overview

The long term health of Jackson County depends on maintaining a safe and attractive environment for residents and visitors. Planning for growth will enable the County to ensure that new development is adequately served by public facilities and services, is consistent with local development standards, and is compatible with existing and planned development. Compatible, well-served development benefits the County by attracting new residents and businesses and providing necessary goods and services to existing residents.

The Land Use & Development Element addresses growth in the County, including the development pattern and the types of land uses. It is intended to guide public and private decision-makers in matters affecting land use and development. The goals and policies included at the end of the element provide explicit guidance.

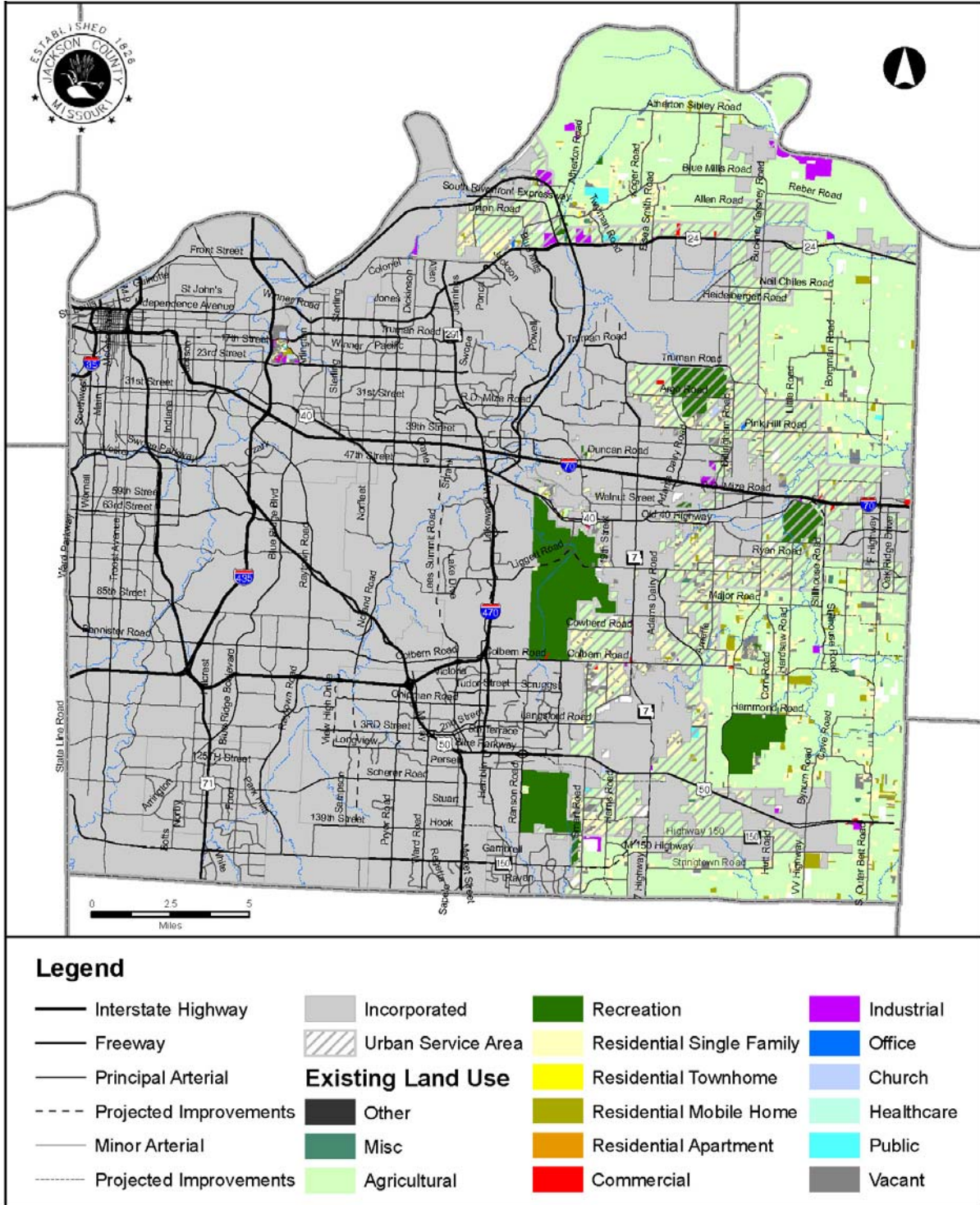
Key Issues

Identifying an overall development pattern for the County. Jackson County provides a choice of urban, suburban, and rural environments for residents and businesses. Existing land uses are shown in **Map 3**. To maintain this diversity and effectively serve each type of development, the County must identify an overall pattern of development. This pattern should recognize the existing and planned growth of the County's many communities. It should be flexible enough to provide property owners with development alternatives to accommodate changing market demands, but detailed enough so that service providers can effectively anticipate future facility demands. The Development Diagram in this Element provides this general guide.

Linking development decisions with adequate service provision. The availability of adequate facilities and services is a vital component of the County's quality of life. Inadequate roadways, water systems, and wastewater systems can be a nuisance and/or threat to the health and welfare of County residents. By linking development decisions with requirement for adequate facilities and services, the County can minimize future service deficiencies and protect the County's unique natural resources.

Coordinating development in the County with the development of communities. Development on the fringes of incorporated cities can be an asset or a hindrance to orderly urban growth. By coordinating development decisions in fringe areas with affected municipalities, Jackson County can promote orderly urban growth and minimize service inefficiencies resulting from the proliferation of small unincorporated pockets within incorporated communities.

Map 9: Existing Land Use



Map Document © Jackson County, MO - Master Plan Update 2009/Map 9/09/10/11/12/13

PLANNING WORKS

Preserving areas with rural character within the County. The County recognizes that there is continuing demand for urban development surrounding the incorporated municipalities; eventually, urban development may spread throughout the County.

However, there are still County residents engaged in agriculture and who value the rural lifestyle. Preventing premature urban development in areas where required services are unavailable can preserve the rural quality of life.

Emphasizing the importance of sustainable development and preserving natural resources. Jackson County enjoys a wealth of natural resources, including excellent agricultural soils and valuable wildlife habitat. The County has also made a priority of encouraging sustainable development in its public works policies. This Development Plan Update offers the opportunity to continue the County's efforts in preserving natural resources through its planning by promoting sustainable development.

Urban Service Areas

The County's 1994 Master Plan identified the importance of coordinating development decisions in the unincorporated County with municipalities that might be annexing developing lands in the near future. The 1994 Plan included a Development Coordination goal that encouraged ongoing cooperation with incorporated municipalities. This Plan Update extends those ideas into a new tool – Urban Service Areas. Urban Service Areas (USAs) have been designated in the unincorporated County around each municipality. These USAs are areas in which urban-level growth is expected to occur within the next 20 years.

The USAs are intended as a smart growth area in which the County will work cooperatively with the municipalities to jointly review development applications and extend development standards. Ultimately, the County will be working to establish Intergovernmental Agreements (IGAs) with each city to formalize a cooperative review process and extension of a municipality's required levels of service for development occurring with the USA.

There are some areas of the County identified by more than one municipality as a future growth area. The County is not taking a role in adjudicating disputes over annexation or future growth. The County is committed to working with each of its municipalities to ensure that growth and development improves the quality of life. In many cases, the ability to provide services may be the final arbiter in which jurisdiction annexes a particular area. The USAs are not intended to promote annexation; on the contrary, providing an assurance to municipalities that development standards will be extended into the USAs may lessen some of the pressure felt by cities to annex developing lands.

Growth Tiers

The County's 1994 Master Plan, which has been updated by this planning project, identified four broad development areas: an Urban Development Tier, a Suburban Development Tier, a Rural Development Tier, and an Environmental Conservation Tier. These tiers allowed similar policies and programs to be used in similar areas, while distinguishing different areas and using special policies to address their growth.

The Growth Tiers shown in the Development Diagram (**Map 10**) are an extension of the tiers designated in the 1994 County Master Plan. The Urban Tier was extended to include land that was formerly part of the Suburban Tier that is now included in an Urban Service Area. The Suburban Tier was extended to include land that was formerly part of the Rural Tier that is now included in an Urban Service Area.

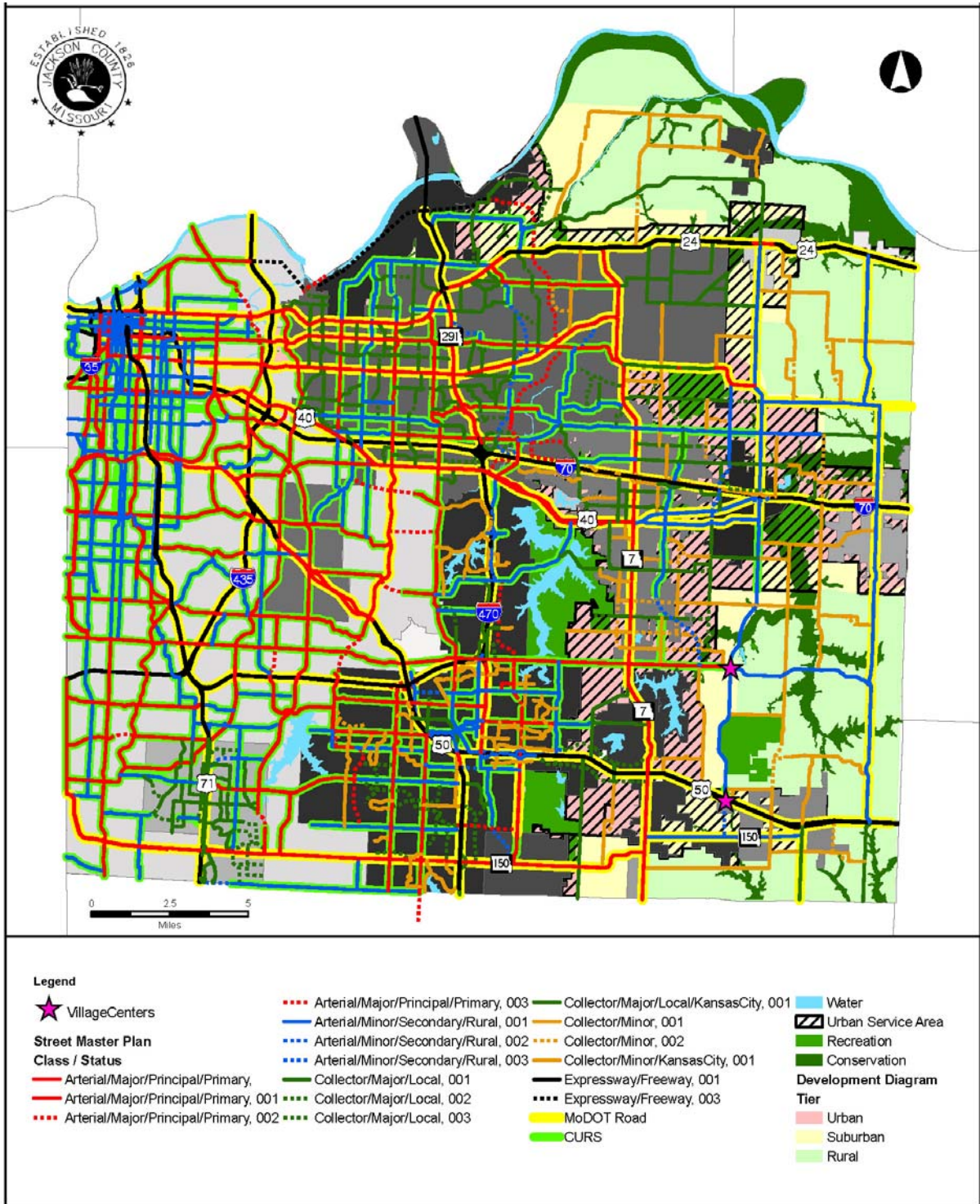
Urban Tier

Most of the land within the Urban Service Area is designated as part of the Urban Tier, identifying it as appropriate for urban-level development within the next 20 years. This area is intended for the most intense residential and non-residential development in the County. Such development is planned in Jackson County's cities and in developing areas adjacent to the cities. Full urban services will be required for any development in the Urban Tier, including approved public water and wastewater systems, urban road improvements, and urban service levels for public safety, fire and emergency medical assistance. Curbs and sidewalks should be provided along urban roads in accordance with applicable design standards. Service providers should plan and construct facilities in these areas to meet the needs of development at these urban intensities.

Suburban Tier

The Suburban Tier is composed of areas that are expected to provide a transition from urban-level development to rural areas. These areas are future Urban Service Areas, but are not expected to develop at urban intensities in the next 20 years. Some USAs include land that is designated as part of the Suburban Tier. Previously, these areas were designated as part of the Rural Tier in the 1994 County Master Plan. The Suburban Tier is intended primarily for lower density residential development and is located at the edges of urban and urbanizing areas. Non-residential uses generally serve the needs of residents in the surrounding neighborhoods. However, low intensity employment centers may be permitted if access is adequate and the use is compatible with surrounding development. Suburban residential lot sizes typically are between one-third of an acre to five acres in size, with some neighborhoods approaching urban densities and other being more rural in character. Suburban areas shown on the Development Diagram Map include areas where this type of development exists, where planned infrastructure will support suburban-level development, or where incorporated city growth is moving into a previously rural area. Levels of service depend on the density of a development and its location. All lots should be connected to an approved public water supply system. Connection to a public wastewater system is not necessary for lots that meet certain requirements for ensuring public health and safety. Minimum road standards in the Suburban Tier vary with the density of development.

Map 10: Development Diagram



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Rural Tier

Many County residents live in rural Jackson County because they desire a rural lifestyle or because they are engaged in agricultural activities. The County aims to preserve the Rural Tier for residents who enjoy a rural lifestyle, open spaces, and few neighbors. The County's policies are designed to retain this rural character rather than to support new urban development in these rural areas. Most developed parcels in the Rural Tier are used for residential, agricultural, or related purposes. Some service commercial uses to meet the needs of local residents are also appropriate, including some home occupations. Property in the Rural Tier is generally at least 10 acres, except where land has previously been subdivided into smaller lots. Many parcels, particularly those used for agriculture, are larger than 10 acres. The Rural Tier offers the opportunity to preserve agriculture and open space while still allowing some development through the use of conservation subdivision. Service levels are much lower in the Rural Tier than in the USAs or Suburban Tier. All parcels should be connected to a public water supply providing adequate supplies for normal usage. Rural residents may use on-site wastewater treatment, depending on environmental conditions. Rural road standards do not require curbs or sidewalks. Road drainage generally is accommodated in swales adjacent to roads. Other public services are provided at rural levels, if at all.

Environmental Conservation Tier

This tier includes public parks and other land which, because of its environmental characteristics or importance to a regional open space system, should experience little or no development. The Development Diagram includes public parks, 100-year floodplains, wetlands, and steep slopes in this tier. Development may occur only if it does not affect sensitive environmental features, is not unnecessarily subject to damage from natural hazards, and does not affect valuable open space land. Similarly, the County will strongly discourage the construction of wastewater treatment plants, lift stations, and other potential sources of water pollution upstream of reservoirs and recreational water bodies. Low intensity residential or recreational uses may be acceptable in these areas. Public services provided in this tier should meet the needs of planned land uses while protecting the identified environmental resources. Disruption of natural open space for public services should be minimized.

Village Centers

Combining the Growth Tiers map with the major street plan developed during the planning process helps identify a series of major intersections the County can encourage Village Centers. Village Centers are locations outside or on the outskirts of the Urban Service Areas that are logical locations for services and non-residential uses that serve the immediate area rather than attracting people from other areas of the County. Development of these centers will depend on the availability of services. Village Centers allow the County to encourage non-residential development in defined areas, preventing scattered development that would impede future urban or suburban growth. They can also act as magnets for economic development and provide employment centers for area residents.

The Village Centers are not intended as areas where gas stations or convenience stores might be located on each corner. This designation identifies areas that are appropriate to be development centers outside the Urban Growth Tier. Because the potential Village Centers are located in the Suburban Tier, a higher level of planning and development commitment will be required prior to development approval. Village Centers will

provide an opportunity for a public-private partnership in the planning process. Each center will encompass a 160-acre planning area, generally centered around the key intersection. A concept plan for the entire area will identify the Village Center’s general development strategy. Individual development plans will be consistent with the Center’s concept plan. Access control will be limited within a quarter-mile from the intersection to promote internal circulation and preserve right-of-way needs.

Village Centers are envisioned as commercial or mixed use centers. These centers may eventually become part of an incorporated community. Regardless of whether the area may be annexed, the center provides for the opportunity for higher densities and a mix of uses. The identified Village Centers may not develop in the short-term; some centers may not be desirable to developers for another ten or fifteen years. However, specifying conditions for development at these key intersections and transportation nodes ensures that when development does occur that development at the center does not result in impediments to efficient traffic movement or to efficient urban and suburban growth.

Development Diagram

The Development Diagram illustrates the boundaries of the USAs and the Growth Tiers and shows the locations of the Village Centers. Policies that refer to a “Development Diagram” apply to this diagram, as adopted and subsequently amended by the County. The County’s official copy of the Development Diagram provides the definitive reference for use in determining the intended boundaries of each development tier. The Development Diagram, together with the goals and policies contained in the Development Plan Update text, establishes the County’s policy direction and acts as a guide for decisions affecting the County’s future development.

The Development Diagram is not the County’s official zoning map. It is a guide to future land use patterns. The Land Use Element, and all other aspects of the Development Plan and Plan Update, are implemented primarily through development regulations (e.g. zoning and subdivision ordinances), or through programs which fulfill other policy objectives, such as programs that establish capital improvement priorities or raise revenues to finance public facilities and services. The zoning ordinance text and map determine which specific development requirements apply to a particular property.

Regionalism

Regionalism means more than neighborliness. Regionalism recognizes that the future quality of life and competitiveness of a region is a shared responsibility, of all communities. It requires the coordination, cooperation and consensus of communities working strategically to effectuate change. That a regional approach is needed goes without challenge – the Kansas City metro area is facing new challenges. The region faces years of slow growth and uncertainty following our worst recession in 50 years. Despite the considerable funds local government and providers spend every year on facilities and services, the uncomfortable truth is that communities have been living off the legacy of investments of previous generations. The region continues to be challenged by sprawling development into rural and sensitive environmental areas. A regional perspective is the proper scale and context for analyzing and addressing many of these difficult and challenging issues.

Our region shares a common destiny. Regionalism recognizes that our communities are intertwined, transcending arbitrary political divisions. Regionalism lays the foundation for building more effective regional partnerships in the metropolitan area. Intergovernmental cooperation is any arrangement by which two or more jurisdictions can communicate visions and coordinate plans, policies, budgets and capital improvement

programs to address and resolve regional issues of mutual interest. Many issues in today's interdependent complex society cross jurisdictional boundaries, affecting more than one community with the actions of one governmental unit impacting others.

Increased communication technologies and personal mobility enables people, money and resources to move across jurisdictions as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it. Increasingly, we have come to the realization that many vital issues are regional in nature – watersheds, air quality, ecosystems, economic conditions, land use, service delivery, commuter patterns, housing, employment centers and other growth impacts 'spill over' County and municipal boundaries and impact the region as a whole. The health of Jackson County and the welfare of our region are interconnected. Issues cross jurisdictional boundaries. The activities of one level of government have extraordinary impacts beyond its jurisdictional boundary. Coordinated planning efforts will result in benefits to citizens of all communities in the region, such as:

- Coordinated strategies - to address regional issues by communicating and coordinating actions to address and resolve issues which are regional in nature.
- Cost savings - by increasing efficiency, avoiding unnecessary duplication and using area-wide cooperation and economies of scale to provide services that would otherwise be too costly, as well as to stabilize taxes by improving the performance and delivery of programs and services. To reduce the cost of providing facilities and services by local government and other providers (water districts, fire districts, school districts, etc) and improve the level of service and delivery of facilities and services. Man-made (roads, transit, stadiums and jails) and natural features (water basins, air shed) affect the region.
- Economic development - by enhancing economic growth by planning, funding and providing the infrastructure and services needed for sustainable community and regional growth including requiring developments whose impacts or services and facilities cross the approving jurisdiction's boundaries, to pay their fair share of the costs needed to mitigate the impacts generated by their growth and demand.
- Sustainability - to achieve sustainable development practices. Development is pushing against capacity. As we balance growth with environmental preservation and social equity, part of the solution requires acting regionally.
- Early identification of issues - to identify and resolve potential conflicts at an early stage, before public and private entities have established rigid positions, before the political stakes have been raised and before issues have become conflicts or crises.
- Reduced litigation - by resolving issues before parties engage in litigation, resulting in diverting funds that could have been used to provide facilities and services, unwanted outcomes, and reducing tensions to improve the working relationships of local government, service providers and community organizations in the region.
- Consistency and predictability - of plans, development regulations, policies, implementation actions and development approvals between service providers and among neighboring jurisdictions, for residents, businesses and developers that establishes a framework of reasonable expectations and decision-making in the development process.

Goals and Policies

LU Goal 1 - Urban Service Areas: Coordinate with incorporated communities in the planning and management of extra-territorial growth so that urban-level development occurs within cities and areas planned for urban expansion.

- LU Policy 1.1 The County shall coordinate development approvals within USAs with local plans for extension of sewer systems.
- LU Policy 1.2 Jackson County will strive to ensure that the extension of public services into the USAs is located, designed, and timed to facilitate planned urban growth at appropriate densities.
- LU Policy 1.3 Jackson County shall encourage each municipality in the County to develop and use a Capital Improvements Program and shall encourage municipalities to coordinate their CIPs with other service providers as appropriate.
- LU Policy 1.4 The County shall coordinate capital improvements program planning with local governments and service providers to identify priority projects and evaluate the potential for supplemental non-County funding of projects.
- LU Policy 1.5 The County shall participate in infrastructure improvements and CIP planning in the USAs, provided that the costs of improvements serving new development are funded by the development creating the need for the improvements.
- LU Policy 1.6 Property within the Urban Service Area that is currently used for agriculture is anticipated to be developed in accordance with applicable development regulations by 2025.
- LU Policy 1.7 Jackson County shall notify the appropriate local government and service providers when a development application is received within an Urban Service Area and shall provide an opportunity for the city and service providers to comment on the application.
- LU Policy 1.8 Jackson County will coordinate with local governments to ensure that within Urban Service Areas:
- 1.1. Land uses are consistent with the long-term growth plans of those cities and compatible with adjacent existing and planned uses;
 - 1.2. Densities and intensities are consistent with plans to provide centralized water, sewer, and other public facilities;
 - 1.3. Public improvements are consistent with applicable city plans and design standards;
 - 1.4. Stormwater drainage and erosion control are consistent with regional goals for management of stormwater quality and quantity;
 - 1.5. Site design standards and addressing requirements are consistent with applicable city standards;
 - 1.6. Development review procedures are streamlined to encourage planned development and to minimize procedural redundancy.
- LU Policy 1.9 Jackson County will regularly review the Development Plan and USAs in coordination with local governments and service providers to determine if adjustments in the USA boundaries are

warranted as conditions change in the County. The participation of citizens and stakeholder groups will be encouraged in the evaluation process.

LU Goal 2 - Urban Tier: Balance the demand for expanding urban development areas with the efficient provision of public facilities and services.

- LU Policy 2.1 The County shall require connection to a centralized water supply system for new development. Water system improvements to adequately serve new development must be available prior to issuance of a building permit.
- LU Policy 2.2 The County shall coordinate development review and approval with affected water suppliers and fire protection districts to ensure that adequate capacity and fire flow will be available to serve proposed development.
- LU Policy 2.3 The County shall require connection to a centralized wastewater system for new development. Wastewater collection and treatment capacity needed to adequately serve new development must be available prior to issuance of a building permit.
- LU Policy 2.4 Large non-residential projects may be permitted prior to provision of services if adequate surety for completion of improvements is provided and occupancy is denied until required improvements are completed.
- LU Policy 2.5 Jackson County shall require that public facilities are adequate to meet the demands from new development as development occurs, in accordance with adopted level of service standards.
- LU Policy 2.6 Development shall be of an urban nature and should not include large lot development. Large lot development is defined as development occurring with more than one acre of land per dwelling unit.

LU Goal 3 - Suburban Tier: Provide for a balanced and sustainable transition between expanding urban development areas and rural environments.

- LU Policy 3.1 The County shall require connection to a centralized water supply system for all new development.
- LU Policy 3.2 New development in the Suburban Tier shall be served by a centralized wastewater system unless the County finds that a proposed alternative, such as a decentralized sewer facility or on-site wastewater treatment system, can safely and efficiently provide for the wastewater treatment and disposal needs of future occupants of the proposed development.
- LU Policy 3.3 The County may allow decentralized sewer facilities when:
 - a. The systems are designed to be connected to a regional system;
 - b. The systems satisfy state and local environmental objectives, standards, and ordinances;
 - c. The systems are designed and constructed to standards adopted by an operating agency other than Jackson County; and

- d. The costs of future connection to a regional system are assured by the development served by the interim facilities. Systems may be financed through a special assessment district or community improvement district.

- LU Policy 3.4 The County may allow on-site wastewater treatment systems designed in accordance with Jackson County standards and approved by the County where centralized wastewater systems are unavailable and decentralized wastewater systems are unfeasible.
- LU Policy 3.5 In the Suburban Tier, where development exists or is developing with a suburban character, suburban development may be approved if it is consistent with Development Plan policies, if services are available at appropriate suburban levels and if it is consistent with the County’s other applicable development regulations.
- LU Policy 3.6 In the suburban tier, development of an urban density/intensity or requiring facilities at an urban level, shall not be approved.
- LU Policy 3.7 Suburban development includes residential development at densities between 0.2 and 3.0 dwellings per acre. Non-residential development may include commercial uses that primarily serve local residents, medium to low intensity employment centers, public uses and recreational uses, in accordance with Development Plan policies and development regulations.
- LU Policy 3.8 The County may approve proposals for rural development in the Suburban Tier if the County finds that a lower density is necessary to address the site’s environmental characteristics or if the development is compatible with planned suburban uses in the area and will not interfere with the provision of suburban facilities and services for future suburban development.
- LU Policy 3.9 Jackson County shall consider neighborhood commercial development in the Suburban Tier through the rezoning and design review processes. Neighborhood commercial development may be appropriate in the Suburban Tier if:
- a. The proposed uses are intended to primarily serve local residents from the surrounding area;
 - b. The site is located at the intersection of arterial or collector streets as noted on the Development Diagram Map;
 - c. Adequate facilities and services are available or will be provided as part of the development;
 - d. The proposed development will be compatible with surrounding land uses; and
 - e. The proposed use is planned as part of a development of at least 40 acres, with phasing as appropriate, and plans showing how the use would connect with future internal access and eliminate access points on the arterial or collector street are approved by the County as a concept plan, PUD, or area plan.

LU Goal 4 - Rural Tier: Preserve the rural environment desired by Jackson County residents.

- LU Policy 4.1 The County shall require connection to a centralized water supply system for all new development. Water system improvements to adequately serve new development must be available prior to issuance of a building permit.
- LU Policy 4.2 Rural development may be served by on-site wastewater treatment systems designed in accordance with Jackson County standards and approved by the County.
- LU Policy 4.3 New development in rural tier areas may be approved by Jackson County if it is consistent with Development Plan policies, if services are available at appropriate rural levels and if it is consistent with other applicable development regulations.
- LU Policy 4.4 When determining the maximum density of rural development, the County shall consider the availability of services, access to the properties, natural resources and environmental constraints on the property, and the cumulative impacts of development within the Tier. No new lot should be smaller than ten acres unless it is part of a conservation development.
- LU Policy 4.5 The County will strive to plan and provide for services and facilities to the Rural Tier at established rural service levels. Appropriate services levels are defined in the Development Plan and in the County’s development regulations.
- LU Policy 4.6 The County may permit non-residential uses associated with agricultural production in the Rural Tier if such proposed uses provide significant employment opportunities for County residents, have safe and adequately designed access, satisfy requirements for normal and emergency water demands, have adequate wastewater supplies and are compatible with existing or planned land uses in the vicinity.

LU Goal 5 - Village Centers: Encourage non-residential development that supports a local area outside of the Urban Service Areas.

- LU Policy 5.1 The County shall require connection to a centralized water supply system for new development. Water system improvements to adequately serve new development must be available prior to issuance of a building permit.
- LU Policy 5.2 The County shall coordinate development review and approval with affected water suppliers and fire protection districts to ensure that adequate capacity and fire flow will be available to serve proposed development.
- LU Policy 5.3 Connection to a centralized wastewater system shall be required for new development. Wastewater collection and treatment capacity needed to adequately serve new development must be available prior to issuance of a building permit.
- LU Policy 5.4 Jackson County shall require that public facilities are adequate to meet the demands from new development as development occurs, in accordance with adopted level of service standards.
- LU Policy 5.5 Development shall be at a scale to serve the local area rather than drawing residents from throughout the County. “Big box” development is not a desired use in these centers..
- LU Policy 5.6 Development shall be consistent with Jackson County’s adopted access management policies.

- LU Policy 5.7 Development shall be approved subject to the completion of an area plan. The County may participate in the area plan at its discretion. The area plan shall include:
- a. A minimum of 160 acres, with at least 40 acres at each corner of the intersection, as well as any other property in common ownership;
 - b. All corners of the intersection subject to the plan;
 - c. Property extending back one half mile from the intersection;
 - d. Planned land uses that reflect a village or town center; and
 - e. Interior circulation patterns and roadway alignments.
- LU Policy 5.8 Non-residential development shall not be strip-style development and shall be compatible with adjacent land uses.

IV. PUBLIC FACILITIES AND SERVICES ELEMENT

Overview

The Public Facilities Element addresses basic public facilities that are necessary to support development throughout the County – adequate water, wastewater, drainage facilities. It is intended to guide public and private decision-makers in matters affecting public water supplies, wastewater treatment and disposal, stormwater management, and other wastes.

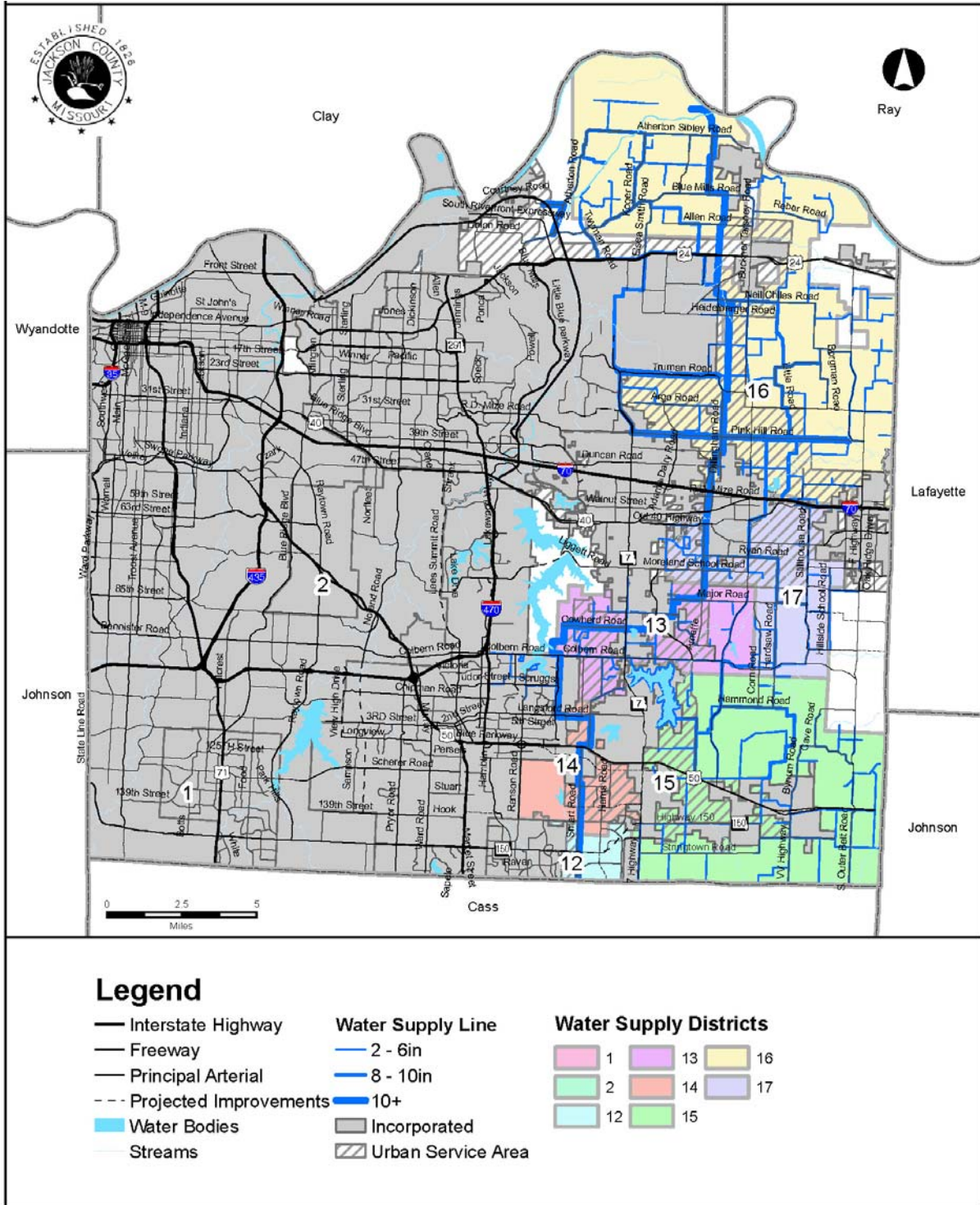
This Element lists key issues, goals, policies, and implementation measures. Key issues are intended to focus the reader on the facilities management issues that will have the greatest impact on the County's future. Goals describe a desired state of affairs for the future. They are broad public purposes toward which policies and programs are directed. Policies are statements of government intent against which individual actions or decisions are evaluated. These are statements of objectives, standards, and principles embodied by the Plan. Implementation measures propose specific actions which Jackson County may choose to take in achieving the goals of the Development Plan.

Key Issues

Coordinating water and wastewater utility services with planned development in a cost-effective manner. Potable water is supplied by municipalities and Public Water Supply Districts in Jackson County (see Map 5). While the County does not supply water, it is responsible for ensuring the safety and adequacy of water supplies for residents and businesses in the unincorporated areas of the County. Through adoption of appropriate water system construction plans, the County can ensure that water systems are designed to meet the needs of planned development. By coordinating the development of these standards with water suppliers and fire districts, the County can ensure that systems can be designed to meet emergency and normal needs.

Establishing effective options for wastewater management. The County has a responsibility to ensure that development occurring on the outskirts of incorporated municipalities does not impede future urban growth and encourage sprawl development. Wastewater management is an important component of development and decisions about wastewater system options influence the types and densities of development that are possible. The County has identified alternative wastewater systems that are appropriate in parts of the unincorporated County. Effective policies for the implementation and management of these systems can ensure that ongoing development is ecologically and economically reasonable and benefits future County residents.

Map 11: Water Districts, Water Lines



Map Developer: © Jackson County, MO - MapUser: Update 2018/04/09/MapUser: District 12.mxd
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Addressing the impacts of urbanization on downstream properties. Increased urbanization frequently increases the rate of stormwater runoff and decreases the quality of that runoff. Stormwater easily flows across jurisdictional boundaries. County coordination of a regional stormwater strategy can help mitigate the negative impacts of development on stormwater quality and quantity.

Establishing an effective County role in waste management. The management of solid and hazardous wastes is regulated by various state and federal agencies. While these agencies limit the County’s authority to regulate certain aspects of waste management, the propose location and site design of facilities is vital to the health and welfare of County residents. In addition to reviewing proposals for facilities, the County can play a valuable role in helping to coordinate creative solutions to managing wastes.

Coordinating cost-effective service provision between County departments and between the County and other public agencies. Demands for public services have outpaced the growth in available funds. This has forced public agencies to increase efficiency or reduce levels of services. The reluctance of voters to approve additional funding or accept reduced service levels has forced the County to become more efficient. To continue increasing efficiencies, the County must continue to eliminate redundant services and explore opportunities for cooperative service arrangements with other agencies.

Maintaining the County as a safe environment in which to live, work and play. Real and perceived threats to public safety directly affect the quality of life. City police departments will continue to provide law enforcement services to the majority of the County's population. However, through the courts and the County's Sheriff’s Department, Jackson County can help reduce the crime rates Countywide and increase residents' sense of security.

Maintaining a qualified staff and adequate facilities to serve the residents and businesses of Jackson County. Residents' and business owners' encounters with staff and decision-makers directly affect public confidence in County government. Public confidence is essential to gain support for County programs. Maintaining a well-trained, adequately-equipped and motivated staff will help build this confidence. Positive personnel, facility maintenance and training policies are essential to maintain expertise and motivation for staff and decision-makers.

Wastewater Management

There are a variety of wastewater collection and treatment systems used in the County, from centralized system to onsite septic systems. Understanding wastewater management options requires the definition of terms for clarity. Jackson County Public Works defined these terms in its 2004 report “Utilizing ‘Decentralized’ Wastewater Systems in Unincorporated Jackson County.”

Centralized Wastewater System – a network of collection sewers leading from homes and businesses to a central wastewater treatment facility. Centralized wastewater collection and treatment systems typically serve urban and suburban areas with high population densities (more than three to four dwelling units per acre). The Little Blue Valley Sewer District (**Map 6**) is the largest centralized wastewater provider in the County.

Decentralized Wastewater System – an onsite or cluster wastewater system that is used to treat and dispose of relatively small volumes of wastewater, generally originating from individual or groups of dwellings and businesses that are located relatively close together.

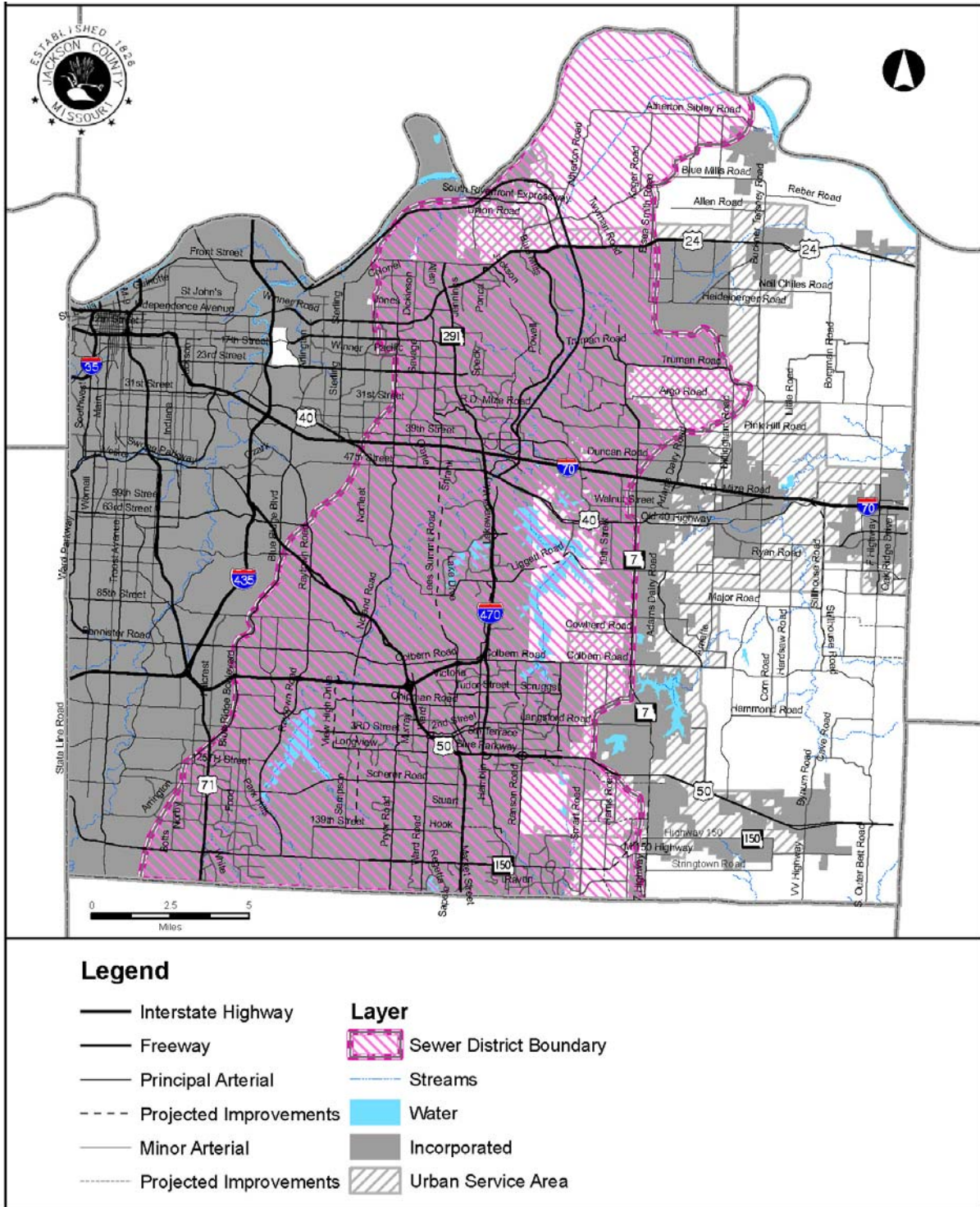
Decentralized wastewater systems include several types of systems. The 2004 Jackson County Public Works report on decentralized systems identified four types of systems that could potentially serve developments in the County. However, the installation of these decentralized systems should not be allowed to impede future growth of centralized wastewater systems. Decentralized systems must be designed as part of a regional system. In this context, a regional system is one that serves a larger area than just a subdivision; a regional system is one designed to serve a sub-basin of a watershed. As additional development occurs within the sub-basin, the decentralized systems can be connected. Encouraging this type of planning for wastewater management will prevent development on the outskirts of cities from becoming obstacles to future urban development.

Goals and Policies

PF Goal 1 - Water Management: Ensure that water systems are adequately designed and constructed to meet the basic and emergency needs of existing and proposed development.

- PF Policy 1.1 The County shall require connection to a centralized water supply system for all new development.
- PF Policy 1.2 Jackson County shall require the provision of adequate volumes of water for typical and emergency use to all developments. Adequacy standards shall be implemented through the County’s development regulations.
- PF Policy 1.3 Water systems to serve new development shall be designed to meet the objectives for emergency fire flow shown in **Exhibit 4**. The County shall work with the fire protection and water supply districts to establish development guidelines and review procedures for areas where adequate emergency fire flows are available and alternative measures to address fire flow in areas where adequate water supplies are not yet available.
- PF Policy 1.4 The County should participate in the oversizing of water facilities for development projects in the Urban Development Tier if the projects support Development Plan goals and policies and sufficient funding is available.
- PF Policy 1.5 The County should support water conservation programs aimed at reducing demands from new and existing development through public education efforts and through requirements for water conserving fixtures in new or remodeled buildings.

Map 12: Little Blue Valley Sewer District



Map Document © Jackson County, MO. Map File: 10/06/2004/Map12/LBV12.mxd
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Exhibit 7: Emergency Fire Flow Requirements, Residential Construction

Development Tier	Maximum Hydrant Spacing	Minimum Fire Flow (gpm)			
		Primary Building Separation (feet)			
		>100 ft.	31-100 ft.	11-30 ft.	<11 ft.
Urban	600 ft.	500	750	1,000	Fire flow requirements based on building use, construction, and other factors.
Suburban	1,200 ft.	500	750	1,000	
Rural	2,400 ft.	500	750	1,000	

PF Goal 2 - Wastewater Management: Ensure that wastewater facilities and services are adequate to provide for the long-term needs of existing and proposed development.

PF Policy 2.1 Jackson County shall ensure provision of adequate wastewater services consistent with the growth anticipated by this Development Plan Update.

PF Policy 2.2 Connection to a centralized wastewater system shall be required for all new development in the Urban Tier.

PF Policy 2.3 New development in the Suburban Tier shall be served by a centralized wastewater system unless the County finds that a proposed alternative can safely and efficiently provide for the wastewater treatment and disposal needs of future occupants of the proposed development. The County may allow decentralized sewer facilities when:

- a. The systems are designed to be connected to a regional system;
- b. The systems satisfy state and local environmental objectives, standards, and ordinances;
- c. The systems are designed and constructed to standards adopted by an operating agency other than Jackson County; and
- d. the costs of future connection to a regional system are assured by the development served by the interim facilities. Systems may be financed through a special assessment district or community improvement district.

PF Policy 2.4 Rural development may be served by on-site wastewater treatment systems designed in accordance with Jackson County standards and approved by the County.

PF Policy 2.5 The County shall participated in the oversizing of wastewater facilities for development projects in the Urban Tier if the projects support Development Plan goals and policies and sufficient funding is available.

PF Policy 2.6 The County shall work to decrease inflow and infiltration in wastewater collection systems.

PF Goal 3 - Concurrency: Ensure that water and wastewater system improvements needed to serve new development are completed concurrently with the demands from that development.

PF Policy 3.1 Jackson County shall require water system improvements and wastewater collection and treatment capacity needed to serve planned development to be available prior to issuance of a building permit.

PF Policy 3.2 Large non-residential projects may be permitted prior to provision of services if adequate surety for completion of improvements is provided and occupancy is denied until required improvements are completed.

PF Policy 3.3 Jackson County should meet with water and wastewater providers on a regular basis to identify and implement programs that will improve communication and coordination between the County and service providers.

PF Policy 3.4 The County shall coordinate development review and approval with affected water and wastewater providers to ensure that adequate capacity will be available to serve proposed development.

PF Policy 3.5 The County shall coordinate development approvals near cities and towns with local plans for extraterritorial extension of sewer systems.

PF Policy 3.6 The County should work with cities, neighborhood associations, and the Little Blue Valley Sewer District to identify additional areas that should be served by centralized wastewater systems.

PF Goal 4 - Stormwater: Coordinate development of a stormwater management system to reduce and manage stormwater runoff in a safe, efficient, and sustainable manner.

PF Policy 4.1 Drainage studies should be required for all proposed development projects unless the Director of Public Works finds that anticipated changes in runoff do not justify such a study.

PF Policy 4.2 New development shall not be permitted to increase the rate or volume of stormwater runoff from the site. Developers shall be required to manage projected increases in runoff through approved methods, designed in accordance with acceptable engineering standards.

PF Policy 4.3 The County shall encourage the design and siting of flood control and drainage facilities that are integrated with open space and landscaped areas and maintain a natural appearance.

- PF Policy 4.4 The County shall require that flood control and drainage facilities be designed and constructed to minimize the intrusion of pollutants and excess sediments into environmentally sensitive areas.
- PF Policy 4.5 The County shall participate in inter-jurisdictional stormwater management and planning projects that involve watersheds within the County, including stormwater programs that cross county or state lines.
- PF Policy 4.6 The County shall consider accepting conservation easements along streams to protect water quality.
- PF Policy 4.7 The County shall encourage the development of rain gardens, open vegetative swales, or Green Build practices as part of new development.

PF Goal 5 - Solid Waste: Promote the safe, efficient, and environmentally-sensitive management of solid waste in a manner that minimizes negative impacts on Jackson County residents.

- PF Policy 5.1 Jackson County shall continue to actively participate in regional and state planning efforts to help provide for the safe and efficient disposal of solid wastes at appropriate locations.
- PF Policy 5.2 The County should participate in State legislative initiatives regarding solid waste supporting efforts to increase County and regional solid waste management authority.
- PF Policy 5.3 The County shall adopt locational standards for solid waste facilities. Such standards should address proximity to neighborhoods and other activity centers, hydrology, accessibility, and development trends. Facilities should be located so that they do not cause adverse impacts on neighborhoods or other activity centers such as parks and retail centers. They shall be located to eliminate the risks of short and long-term contamination of surface or groundwater resources. Solid waste facilities should not be located in growth corridors or other areas with a high potential for urbanization during the planned life of the facility.
- PF Policy 5.4 The County should adopt regulations and standards for the location and operation of composting facilities. The standards should establish the minimum and maximum size of commercial operations, facility location, buffering of operations and access. A special use permit should be required to establish a composting facility within the County.
- PF Policy 5.5 The County should coordinate with Kansas City and other municipalities to evaluate the feasibility of establishing and operating a regional Materials Recovery Facility. When evaluating the costs and benefits of such a facility, the County shall examine the capital costs, operations costs, projected input volume and composition, market demand for recovered materials, impact on waste stream and potential site locations.

PF Policy 5.6 The County should support the provision of recycling facilities at appropriate locations. The County should assist operators of recycling facilities in locating markets for recycled goods and provide information on recycling center locations to the public.

PF Goal 6 - Hazardous Waste: Ensure that hazardous waste facilities are located and designed to protect the health, safety, and welfare of Jackson County residents.

PF Policy 6.1 The County shall actively participate in State and regional hazardous waste planning activities and support actions that enhance the County's ability to effectively manage the establishment and operation of hazardous waste facilities.

PF Policy 6.2 The County shall adopt regulations for the siting of hazardous waste facilities to ensure that such facilities are located and designed to have minimal impacts on the use and enjoyment of adjacent parcels.

PF Goal 7 - Public Services: To coordinate the provision of public services to residents and businesses in Jackson County.

PF Policy 7.1 Jackson County shall coordinate with other jurisdictions, including cities, school districts, special districts and State and Federal agencies, to identify opportunities to improve the quality and/or efficiency of public service provision. These efforts shall explore options for sharing facilities and consolidating services.

PF Policy 7.2 The County shall consolidate redundant services and facilities where such consolidation reduces costs while maintaining or improving levels of service.

PF Policy 7.3 The County shall initiate regular meetings with other jurisdictions to provide a forum for identifying issues and opportunities to improve coordination of service delivery.

PF Policy 7.4 The County should use its development regulations as a mechanism to coordinate the expansion of infrastructure and services with new growth.

PF Goal 8 - Efficiency: To work with other service providers to minimize the costs of high quality services.

PF Policy 8.1 The County shall include other jurisdictions, as appropriate, in the development review process, to ensure that proposed developments can be effectively and efficiently served.

PF Policy 8.2 The County shall use its development review process to coordinate the location and timing of public facilities installation. Development plans shall indicate the locations of public improvements and the order in which they will be installed to prevent unnecessary damage to previously installed improvements.

PF Goal 9 - Safety: To protect Jackson County's residents and businesses from the potential impacts of crime.

- PF Policy 9.1 The County shall plan and provide appropriate Sheriff's Department services to meet the needs of businesses and residents in urban, suburban and rural areas.
- PF Policy 9.2 The County shall maintain a well-trained and well-equipped staff of deputies to provide high quality crime prevention, response and investigative services for County businesses and residents.
- PF Policy 9.3 The County should seek accreditation for the Sheriff's Department from the Commission for Accreditation of Law Enforcement Agencies.
- PF Policy 9.4 The Sheriff's Department should monitor its level of services and endeavor to maintain or improve service levels over time.
- PF Policy 9.5 The County shall continue to coordinate provision of 911 services. The Sheriff's Department should continue to provide dispatch services to unincorporated areas and small communities.
- PF Policy 9.6 The County should update Sheriff's Department communications equipment and emergency backup systems to provide more reliable emergency response. The County should regularly monitor communications technologies and evaluate options for improving system efficiency and reliability through equipment upgrades and consolidation.
- PF Policy 9.7 The County should continue to actively involve the public in a crime prevention through educational programs, such as DARE, and crime prevention programs such as Neighborhood Watch. The County should evaluate the establishment of a Countywide "Citizens Academy" to familiarize adults with the roles of law enforcement agencies.

PF Goal 10 - Cooperative Law Enforcement: Continue and expand cooperative law enforcement efforts.

- PF Policy 10.1 The County shall continue to participate in inter-jurisdictional law enforcement efforts, such as those funded by the County's "drug tax".
- PF Policy 10.2 The County shall explore opportunities to establish joint training - and certification programs for law enforcement agencies throughout the region.
- PF Policy 10.3 Jackson County should continue to participate in the "Weed and Seed" program as a means to provide affordable housing and combat neighborhood crime.

PF Goal 11 - Fire Protection: Coordinate with fire protection districts to ensure that services can be provided at appropriate levels in Urban, Suburban and Rural Tiers.

- PF Policy 11.1 Jackson County shall include the appropriate fire protection districts (**Map 7**) in the review of development proposals and shall assist the fire districts in communicating their concerns to developers.

- PF Policy 11.2 The County shall include minimum fire service standards and design requirements in its development regulations. These standards, which should be prepared in coordination with the County's fire protection districts, should be based on fire insurance guidelines.
- PF Policy 11.3 The County shall continue to coordinate inspection of structures in unincorporated Jackson County with applicable fire protection districts.
- PF Policy 11.4 The County shall encourage radio interoperability between fire protection districts to facilitate communications, particularly with respect to first responders.

PF Goal 12 - Emergency Services: Support efforts to provide high quality emergency services that are accessible to all Jackson County residents.

- PF Policy 12.1 Jackson County should support the provision of emergency medical services appropriate to meet the needs of urban, suburban and rural area residents through continuation of regular 911 meetings. The County should regularly update Emergency Medical Service (EMS) providers on significant development proposals and growth trends.
- PF Policy 12.2 The County shall continue its support for the 911 system through maintenance of rural addresses.
- PF Policy 12.3 The County should maintain an Emergency Management Plan (EMP) which provides County support for municipal EMP's and provides for the emergency needs of unincorporated Jackson County.
- PF Policy 12.4 The County should pursue the development of an Emergency Operations Plan that jointly serves all jurisdictions within the County to coordinate emergency management, operations, and preparedness.

PF Goal 13 - County Facilities: Maintain safe and accessible County facilities that enhance cost-effective service provision and the character of the neighborhoods in a which they are located.

- PF Policy 13.1 Jackson County shall schedule improvements to bring all facilities into compliance with the Americans with Disabilities Act (ADA). When planning and scheduling improvements, the County shall consider the impact of such improvements on the historical character of its buildings, impacts on neighborhood character, maintenance costs and initial capital costs.
- PF Policy 13.2 The County should establish a long range capital facilities plan that projects maintenance and capital costs of County buildings and equipment. The County should use the plan to ensure that adequate County buildings and other facilities are provided and maintained so that the County can serve the public safely and efficiently.
- PF Policy 13.3 The County should evaluate consolidation of redundant support facilities, such as vehicle service centers, to determine whether such consolidations will increase service efficiency.

PF Policy 13.4 The County should enhance service capabilities through cost-effective upgrades to tools and facilities, such as information management systems, and improved coordination between service providers.

PF Goal 14 - Educational and Cultural Facilities: Continue to enhance local and regional educational and cultural facilities and services.

PF Policy 14.1 Jackson County should continue to support the provision of appropriate facilities and services to meet the needs of the County's senior citizens.

PF Policy 14.2 Jackson County should continue to seek regional support for public cultural and recreational facilities which serve the entire Kansas City Metropolitan area. such as the Truman Sports Complex.

PF Policy 14.3 The County should assist school districts in planning for facility needs by regularly supplying geographically based information on development activity, including building permit issuance and subdivision approvals. The County also should provide population statistics and employment data as they become available.

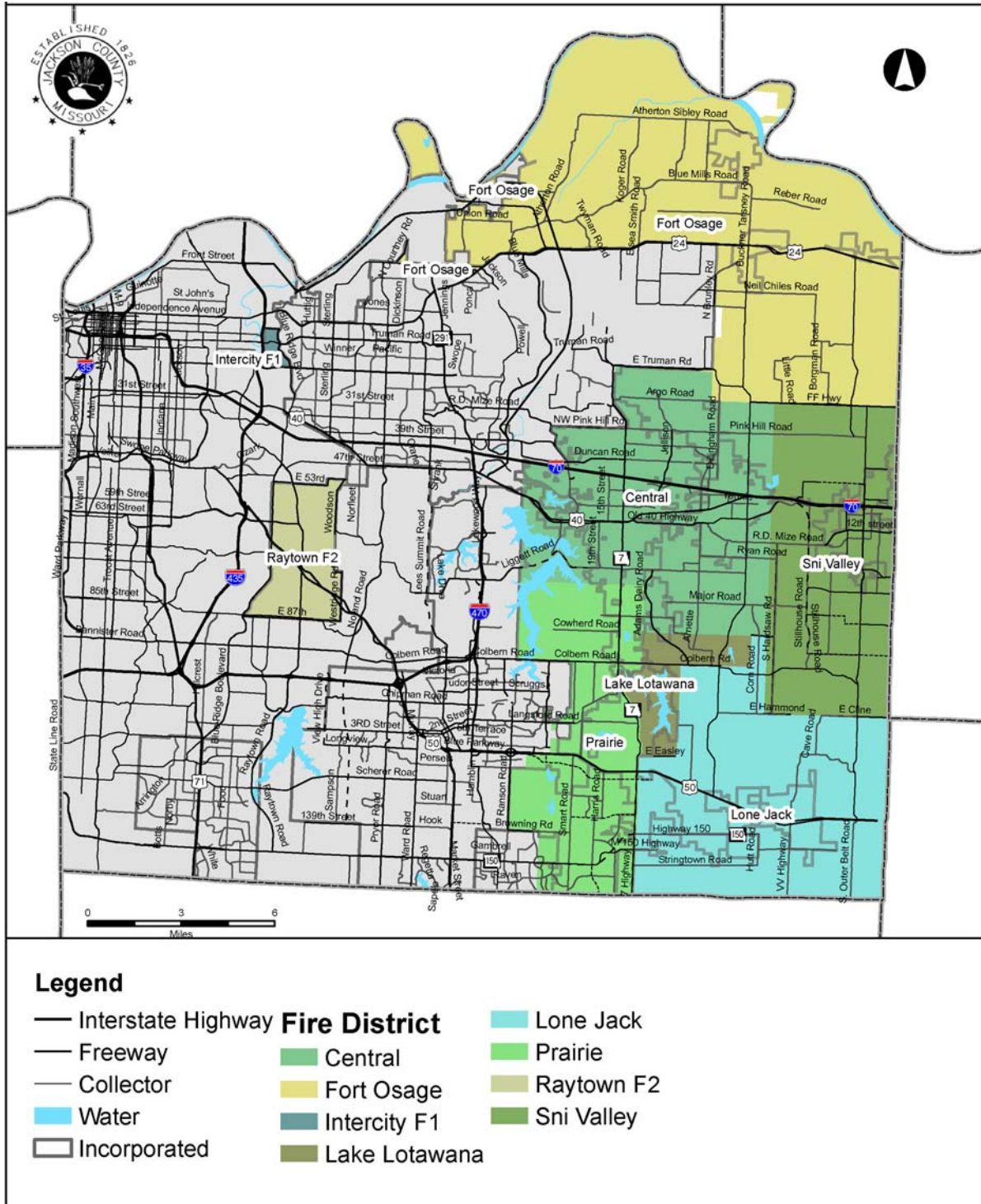
PF Goal 15 - County Staffing: Maintain a qualified professional county staff with a mission to provide high quality, cost-effective public services.

PF Policy 15.1 Jackson County shall provide ongoing staff training and reinforcement to maintain a work environment that promotes customer service.

PF Policy 15.2 The County shall evaluate the impact of its personnel policies on its ability to hire, develop and retain high quality employees. This evaluation should address training, pay scales, incentives and disincentives for outstanding employee performance, benefits, regional competition, and other relevant factors and implement cost-effective strategies to reduce absentee rates and improve the overall health and morale of a employees.

PF Policy 15.3 The County shall continue efforts to improve inter-departmental communications. Formal and informal communications between all levels of staff should be supported.

Map 13: Fire Districts



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V. TRANSPORTATION ELEMENT

Overview

The Transportation Element addresses principal thoroughfares, highways, streets, other public ways and other modes of transportation. It is intended to guide public and private decision-makers in matters affecting the road network within the County and other transportation issues.

This Element lists key issues, goals, policies and implementation measures. Key issues are intended to focus the reader on the transportation issues that will have the greatest impact on the County's future. Goals describe a desired state of affairs for the future. They are broad public purposes toward which policies and programs are directed. Policies are statements of government intent against which individual actions or decisions are evaluated. They are statements of objectives, standards and principles embodied by the Plan. Implementation measures propose specific actions which Jackson County may choose to take in achieving the goals of the Development Plan.

Key Issues

Maintaining an effective transportation network. The County's transportation network affects the quality of life for most residents on a daily basis. The efficient movement of traffic depends on a well-organized network of arterial, collector and local streets. By helping to coordinate the development of a County-wide arterial road network and effectively planning collector and local streets, the County can help ensure the safe and rapid movement of people and goods throughout the County.

Ensuring compatibility between development patterns and the transportation network. The long-term success of roadways and adjacent development are closely linked. Major roads with too many or poorly-designed access points lose the ability to move traffic quickly and safely. Conversely, residential and commercial developments suffer if adjacent streets are incompatible with the character of development (e.g., small single-family lots on arterial streets). Appropriate development standards can help ensure long-term compatibility between individual land uses and adjacent roadways.

Prioritizing roadway improvements to provide appropriate access in urban, suburban and rural areas. As long as the County has limited fiscal resources, County decision-makers will have to prioritize roadway improvements. Capital improvements and maintenance expenditures directly affect public access throughout the County. By prioritizing these expenditures, the County can provide appropriate levels of access to urban, suburban and rural development areas.

Promoting transportation alternatives which enhance the overall quality of life for Jackson County residents. Jackson County residents have and will continue to rely on the automobile as a primary mode of transportation in spite of its high environmental and operational costs. As traffic and associated costs increase, the benefits of alternative modes of transportation become more apparent. Bicycles, car pools, van pools, buses and light rail all have the potential to alleviate the burdens imposed by the predominance of single-occupancy vehicles. By promoting cost-effective transportation alternatives, the County can reduce the fiscal, environmental and other impacts of moving people and goods through the County.

Right-of-Way Analysis

A Right-of-Way Acquisition Plan establishes goals and policies specific to future right-of-way needs and ensures an efficient and safe transportation network. The plan also serves as a tool for various parties involved in the acquisition process such as property owners, negotiators, attorneys and appraisers. Goals of such a plan include:

- Ensuring consistency with various long range transportation and future land use plans;
- Ensuring transportation level of service and adequacy;
- Compliance with Comprehensive Plan(s) and Codes/Regulations; and
- Protection from encroachment and inconsistent land uses.

To provide further information regarding right-of-way needs within Jackson County, a cursory right-of-way needs analysis was performed using available GIS data, with parcel data and aerial imagery provided by Jackson County. The goal of the analysis was to identify areas where right-of-way acquisition was necessary for implementation of this transportation element of this Plan Update. Below are the steps involved in the analysis process.

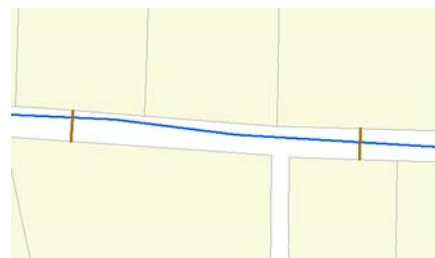
1 - Determine Accuracy of Data. Accuracy of the GIS data is essential; without accurate base data measurements taken from that data cannot be relied upon. Right-of-Way (ROW) data is not stored within the parcel file, which means the gap between parcels is the ROW. The parcel data was determined to be adequately accurate for this analysis. While the road network was not “centerlines,” this did not pose a great obstacle for the analysis.



2 - Digitize “Measurement Lines”. It was determined the most efficient method to measure ROW width at various points was to create “measurement lines” that span the gap between parcels separated by a road. Perpendicular lines were digitized from one side of the ROW to the other and the database automatically recorded the width in feet of that line and hence the existing ROW.



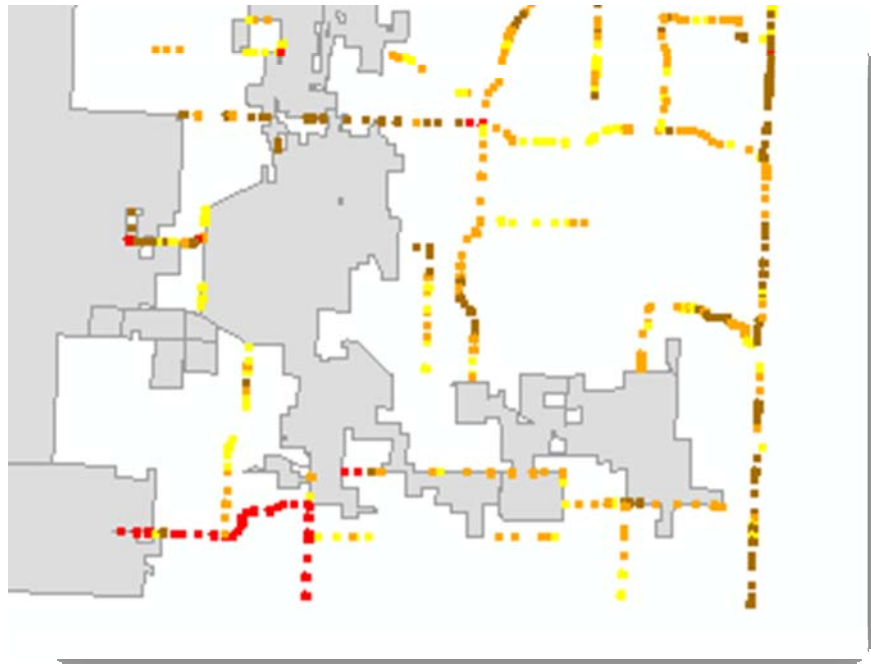
3 - Classify the “Measurement Lines”. Each road classification has a minimum ROW set forth by the transportation plan. Each measurement line was “attributed” within the database with the type of road for particular section of ROW. Once the future ROW need was stored in the database it could be compared to the existing ROW widths and the difference could be computed.



that

4 - Map the Results. The lines were symbolized according to the needed right-of-way (future minimum ROW to existing ROW) as illustrated. The symbolization ranges from light yellow (less than 15 feet needed) to browns to red (over 60 feet needed).

It should be noted that this analysis should be treated as an indicator of trends. For areas of specific concern, a survey must be done to determine exact widths.



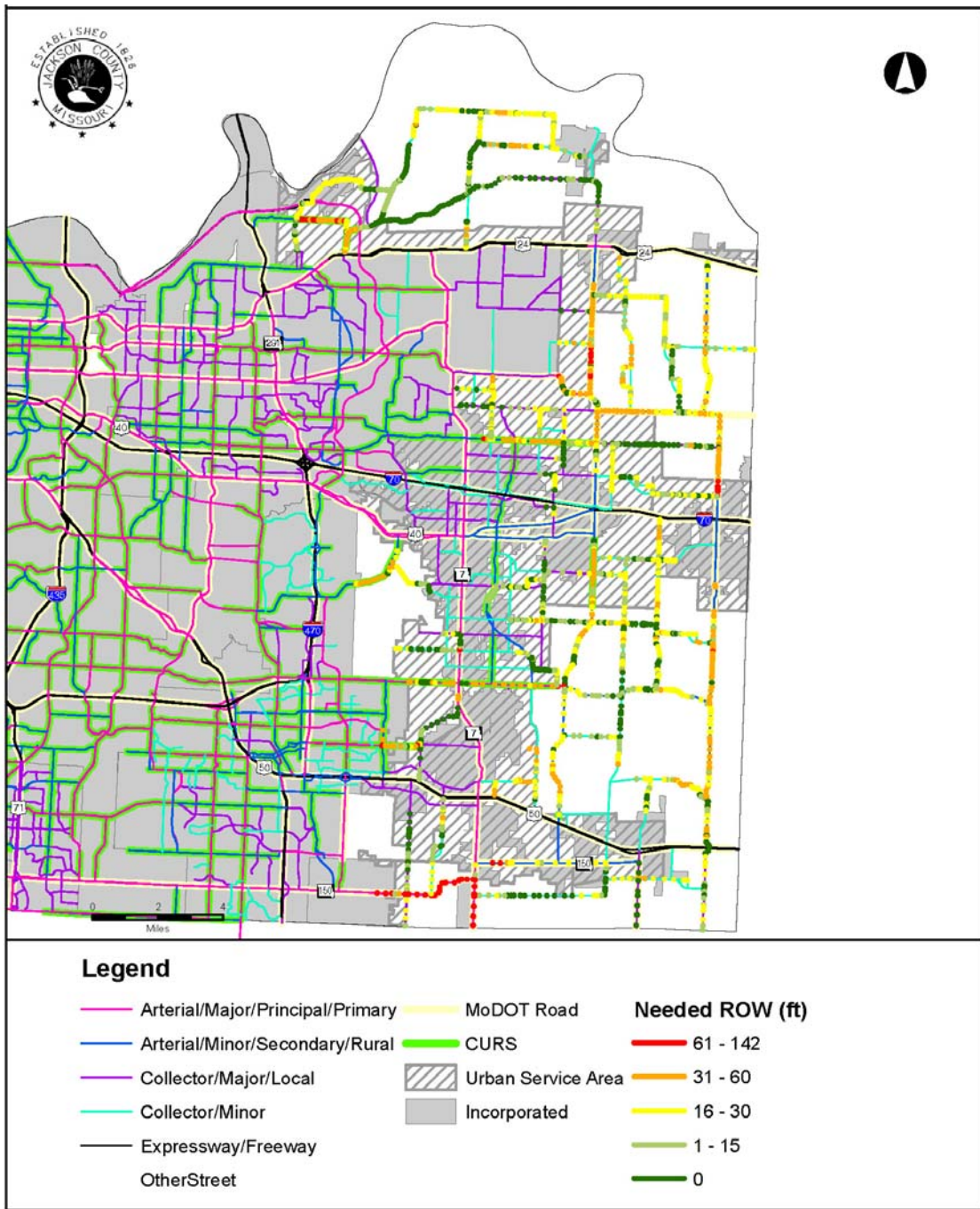
Analysis Example - Pink Hill Road

Road. Pink Hill Road runs east-west between Missouri Highway 7 on the west and Buckner Tarsney on the east and is within the County Urban Road System as well as within the Proposed Urban Service Area. The segment analyzed below is approximately 4 miles long and is classified as a Minor Arterial. This segment abuts Independence and Blue Springs, and is within a half-mile of Grain Valley. As can be seen, the entire 4 mile segment has inadequate ROW for its Future Road Classification as an Arterial Road. According to the analysis, portions of the ROW need to be widened between 11 and 71 feet.



Map 10 shows the right-of-way analysis for the arterial and collector road network identified in this Transportation Element.

Map 14: Right-of-Way Analysis



Putting the Roadway Hierarchy Together

The County’s road network is comprised of a series of inter-related elements, defining road type purpose, design and level of service.

- Exhibit 10 identifies rural functional street classifications.
- Exhibit 11 identifies County road design standards.
- Exhibit 12 identifies roadway level of service standards.
- Figure 9A shows the Major Street Plan for the Western Jackson County.
- Figure 9A shows the Major Street Plan for the Eastern Jackson County.

Exhibit 8: Rural Functional Street Classifications

Road Classification	Function	Character of Roadway	Funding	Comments
Rural Major Arterial	Link communities and urban centers; carry high volumes of traffic at high speeds.	Continuous traffic flow; access tightly controlled; where required, traffic signals are timed to maximize traffic volumes at design speeds.	State funds used for major arterials throughout County; County funds used for construction and maintenance of arterials in unincorporated areas and CURS segments in cities.	Examples include I-70, U.S. 50 and U.S. 24
Rural Minor Arterial	Link major arterials and/or small communities; carry moderately high volumes of traffic at moderate speeds. Trip lengths predominately 5 miles or more.	Continuous traffic flow; service to abutting land subordinate to the provision of travel service to major traffic movements; access management and significant spacing between traffic signals are key goals; once urbanized, will almost always have raised medians and median openings restricted to one quarter mile or more with traffic signal spacing of one-half mile or more.	State funds used for construction and maintenance throughout County; County funds used for construction and maintenance of minor arterials in unincorporated areas and CURS segments in cities.	Generally spaced at 2-5 mile intervals. Examples include Route 7, Buckner-Tarsney Road, Route H/F, and Colbern Road

Road Classification	Function	Character of Roadway	Funding	Comments
Rural Major Collector	Link arterial and local roads; carry moderate volumes of traffic at moderate speeds; collect traffic from development areas out to arterial roadways. Trip lengths of 1-5 miles.	Provide for movement within the larger subareas bounded by arterials. May also serve through traffic, but provides somewhat more direct access to abutting land uses than does an arterial.	County funding of upgrades and maintenance to County standards in unincorporated areas; County may fund construction of off-site collectors if sufficient resources are available.	Generally spaced at ½ to 2 mile intervals. Examples include Pink Hill Road, Blue Mills Road, Hardsaw Road.
Rural Minor Collector	Primary routes to carry traffic from within development areas out to major collector/arterial roads. Low speeds. Trip lengths of 1 mile or less.	Continuous roadway through single neighborhood; designed to carry traffic within neighborhoods, but generally not between neighborhoods; access from individual residential lots is limited.	Developer funding of roads within subdivisions;	Generally spaced at approximately ½ mile intervals.
Local	Provide access to individual lots; carry low volumes of traffic at low speed.	Discontinuous; designed to discourage use by through traffic; stop signs at most intersections.	County funding of maintenance to County standards in unincorporated areas.	

Exhibit 9: County Road Design Standards

Road Type ¹	Lanes/Width	Median	C&G/Shoulder	Min. ROW ²	Design Speed MPH	Posted Speed MPH	Other Improvs	Other Comments
Rural⁴								
Major Arterial	4-12' divided	Wide (expwy.)	10' shoulder	200'	70	65		No on-street parking
Minor Arterial	2-12' to 5-12'	Raised as required	6' each side	100'	50	45	Hike/bike trails ³	No on-street parking
Major Collector	2-12'	None	6' each side	100'	40	35	Hike/bike trails ³	No on-street parking
Minor Collector	2-12', 3-11' or 2-16'	None	4' each side	70'	30	25-30		
Local	2-10'	None	4' each side	60'	25	25		

Road Type ¹	Lanes/Width	Median	C&G/Shoulder	Min. ROW ²	Design Speed MPH	Posted Speed MPH	Other Improvs	Other Comments
Urban								
Major Arterial	4-12' divided	16'-30' raised	C&G	130'	50	45	Sidewalks on both sides	No on-street parking
Minor Arterial	4-12' divided or 5-12'	Raised or center turn lane	C&G	110'	40-50	35-45	Sidewalks on both sides	No on-street parking
Major Collector	2-12', 3-11' or 2-16'	As needed	C&G	70'	30	25-30	Sidewalks on both sides	Generally in commercial areas
Minor Collector	2-16'	None	C&G	70'	30	25-30	Sidewalks on both sides	Generally in residential areas
Local	2-12'	None	C&G	60'	25	25	Sidewalks on one side	
<p>Notes:</p> <p>1- For use as guidance in development of UDC requirements, refer to UDC for actual standards. In urbanized USA areas, higher standard of County or adjacent City will apply.</p> <p>2 - Additional right-of-way may be required due to topography, road alignment or other conditions</p> <p>3 - Hike/bike trails required at locations as per master plan.</p> <p>4 - For collector and local streets within developments in rural areas with urban character or densities, urban standards will apply.</p>								

Exhibit 10: Level of Service Standards – Roadways

Level of Service	Quality of Traffic Operation
A	Free flow and minimal delay. Most vehicles arrive during the green phase and do not stop at all. Volume to Capacity (V/C) ratios generally are less than 0.60.
B	More vehicles stop than for LOS A, resulting in some delay at intersections. Queues develop occasionally that may not be cleared during the first green light phase (some drivers must wait through a red light). V/C ratios generally range from 0.61 to 0.70.
C	This is the typical design level for roadways. Traffic flows are stable; traffic queues are not cleared during approximately 30 percent of the green light phases. Backups may develop behind turning vehicles. V/C ratios generally range from 0.71 to 0.80.
D	The influence of congestion becomes more noticeable. Traffic volumes are approaching unstable flow; approximately 70 percent of the green light phases do not clear waiting queues. Delay may be substantial (waiting through two cycles of the traffic signal), but the queues occasionally clear during peak hour. V/C ratios generally range from 0.81 to 0.90.
E	Unstable flow; roadway is operating at capacity with long queues the entire peak hour. V/C ratios generally range from 0.91 to 1.00.
F	Forced flow; jammed intersections; long delays are expected, with most drivers having to wait through more than two cycles of the traffic signal. V/C ratios exceed 1.0.

Level of Service	Quality of Traffic Operation
Source: Adapted from <u>Highway Capacity Manual, 1965</u> , in Froda Greenberg, with Jim Hecimovich, <u>Traffic Impact Analysis</u> (Chicago: American Planning Association, 1984) and <u>Highway Capacity Manual, Special Report 209</u> Transportation Research Board, National Research Council, 1985.	

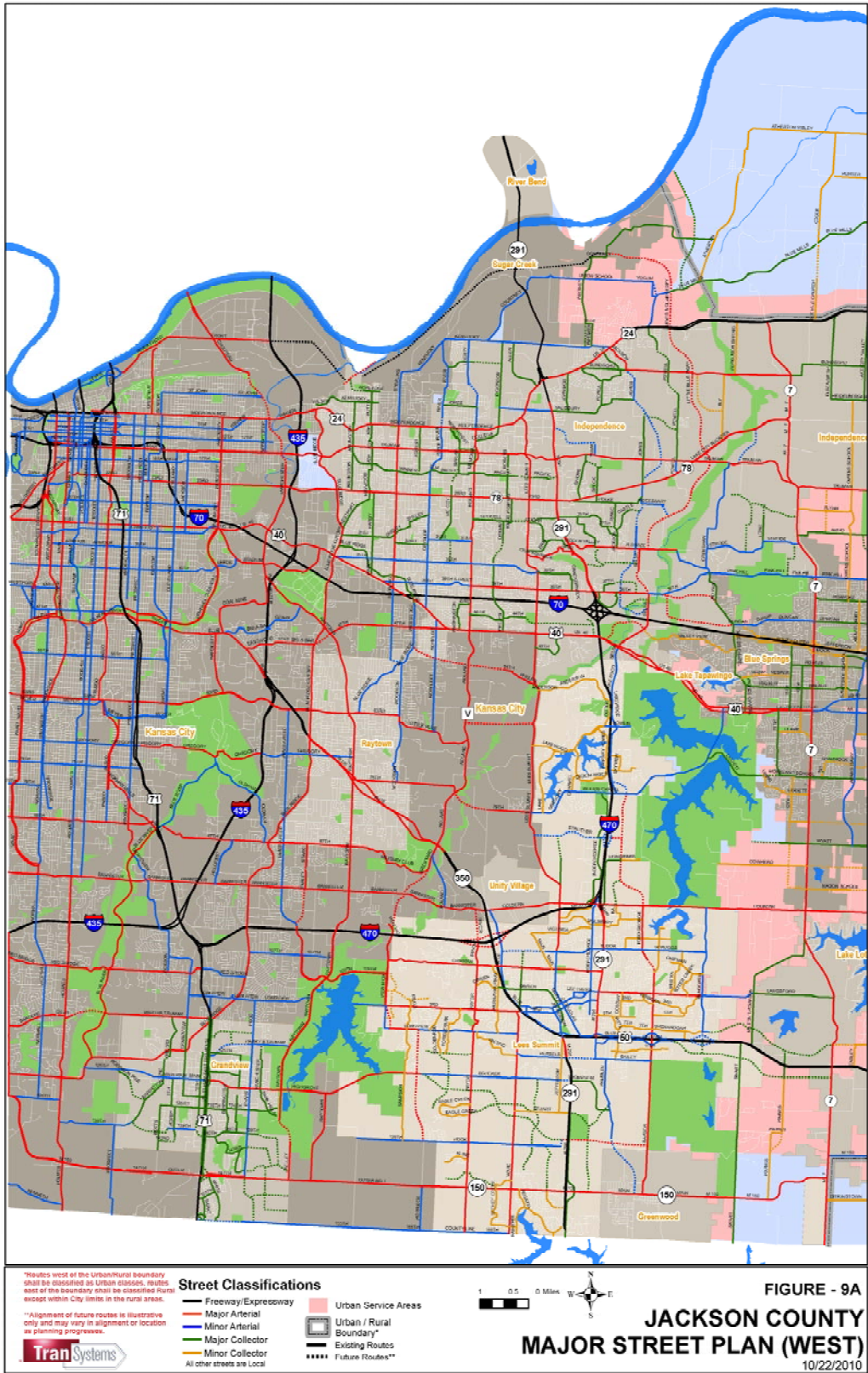
The County Urban Road System (CURS)

The County Urban Road System (CURS) identifies routes that support countywide transportation. The County Urban Road System Fund is used to account for the repair and improvement of existing roads, streets and bridges within the cities, towns and villages of Jackson County funded through an amount not less than 25% of the Road and Bridge property tax levy. The County Legislature designates any road within Jackson County as part of the County Urban Road System without regard to any city or road district boundaries and without regard to the state highway system. Every project receiving CURS funds is designated by the city and County as proper to the development of the CURS.

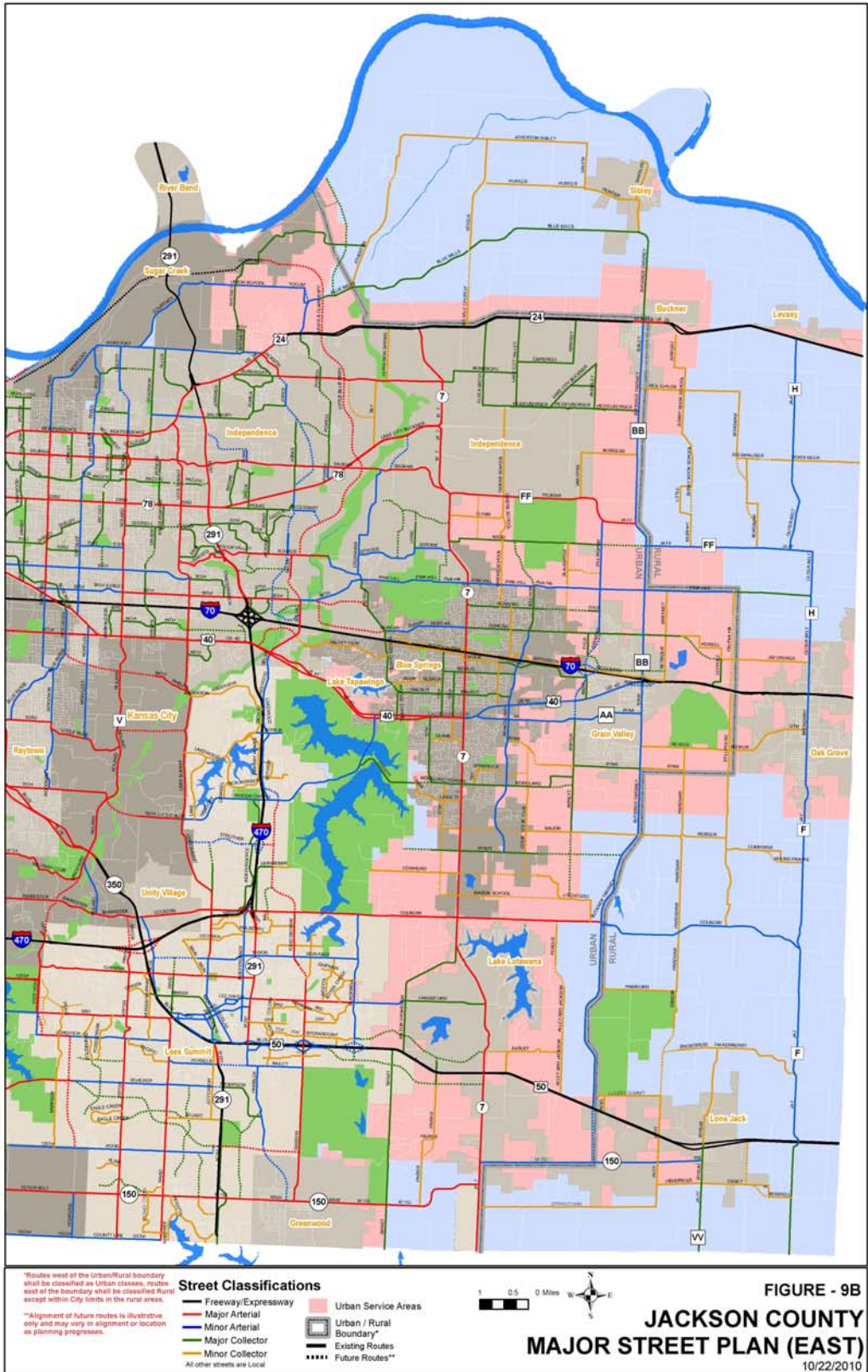
Through the Jackson County Public Works Department the County has assumed an active role in countywide transportation planning and improvement programs. Jackson County has taken the lead in coordinating interjurisdictional transportation issues. By consolidating the arterial street plans of each community, the County has created a single database and map to evaluate proposed arterials across jurisdictional boundaries.

The cost of projects commencing in one (1) city and terminating in an adjacent city shall be shared by both cities according to the amount expended within each city, with the county making the appropriate charges against the refund accounts of each city. While the CURS map has not significantly changed, many changes requested by cities have been incorporated (and additional changes will be made as comments are received). This is an ongoing review process between each of the cities in the County and the County. The CURS map will coordinate CURS funding for CURS designated roads among communities to enhance the total transportation network. The CURS maps are provided in **Figure 8A** (Western Jackson County CURS) and **Figure 8B** (Eastern Jackson County CURS).

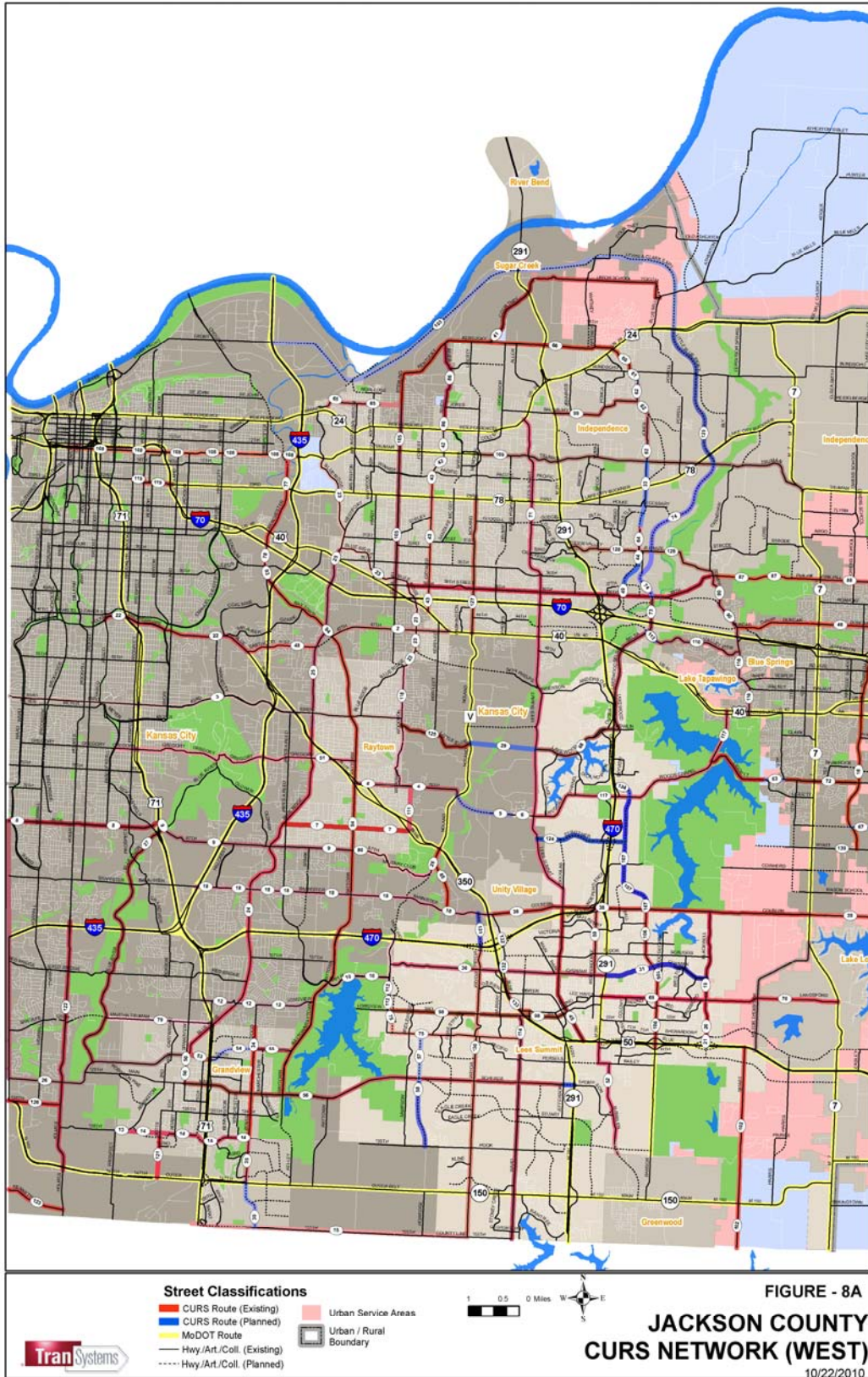
Map 15: Major Street Plan, Western Jackson County



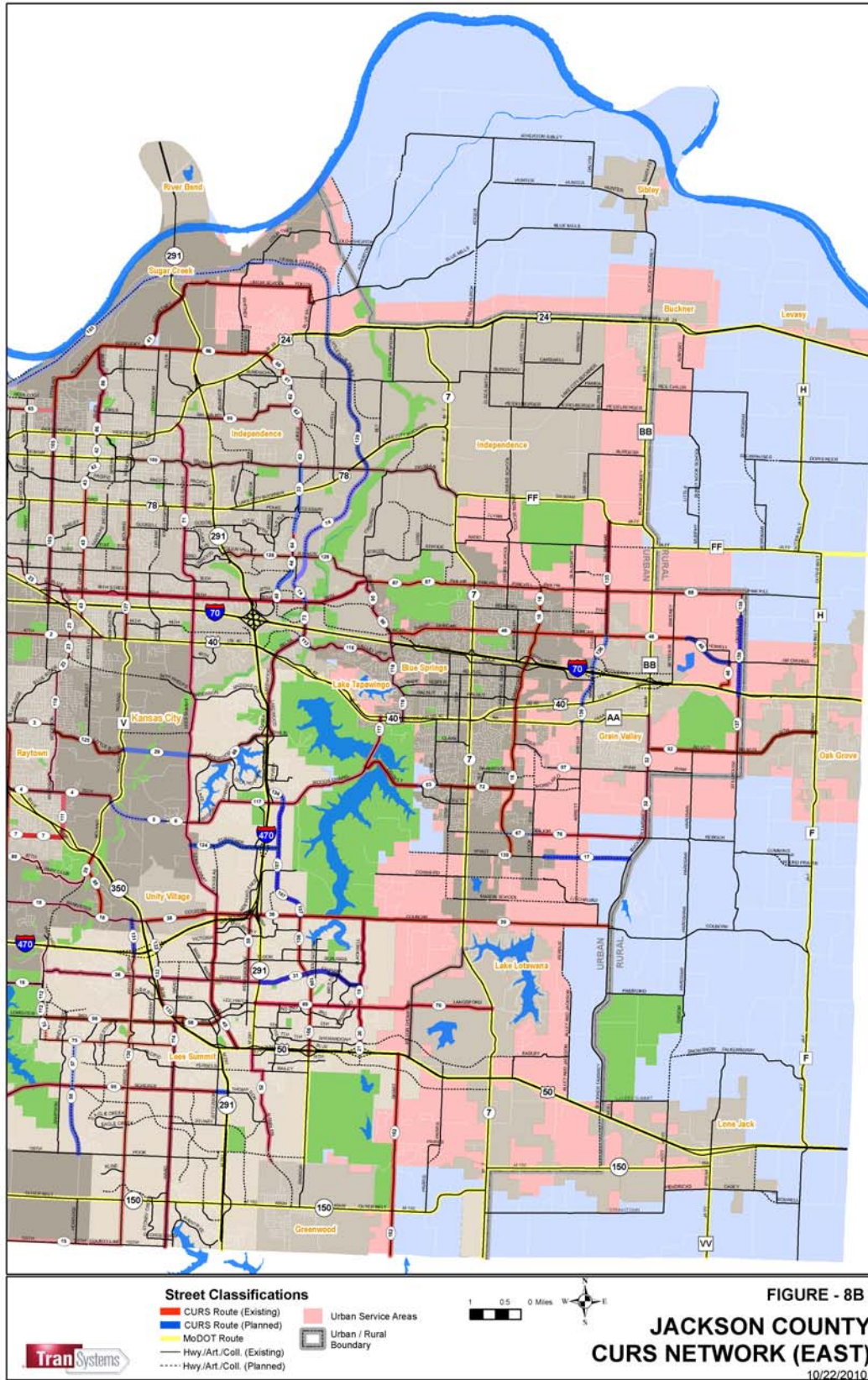
Map 16: Major Street Plan, Eastern Jackson County



Map 17: CURS Plan, Western Jackson County



Map 18: CURS Plan, Eastern Jackson County



Regional Transportation and Commuter Corridors

This section covers a multitude of topics and the varying perspectives that involve different modes of travel along the identified corridors. Jackson County recognizes the role for transit investment to help address transportation needs in the two study corridors and provide a viable alternative to operating transit vehicles on congested roadways, improve system reliability, reduce transit trip duration, and increase speed resulting in increased desirability and competitiveness of transit for commuting and other trip purposes and added mobility options for the region. Promoting commuter corridors also should catalyze redevelopment in and near transit centric activity centers (both current and future) and increase the regional transit mode share. It's essential that local jurisdictions with stations along the same corridor coordinate and share information about their planning activities.

The Kansas City metropolitan area is expected to add 738,560 people and 384,568 jobs by 2035. This new growth is expected to generate increased demand on the existing transportation system and the transportation needs focus on accommodating this new growth and meeting the current and future mobility needs within the corridor. Jackson County, in coordination with the Mid-America Regional Council (MARC), the Kansas City Area Transportation Authority (KCATA) and the City of Kansas City, Missouri, are undertaking a multi-year project to identify and implement two Jackson County Commuter Corridors (JCCC).

- The *Phase I - Alternatives Analysis* evaluates the mode and alignment options for a particular corridor in the community. This analysis informs local and community members on the benefits, costs and impacts of transportation on options, so that the community can identify a preference. This phase is will be complete when local and regional decision makers select a locally preferred alternative and incorporated into MARC's long-range transportation plan for the region.
- During *Phase II - Preliminary Engineering*, project sponsors will consider their design options to refine the locally preferred alternative and finalize estimated project costs, benefits, and impacts finalize management plans, demonstrate their technical capabilities to develop the project, and commit local funding sources.
- *Phase III – Final Design* is the last phase of project development and includes the preparation on of final construction plans, detailed specifications and bid documents.

Transit Oriented Development

Planning and implementation of successful commuter corridors will be dependent upon identifying high density/intensity centers referred to as Transit-Oriented Development (TOD). Some of the key principles needed to create successful TOD include: a defined center, an active, 18-hour place, a mix of uses, compact pedestrian-oriented design and limited, managed parking. Historically, TOD revitalization recognizes that the public sector must take the primary leadership role and the implementation before the private sector is willing to commit time and money.

What makes a TOD successful depends on a variety of characteristics. Simply locating development next to a transit stop does not necessarily qualify as TOD. TOD is development designed to create connections between communities and transit in a way that encourages transit use, walking, and bicycling instead of creating dependence on the automobile. The most successful TODs have increased transit ridership and lowered

automobile dependency through a range of actions, including reduced parking and careful overall transportation planning. A well designed TOD will display the following physical characteristics:

- Mix of land uses
- Compact, higher residential densities than typical development.
- A transit stop or station that is a center of activity.
- Easily accessible via all modes of transportation.
- Pedestrian and bicycle friendly.
- Provides a public place of activity in the larger community.

TOD will evolve through if solid partnerships are formed between the County, MARC, jurisdictions and other agencies. Early planning, formation of partnerships, and detailed evaluation of station sites and the market can help minimize these barriers. Successful TOD will happen where market fundamentals are in place and supportive public policy has been adopted to encourage TOD. Successful TOD recognizes the following principles, which are incorporated in County Plan goals, policies and strategies:

- Establish a planning vision and supportive policies
- Location on is key - TOD should have a five minute walk to everything, close to home, office, shopping and civic spaces.
- Design for the pedestrian. Focus on walkable districts around stations (scale).
- Consider the corridor and TOD center as an integrated system - people will be traveling within the region via transit stations.
- More permanent investment equates to more TOD return. The specific application of TOD is likely to depend more on the location of development in relation to the transit stop than the mode of transit.

The TOD Vision

Jackson County will update future plans to ensure transit supportive policies are in place to encourage, complement and support development. The County’s vision for TOD is to encourage compact, mixed-use, pedestrian-oriented, high-quality development at and around transit stations consistent with federal requirements, regional goals, and community objectives—including sustainable growth—while operating an attractive, comfortable, and convenient transit system by: Promoting multi-sector, cross-jurisdictional partnerships; Encouraging sustainable development that supports the transit system;

Ensuring a hierarchy of multimodal access; and

- Protecting and enhancing County’s transit assets.

The Benefits Of TOD

TOD success, of course, also depends on the benefits it brings to a particular community. Each community has different goals and objectives for transportation and land use planning.

Whether promoting reinvestment in older towns or reducing traffic congestion in rapidly growing suburbs, TOD in general can provide the following benefits:

- Accommodates growth while preserving natural resource lands;
- Accommodates growth while reducing traffic congestion;

TOD is Consistent with Key Plan Principles

- *Efficiently use land in the Urban Service Area*
- *Maximize infrastructure investments*
- *Offer a choice of lifestyles – rural, suburban and urban*
- *Create a development pattern that supports more mobility choices*
- *Create walkable pedestrian environments*
- *Reinvest in existing communities through redevelopment*
- *Provide employment, housing and lifestyle options for everyone*

- Enhances accessibility to non-drivers (elderly, disabled, youth, low income residents);
- Improves the local economy;
- Improves air quality;
- Reduces infrastructure costs associated with sprawl;
- Increases the real estate value of the surrounding community;
- Encourages socialization and community interaction;
- Increased transit ridership and fare revenue.
- More transportation options for those who prefer to take fewer automobile trips.
- Improved safety for transit customers, pedestrians, bicyclists, residents and workers.
- Increased public receptiveness to transportation-efficient land uses.
- Increased private reinvestment and higher property values near transportation facilities.
- Community design that maximizes connections amongst and between transportation centers, residential neighborhoods, stores and institutions.
- Greater market support for preservation of historic properties near transportation centers.

When evaluating joint development projects, County should consider both the function and the relationship of transit stations to the surrounding community. TOD concepts will be evaluated based on increased transit ridership, economic impacts, financial feasibility, circulation impacts, staging and operations impacts, community support and community impacts.

The Impact of TOD on Land Use

It is important to remember that TOD is about more than new development and increased land value near transit stations. A well-planned TOD will draw more riders to transit and away from their cars, which in turn benefits regional transportation infrastructure by reducing congestion and pollution. Logically, increased ridership translates into a healthier bottom line for the transit agency as well. There are numerous nationwide examples of the impact that TOD has on transit ridership: Research shows that residents of well designed new development at transit stations ride transit up to five or six times more often than residents of comparable development located away from transit.

The purpose of the land use policies proposed for the station area is to give Jackson County a tool within the broad framework of the Comprehensive Plan to deal in the future with important land use issues related to stations. Overlay districts surrounding stations with appropriate development regulations to implement the broad policies should be developed in conjunction with the plans for the mass transit system. The policies that have been cited should provide the framework to accomplish this future task.

Land Use and Growth Trends

The future demand for transportation and the transportation system's ability to accommodate future travel will be greatly affected by changes in and distributions of population and employment. This section briefly describes the current and forecast trends and the characteristics of existing and planned activity centers in the study area that would contribute to the need for transportation improvements.

Existing Land Use

This section describes the land uses within the study area, focusing on the two study corridors for this AA. The section also presents key activity centers.

East Corridor. In the East corridor, the western portions of the study area are primarily an urban mixture of commercial, industrial, and residential uses gradually becoming more suburban in development patterns with less density as one moves east from downtown Kansas City. Between I-435 and Grain Valley at Missouri State Route BB, the corridor contains primarily suburban development mixed with some areas where development has “leapfrogged”, leaving spots of semi-rural land use. East of Grain Valley to the west line of Lafayette County, the corridor becomes more rural with spots of urbanization. The last node of urbanization occurs at Oak Grove just east of the Lafayette County Line.

Moving from east to west along the corridor, major activity centers (areas that generate substantial traffic) include the following:

- *Kansas City CBD and Crown Center*– As noted in the Employment section, the CBD, including the federal office district, Crown Center and Hospital Hill. This area is mixed use and provides ample access to the local KCATA transit routes, include the Main Street MAX.
- *River Market District* – This district, just north of the CBD, has both employment and residential development. This area is mixed use and provides ample access to local KCATA transit routes, including the Main Street MAX.
- *Truman Sports Complex* – Home to both the Kansas City Chiefs and the Kansas City Royals, this area currently only has special event uses, but ample greenfield space adjacent to the complex makes it an attractive location for development. Some transit service is located nearby the site.
- *Blue Ridge Crossing (the site of the former Blue Ridge Mall)* – This area provides regional retail and is served by some KCATA transit routes.
- *Downtown Independence* – The government center for the City of Independence, there are numerous employers and retail destinations, as well as some housing and tourist attractions. This area is adjacent to some KCATA transit routes.
- *Independence Events Center* – The event center hosts concerts and sporting events. Independence Events Center is located near KCATA transit routes.
- *Independence Center* – A regional shopping destination, Independence Center is located adjacent to transit.
- *Centerpoint Hospital Area* – A major medical an employment destination, the hospital area is adjacent to transit routes.
- *Downtown Blue Springs* - The government center for the City of Blue Springs, this area is close to express bus routes. The recently completed downtown plan for Blue Springs is supportive of increased transit and incorporates a station development.
- *Grain Valley* - A mostly residential community with some retail and employment. There is currently no transit service to the urban core from Grain Valley.
- *Oak Grove* – Similar to Grain Valley, Oak Grove is a mostly residential community with some retail and employment. There is currently no service to the urban core from Oak Grove.

Southeast Corridor. Starting from the west, Southeast corridor also begins in the urban core of Kansas City in a mixture of commercial, industrial and residential uses. The corridor continues east and south to Raytown and then to Lee’s Summit. The corridor terminates in Pleasant Hill in Cass County.

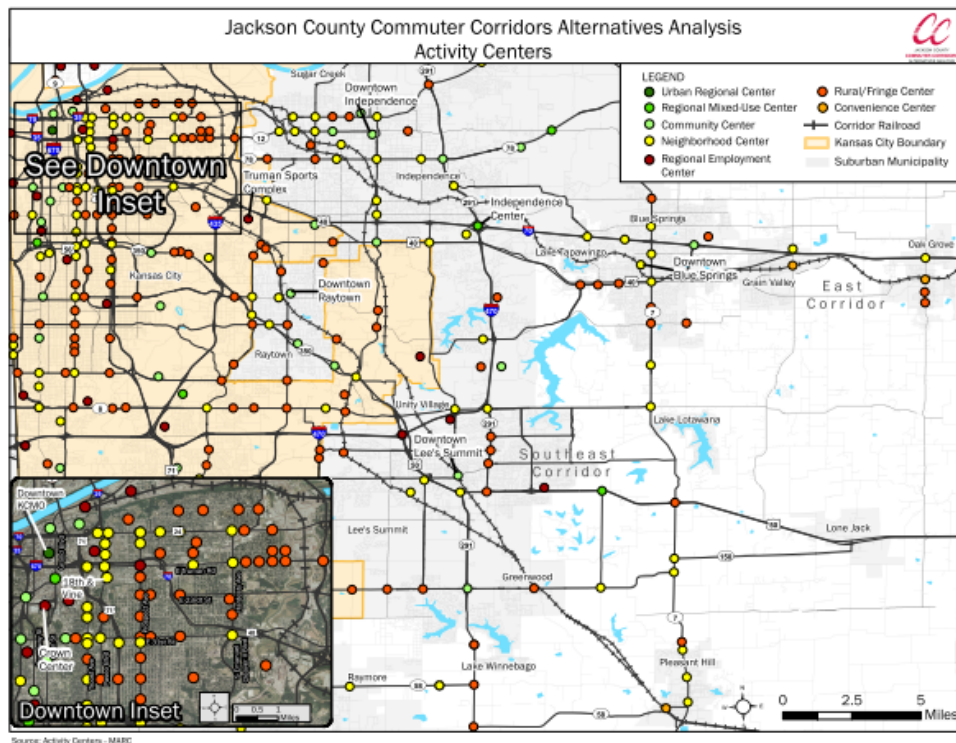
Moving from east to west along the corridor, major activity centers include the following:

- *Kansas City CBD* - As noted in the Employment section, the CBD, including the federal office district, Crown Center and Hospital Hill. This area is mixed use and provides ample access to the local KCATA transit routes, include the Main Street MAX.

- *Truman Sports Complex* - Home to both the Kansas City Chief and the Kansas City Royals, this area currently only has special event uses, but ample greenfield space adjacent to the complex makes it an attractive location for development. Some transit service is located nearby the site.
- *Downtown Raytown* - The government center for the City of Raytown, this area is close to express bus routes. The recently completed downtown plan for Raytown is supportive of increased transit and incorporates a station development.
- *Greenwood* - A mostly residential community with some retail and employment. There is currently no transit service to the urban core from Greenwood.
- *Pleasant Hill* - A mostly residential community with some retail and employment. There is currently no transit service to the urban core from Grain Valley.

These and many other identified activity centers are shown on .

Map 19: JCCC Activity Centers



Source: Mid-America Regional Council

TOD / Smart Growth Opportunities for Transit Stations

There are multiple TOD opportunities along the proposed corridors. TOD projects should not only enhance transit ridership and reduce auto dependency, but should also support the County’s economic development initiatives, contribute to the tax base, and to the potential for active street life and a beautiful pedestrian environment. In order for TOD to be implemented, station area plans need to be created and adopted, and TOD-supportive land-use regulations need to be enabled by the local jurisdiction. It is also important for local jurisdictions to develop a plan for phasing implementation that allows TOD to develop over time. Must meet federal requirements. (how TOD should be integrated into the project development process). There are several

basic station types that would have different land use policies applied to the area of influence around a station. They include:

- *The High Intensity Urban Stations* refer to stations located in the CBD. Highest intensity uses should be located in close proximity to the stations. The functional relationship of structures close to stations should have strong aesthetic considerations that will compliment station design. Automobiles in close proximity to stations are discouraged. Pedestrian networks, separated from vehicular traffic, and mixed use of land should be encouraged.
- *Mixed Use Stations* would be located in areas adjacent to Medium to High Density Residential communities. Enlargement of such centers should be done in a Planned Unit Development zoning category. New Housing Districts adjacent to stations should be planned at Medium and High Densities. The location of offices within close proximity to the stations and protection of adjacent Low Density Residential uses should be stressed.
- *Commuter Stations* should be located in areas with employment potential. These areas include Manufacturing, Light Industrial development, and Educational Centers. Policies should encourage the increased development of these areas whenever possible to allow for reverse commuter patterns to more fully utilize the transit of an appropriate location for a commuter station system.
- The *Neighborhood Stations* serve established and planned Low or Medium Density Residential neighborhoods in urban/ suburban areas. Protection of adjacent neighborhoods from Commercial or Industrial development is stressed except where compatible. Development or redevelopment of Low or Medium Density Residential uses are recommended. These stations are appropriate in the more outlying suburban locations and should include park and ride lots.

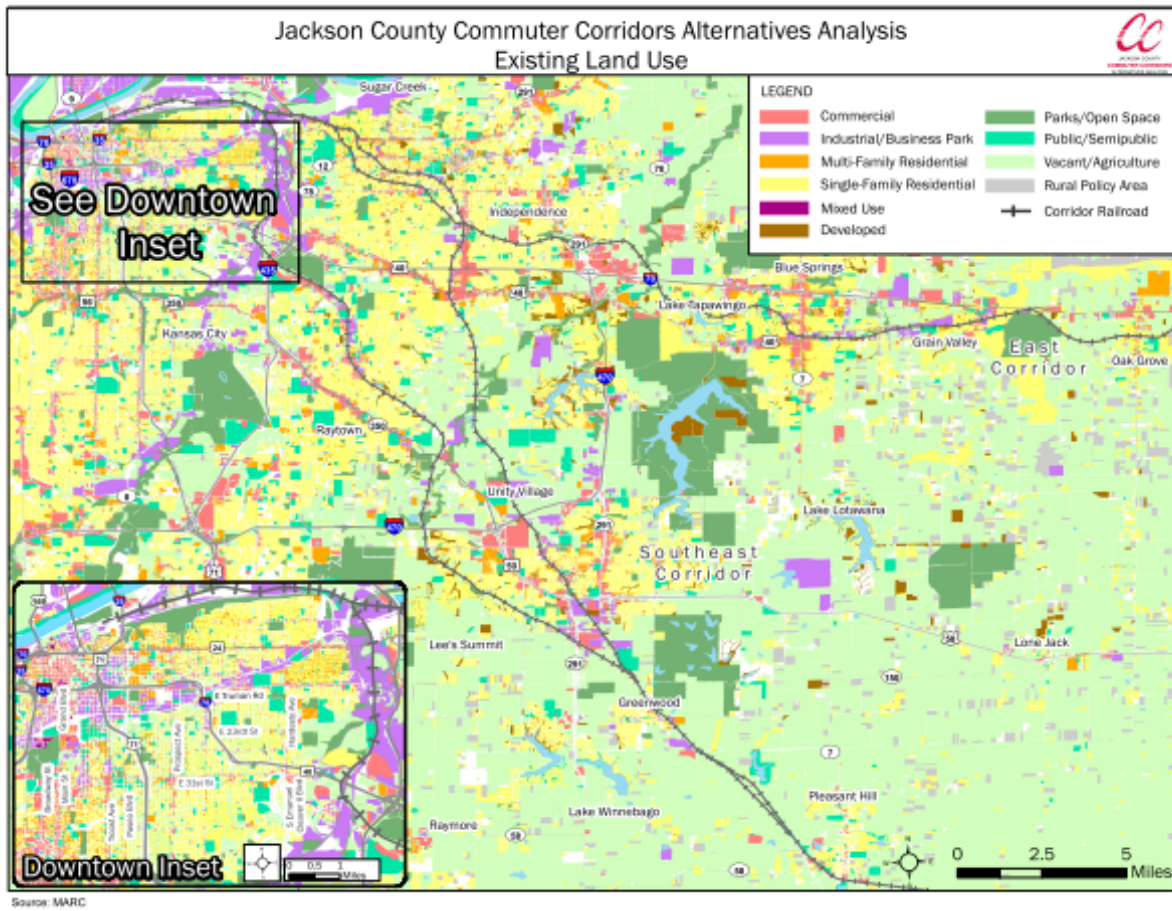
This would enable a large area to be served from commuters feeding the system from Automobiles. Neighborhood Stations would also be appropriate in more urbanized residential neighborhoods where concern for negative impacts might be an important consideration.

Planned Land Use

Over the last fifteen to twenty years, regional planners have realized that continued growth in an auto dependent development pattern is neither efficient nor sustainable. MARC and several partner communities have undertaken a series of initiatives designed to educate regional planners, politicians, developers and the general public about the inefficiencies of auto oriented development patterns and to guide decision makers toward a vision of sustainability. The most recent iteration in this series of steps at the regional level is *Creating Sustainable Places, A Regional Plan for Sustainable Development*, which was described in Section 2 of this report. On a more local scale, jurisdictions along the corridor have plans and policies in place aimed at fostering more compact growth patterns. This section summarizes the planned land uses throughout the corridor and summarizes relevant policies that call for transit supportive growth and could be realized with a high capacity transit investment.

Map 20: JCCC Existing Land Use is a compilation of existing land use plans from the communities in the study area. For the purpose of making the data seamless, the land use categories are fairly simplistic. The majority of the study area is identified for a single land use (commercial, residential, etc.). There are pockets of mixed use developments in downtown Kansas City.

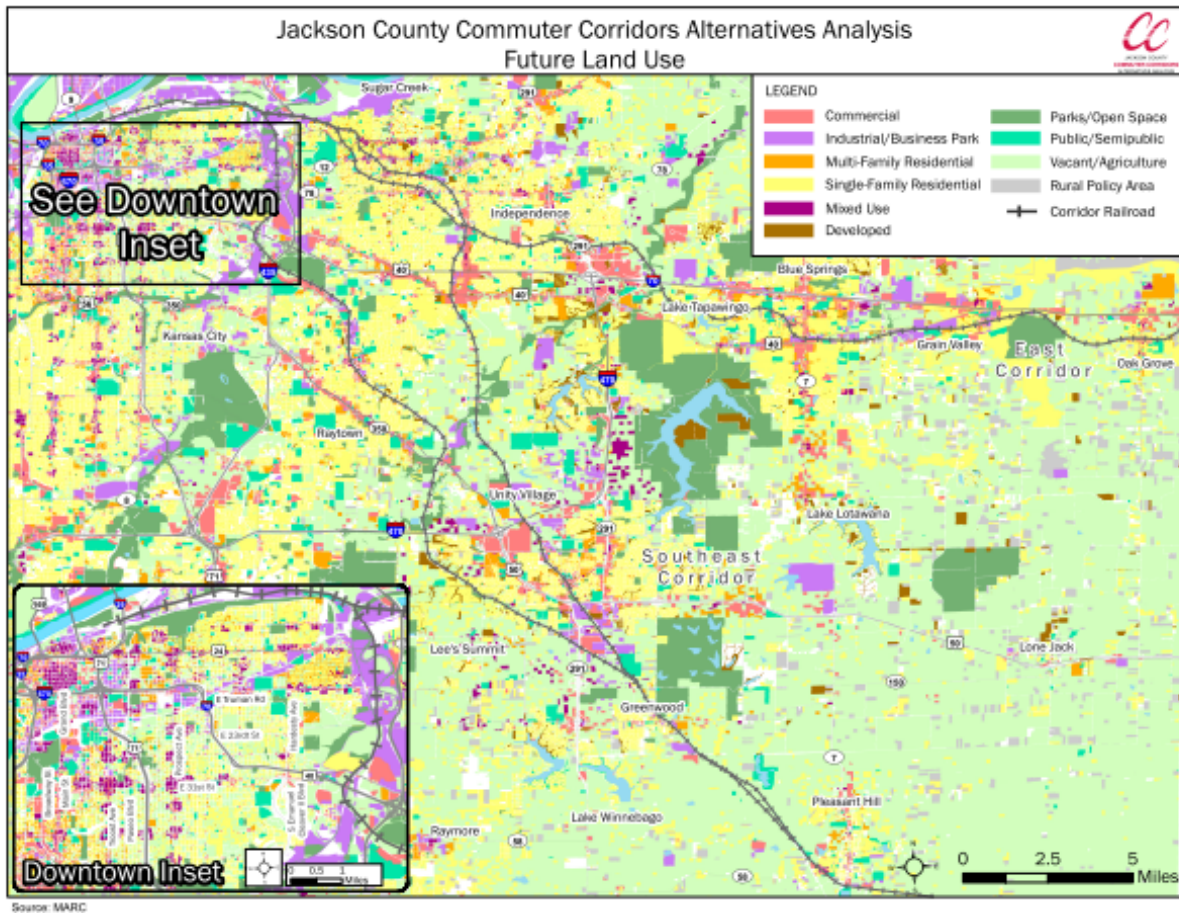
Map 20: JCCC Existing Land Use



is a compilation of future land use plans from the communities in the study area. This future land use map reflects current local policymaking that supports zoning for mixed uses in certain districts. The future land use map identifies many areas that should be redeveloped for mixed use, including:

- Downtown Kansas City
- Along Truman Road in Kansas City
- Along US 40 in Independence
- Downtown Blue Springs
- Along I-470 in Jackson County
- Downtown Raytown
- Areas adjacent to the Rock Island Rail line in Lee's Summit

Map 21: JCCC Future Land Use



Transportation – Transforming the Existing System

As we look toward future, Jackson County is creating a well-balanced, interlinked, multimodal transportation network that balances the needs of transit users, bicyclists, pedestrians and drivers. This Plan should transform over time into a walkable, transit oriented, great urban place. In order to be successful, a fundamental transformation of the transportation network in Jackson County must occur. Several transportation elements must be created and/or enhanced. They include the following:

- Rapid Rail Transit System
- Street Car, Express and Local Bus Service
- Pedestrian and Bicycles Facilities
- Multimodal Transportation Hubs
- Transportation Management
- Maintain a Balance between Land Use and Transportation

In the downtown plans for Kansas City (MO), Blue Springs and Raytown, increased density around possible transit stations is identified as a strategy.

As previously documented, the Greater Downtown Area Plan for Kansas City, Missouri identifies numerous goals and implementation opportunities related to multimodal transportation. The land use plan identified for the area is very supportive of transit oriented development. The majority of the area is classified as “downtown

core” (intended to promote high-intensity office and employment growth), “downtown mixed-use” (intended to accommodate office, commercial, light industrial and residential development at lower densities than the downtown district), and “downtown residential” (intended to accommodate residential development and small-scale commercial uses on lower floors with residential units above.)

The Downtown Blue Springs Master Plan identifies as one of its key plan elements “Provide for short and long-term commuter transit improvements. Long-term includes the provision of a commuter rail station along the KC Southern rail line.” (Downtown Blue Springs Master Plan, Blue Springs, 2006) Renderings in the plan identify the location the transit center with a “21st century transit village” adjacent to the center. This village is described below:

“West of the railroad tracks, the plan envisions a “21st century transit village.” This large area, from Walnut north to the tracks, west to 15th street, is ripe for large-scale redevelopment. It is well situated between the historic district and the heart of the commercial main street, as well as the future transit station. The property is ideal for a mix of multifamily and small-lot single family buildings types, to provide a new resident base for downtown. It is particularly suited to the younger professional market that the market analysis identified.”

The Raytown Central Business District Plan calls for mixed use, commercial, office and residential buildings by stating:

“Surround the Town Square are more traditional urban building forms, built up to the sidewalks. Retail shops would embrace the Town Square with complementary streetscape amenities and activities including outdoor cafes and sidewalk sales. Upper levels of two to three story buildings at major intersections or corners would accommodate office or residential lofts... Most parking would be provided on-street and to the rear of buildings as well as by strategically placed town square parking areas.” (Raytown Central Business District Plan, City of Raytown, 2002)

This plan identifies a location for a transit center adjacent to the mixed use locations.

Other communities, such as Independence and Lee’s Summit, allow for mixed use zoning, but do not specifically identify these areas for future transit development.

Transit Expectations:

- Develop a transit system that improves connectivity to and between existing and emerging activity centers and redevelopment sites, provides convenient and accessible transit service to existing and planned activity centers in the travel corridors and provides capacity needed to meet future travel demand.
- Develop a transit system that maximizes the use of existing resources, supports local planning initiatives and land use strategies and provides a level and quality of transit service that can influence more compact growth patterns.
- Develop a transit system that provides service levels and amenities that can provide a travel experience that is competitive with the automobile and enhances mobility for the reverse commute market and transit-dependent populations, improves transit travel times and speeds, improves transit service reliability and improves on-time performance.
- Develop a transit system that supports regional sustainability goals and reduces air pollutant emissions, fuel consumption, VMT / Vehicle Hours Traveled (VHT), and travel delay.

Travel Demand

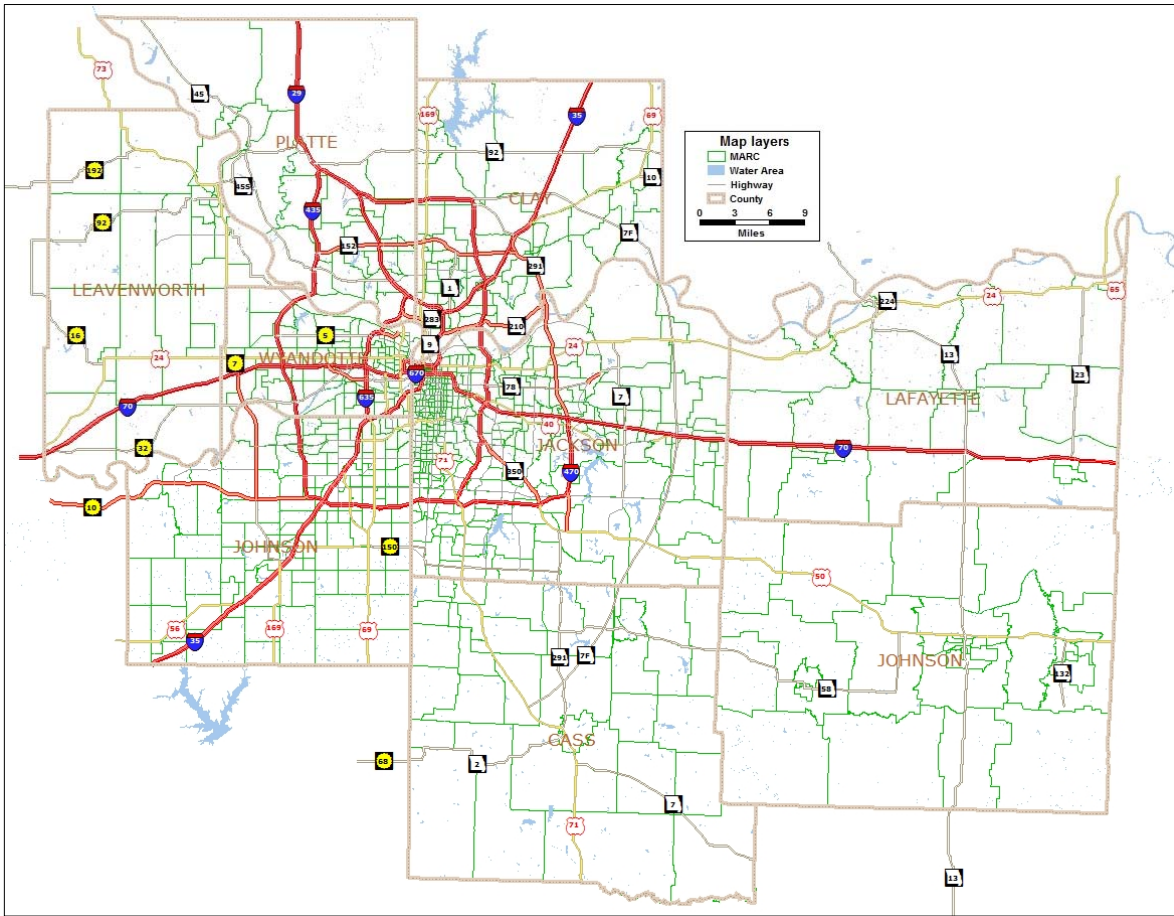
This section presents information on existing and forecast travel demand for the corridor. Understanding travel demand is an important building block for identifying potential transit markets.

- Travel data presented in this section were synthesized from the following sources:
- *Year 2000 Census Transportation Planning Package (2000 CTPP)*: This is a special tabulation of data from the 2000 decennial census “long form” that includes summary worker and household characteristics as well as journey-to-work data.
- *2002-2009 Longitudinal Employer-Household Dynamics (LEHD) data set*: This is based on unemployment insurance records filed by employers, and contains home and work locations for employed residents.
- *American Community Survey (ACS)*: This is a “rolling” continuous survey identifying home and work locations of employed residents. Started in 2006, worker flows became available from the combined 2006-2008 surveys.
- *2005 MARC Home Interview Survey*: A sample of household in the region, with detailed information on travel patterns for all trip purposes.
- *2005 MARC Transit On-Board Survey*: A survey of riders on public transit buses in the Kansas City region. Includes origin, destination, and trip purpose information as well as demographic data.

Travel Demand Study Area

The travel demand study area is similar to the AA study area, but the boundaries correspond to the traffic analysis zones (TAZs) used in the MARC travel demand forecasting model. The model includes Leavenworth, Wyandotte, Johnson and Miami counties in Kansas and Clay, Jackson, and Cass counties in Missouri. LaFayette and Johnson (MO) counties have been added to the model for the purpose of this study. The inclusion of the additional counties in Kansas and Missouri allows the model to predict potential riders that could use the service from those areas. **Map 22** illustrates the travel demand study area.

Map 22: JCCC Travel Demand Study Area



Travel Demand Districts

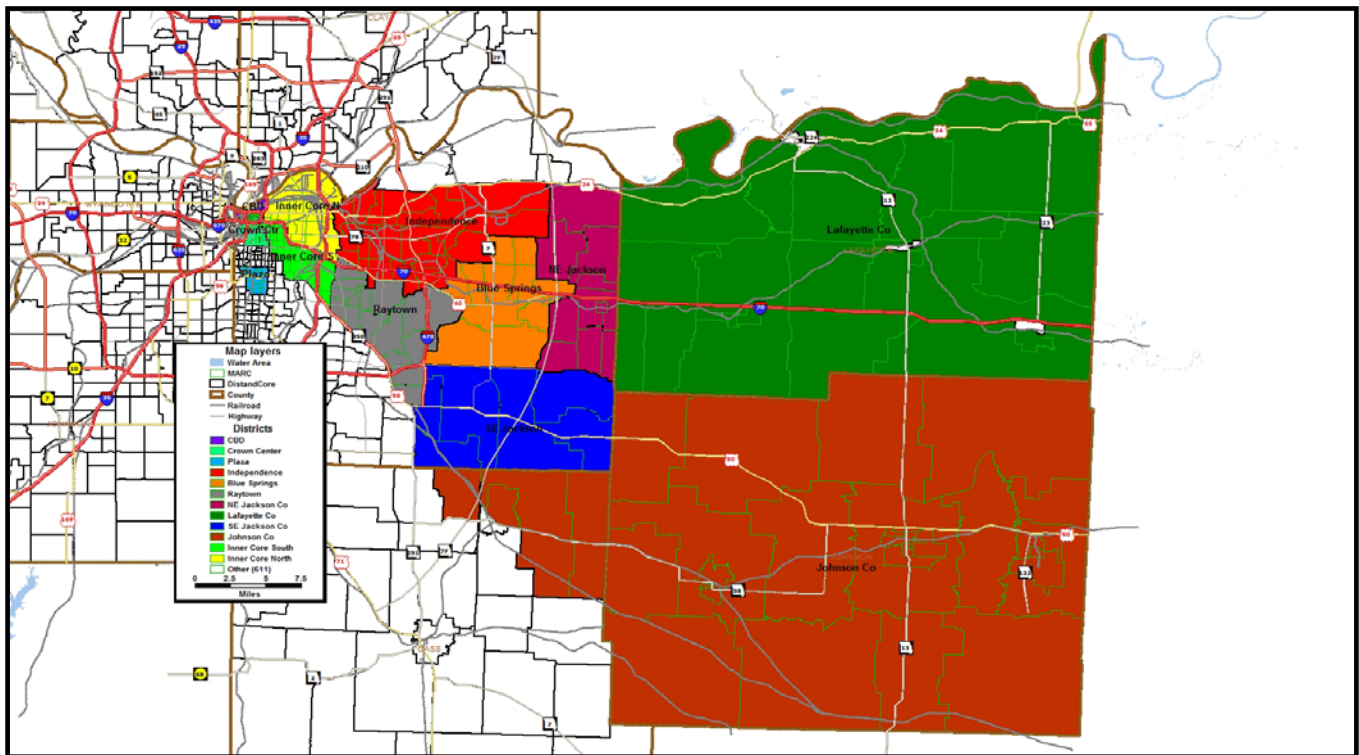
The TAZs within the study corridors were aggregated into 12 districts in order to better understand travel patterns. **Exhibit 11** lists the districts, the corresponding colors on the map of the districts shown in , and the primary characteristics.

Exhibit 11: Travel Demand Districts

District	Description
CBD (purple)	Includes the Downtown area of Kansas City, Missouri
Crown Center (aqua)	Just south of Downtown, includes Union Station, Crown Center and Hospital Hill employment centers
UMKC/Plaza (turquoise)	A major shopping, housing and educational destination, south of the CBD and Crown Center.
Inner Core South (yellow)	Includes areas of Kansas City, Missouri outside of the CBD

District	Description
Inner Core North (light green)	Includes areas of Kansas City, Missouri outside of the CBD.
Independence (red)	An inner ring suburb that includes housing, employment and tourist/special event destinations.
Blue Springs (orange)	A suburban area that includes housing, employment and retail.
Raytown (gray)	An inner ring suburb, adjacent to the Truman Sports Complex that includes employment and housing.
Lee's Summit (SE Jackson Co) (blue)	A suburban area that includes housing, employment and retail.
North East Jackson County (magenta)	Low density housing
LaFayette County (green)	Low density housing
Johnson (MO) County (brown)	Low density housing

Map 23: Study Area Districts, Key Production and Attraction Areas



Regional Trip Activity

Large numbers of commuters and other trip-makers use the transportation facilities and services within the study area to reach work destinations as well as for other purposes like shopping and recreation. Between 2000 and 2010, work trips throughout the region grew overall but work trips from the study area to the CBD showed virtually no change. These trends are generally reflected in all markets so year 2005 results can be assumed to be representative of current and recent conditions.

Exhibit 12: Growth in Regional Travel, 2000-2010

Regional Worker Flows	2000-2005	2000-2010
Regional Work Trip Growth	7%	10%
Corridor Work Trip Growth	2%	6%
Regional Work Trip Growth to CBD	3%	4%
Corridor Work Trip Growth To CBD	0%	0%

Source: CTPP, ACS

Travel Patterns for Home-Based Work Trips

Error! Reference source not found. shows the pattern of worker flows between the study corridor travel districts as well as between the study corridor districts and the larger region (travel demand study area). The data reveals the following about commute patterns in the region and study corridors:

- *Study Corridor Trip Productions* A total of 228,300 daily work trips were produced within the study corridors in 2005, and 68 percent of these trips had destinations that stayed within the study corridor. Most of these daily work trips originated outside of the regional core (CBD, Crown Center, Plaza) in the Independence, Johnson County, Blue Springs, and Raytown districts.
- *Regional Trips Attracted to Study Corridors* Collectively, the CBD, Crown Center, and Plaza districts were the primary destinations for commute trips attracted to the study area from the larger region (outside of the study corridors). Combined, the three districts attracted 78,800 daily work trips. This comprised just over 61 percent of the 129,100 work trips attracted to the study area from outside of the study corridors. Districts immediately to the east of the regional core, including Inner Core South, Inner Core North, Independence, Blue Springs, and Raytown, also attracted a substantial share of regional work trips. Combined these areas attracted 45,700 trips or just under 40 percent of the 129,100 regional work trips from outside of the study corridor.
- *Intra-Corridor Trip Attractions & Productions* The majority of work trips starting and ending within the study area were attracted to the Independence, Blue Springs, and Raytown districts. Combined, the districts attracted 61,400 daily work trips, nearly 40 percent of the total 155,900 work trips within the study corridors. The highest shares were attracted to Independence (38,900 trips), Raytown (26,900 trips), and Inner Core North (30,500). About 20 percent of the work trips from the study corridors ended at the regional core; the CBD, Crown Center, or Plaza. 13 percent of the work trips were to either the inner core north or the inner core south. The remaining 27 percent of the trips were to the northeast or southeast corners of Jackson County, or to Johnson or Lafayette Counties.

The travel patterns for 2005 illustrate the concentration of employment not only in downtown Kansas City but also in areas just east of the downtown. While there is a work trip market between the eastern end of the study corridors and the regional core, particularly the CBD, there is also a strong market for commute trips destined for interim destinations, primarily in the Independence, Raytown, and Inner Core North districts. Those numbers listed in red identify the reverse commute trips. Currently, most reverse commute trips are going from the urban core to Independence and Raytown, with some trips terminating in the outer ring suburbs of Blue Springs and Lee’s Summit.

Exhibit 13: 2005 Worker Flows in Corridor

M	TO												Entire Corridor	Entire Region
	CBD	Crown Center	Plaza	Inner Core South	Inner Core North	Independence	Blue Springs	Raytown	NE Jackson Co	Lafayette Co	Summit/SE Jackson	Johnson Co		
own Center	900	300	100	100	100	100	0	0	0	0	0	0	1,700	2,700
a	300	600	300	100	200	100	0	0	0	0	0	0	1,600	2,800
er Core South	1,100	1,000	2,600	200	300	200	100	100	0	0	100	0	5,700	10,600
er Core North	1,400	1,300	600	1,400	900	500	200	400	0	0	100	0	6,800	11,400
pendence	2,000	1,500	500	1,000	3,400	900	200	500	100	0	100	0	10,000	17,100
e Springs	3,200	2,400	1,100	1,200	4,100	18,300	1,900	3,100	200	200	500	100	36,000	53,200
town	1,900	1,500	600	500	1,600	3,800	8,000	2,000	400	200	500	200	21,400	29,500
ackson Co	1,900	1,400	800	700	1,300	2,600	700	6,100	100	0	1,000	0	16,800	28,100
yette Co	200	300	100	100	200	800	900	200	900	0	100	0	3,900	5,000
s Summit/ ackson Co	300	200	100	100	500	900	900	300	400	8,000	100	300	12,100	14,100
nson Co	900	900	500	300	600	1,100	700	3,000	100	100	2,700	300	11,100	19,600
re Corridor	400	200	100	300	400	1,100	600	1,300	200	1,000	800	22,400	28,800	34,200
ion outside of Corridor	14,700	11,500	7,300	5,900	13,600	30,400	14,100	16,900	2,500	9,500	6,100	23,300	155,900	228,000
re Region	35,300	25,900	17,600	7,300	16,900	8,500	3,000	10,000	400	300	2,700	1,200	129,100	670,000
PP, ACS	50,000	37,400	24,900	13,200	30,500	38,900	17,100	26,900	2,900	9,800	8,800	24,500	284,900	898,000

Home-based Non-Work Trips

The 2005 Home Interview Survey (HIS) was reviewed to determine the level of home-based non-work (HBNW) trip activity in the study area. The HIS indicated that HBNW trips was the primary trip purpose for travel within the study area. Similar to the journey-to-work data presented in the previous section, the Independence, Blue Springs, and Raytown districts both produced and attracted the highest share of trips within the study corridors. Of the 840,000 average daily HBNW trips starting and ending within the study corridors, roughly 55 percent (464,500 trips) were produced in these three subareas and 52 percent ended in these subareas. Conversely, for trips produced outside of the study corridors and attracted to the study corridors, the regional core districts of the CBD, Crown Center, and the Plaza attracted a slightly higher share than the Independence, Blue Springs, and Raytown districts.

Exhibit 14: 2005 Average Day Home Based Non-Work Trip Flows in the Corridor

FROM	TO					Entire Corridor	Entire Region
	Core Districts	Independence	Blue Springs	Raytown	Remaining Corridor Districts		
Core Districts	13,700	0	0	900	5,800	20,400	53,600
Independence	6,200	186,400	4,500	11,800	3,000	211,900	233,700
Blue Springs	1,300	15,200	71,400	3,000	6,500	97,400	103,800
Raytown	4,200	18,600	11,200	78,100	12,900	125,000	168,100
Remaining Corridor Districts	15,200	22,000	9,800	31,600	121,000	199,600	270,900
Entire Corridor	40,600	242,200	96,900	125,400	149,200	654,300	830,100
Region outside of corridor	75,400	27,600	4,400	38,200	40,000	185,600	2,938,900
Entire Region	116,000	269,800	101,300	163,600	189,200	839,900	3,769,000

Source: 2005 MARC Region Home Interview Survey, Data does not include Johnson and Lafayette Counties because they are not part of the base MARC model area.

Major Transit Markets

Exhibit 16 summarizes worker flows by all modes and by transit based upon data from the 2000 CTPP. It shows that commuters from Independence to downtown use transit more frequently than the regional average. Note that the observed transit shares for Johnson and Lafayette county areas are low, possibly due to lack of service.

Exhibit 15: 2005 Worker Transit Trip Flows to the CBD and Region

From	To CBD			To Entire Region			Transit Pct To CBD
	All Modes	Bus	Transit Share	All Modes	Bus	Transit Share	
Independence	3,100	200	6.30%	51,800	390	0.70%	50%

From	To CBD			To Entire Region			Transit
	All Modes	Bus	Transit Share	All Modes	Bus	Transit Share	Pct To CBD
Blue Springs	1,900	80	4.10%	29,500	130	0.40%	61%
Raytown	1,900	60	2.90%	28,100	150	0.50%	37%
Lee's Summit	900	6	0.60%	19,600	60	0.10%	38%
Outer South Corridor (Johnson Co)	1,300	6	0.50%	53,800	60	0.10%	10%
Outer North Corridor (Lafayette Co)	500	1	0.20%	19,200	20	0.10%	6%
Entire Corridor	8,800	340	3.70%	182,400	750	0.40%	45%
Entire Region	50,000	2,700	5.40%	898,600	9,080	1.00%	30%

Source: CTPP, ACS

Exhibit 17 summarizes worker flows by all modes and by transit (bus) modes from data provided by the 2005 HIS and On-board surveys. Information related to transit share is somewhat similar to data provided by the 2000 CTPP, with the exception of the transit share to the CBD in the Outer South Corridor.

Exhibit 16: 2005 Worker Trip Flows to the CBD and Region

From	To CBD			To Entire Region			Transit
	All Modes	Bus	Transit Share	All Modes	Bus	Transit Share	Pct To CBD
Independence	4,300	260	6.00%	60,500	310	0.50%	84%
Blue Springs	3,300	20	0.50%	31,300	20	0.10%	79%
Raytown	800	70	8.20%	39,100	210	0.50%	31%
Lee's Summit	400	40	10.00%	25,000	60	0.24%	67%
Outer South Corridor (Johnson Co)	0	30	8.10%	6,400	50	0.78%	69%
Outer North Corridor (Lafayette Co)	400	0	0.00%	4,200	0	0.00%	N/A
Entire Corridor	9,200	370	4.00%	166,500	580	0.30%	64%
Entire Region	52,900	2,150	4.10%	1,028,000	11,830	1.20%	18%

Note: Most of the Outer South and Outer North Corridors were not included in the MARC 2005 HIS or on-board survey.

Source: MARC 2005 Home Interview and On-board Surveys

Exhibit 18 summarizes transit characteristics for the region and for travelers from the corridor. Regionally, transit riders are predominantly low and middle income, with about half owning not owning autos. Walk access is the dominant access mode regionally, with 88 percent walking to the bus. Home-based work and Home-based Non-work transit trips are equally frequent in the region.

Exhibit 17: Year 2005 Transit Trip Characteristics

Purpose	Regional				Corridor			
	HBW	HBNW	NHB	Total	HBW	HBNW	NHB	Total
Trips	13,800	14,100	5,500	33,400	680	590	140	1,410
Share	41%	42%	17%	100%	48%	42%	10%	100%
Income Profile	Low Inc	Med Inc	High Inc	Total	Low Inc	Med Inc	High Inc	Total
Trips	8,700	11,300	2,400	22,400	680	270	70	1,020
Share	39%	51%	11%	100%	67%	26%	7%	100%
Access Mode	Walk	Park-Ride	Kiss-Ride	Total	Walk	Park-Ride	Kiss-Ride	Total
Trips	27,300	1,500	2,200	31,100	960	210	160	1,330
Share	88%	5%	7%	100%	72%	16%	12%	100%
Autos Available	0	1	2+	Total	0	1	2+	Total
Trips	16,800	7,900	8,600	33,400	660	410	340	1,410
Share	50%	24%	26%	100%	47%	29%	24%	100%
Note: differences in totals reflect surveys which did not respond. Low income<\$30k, Mid Income \$30k-\$75k, High income >\$75k								

Source: 2005 MARC On-Board Survey

Exhibit 19 describes worker household characteristics, in terms of both income and commute destinations. The corridor’s commuters to the CBD are from higher income households than the regional average. Specifically, trips from Independence, Blue Springs and Raytown show higher CBD orientation from mid and high income groups than the regional average. Higher percentages are noted in red.

Exhibit 18: 2005 Worker Household Income Characteristics

From	To CBD				To Entire Region				Pct To CBD		
	Income Group			Total	Income Group			Total	Income Group		
	Low	Mid	High		Low	Mid	High		Low	Mid	High
Independence	440	1,750	890	3,080	8,880	28,770	14,010	51,760	4.90%	6.10%	6.30%
Blue Springs	160	880	890	1,930	2,900	15,400	11,240	29,540	5.40%	5.70%	8.00%
Raytown	150	860	910	1,920	3,630	13,520	10,960	28,100	4.10%	6.40%	8.30%
Lee's Summit	70	320	560	950	1,420	8,700	9,500	19,620	4.93%	3.68%	5.89%
Outer South Corridor (Johnson Co)	60	150	150	360	8,630	17,950	7,600	34,180	0.70%	0.84%	1.97%
Outer North Corridor (Lafayette Co)	40	270	230	550	3,190	11,190	4,810	19,190	1.30%	2.40%	4.80%
Entire Corridor	910	4,240	3,630	8,780	28,750	95,520	58,120	182,390	3.20%	4.40%	6.30%
Entire Region	6,420	23,880	19,700	50,000	127,930	438,620	332,080	898,630	5.00%	5.40%	5.90%

Note: Low income <\$30k, Mid Income \$30k-\$75k, High income >\$75k

Source: 2000 CTPP expanded to 2005

Special Markets

This section presents key characteristics of three distinct markets that impact the demand for future transportation services: the reverse commute market, transit-dependent populations and special generators.

Reverse Commute Market

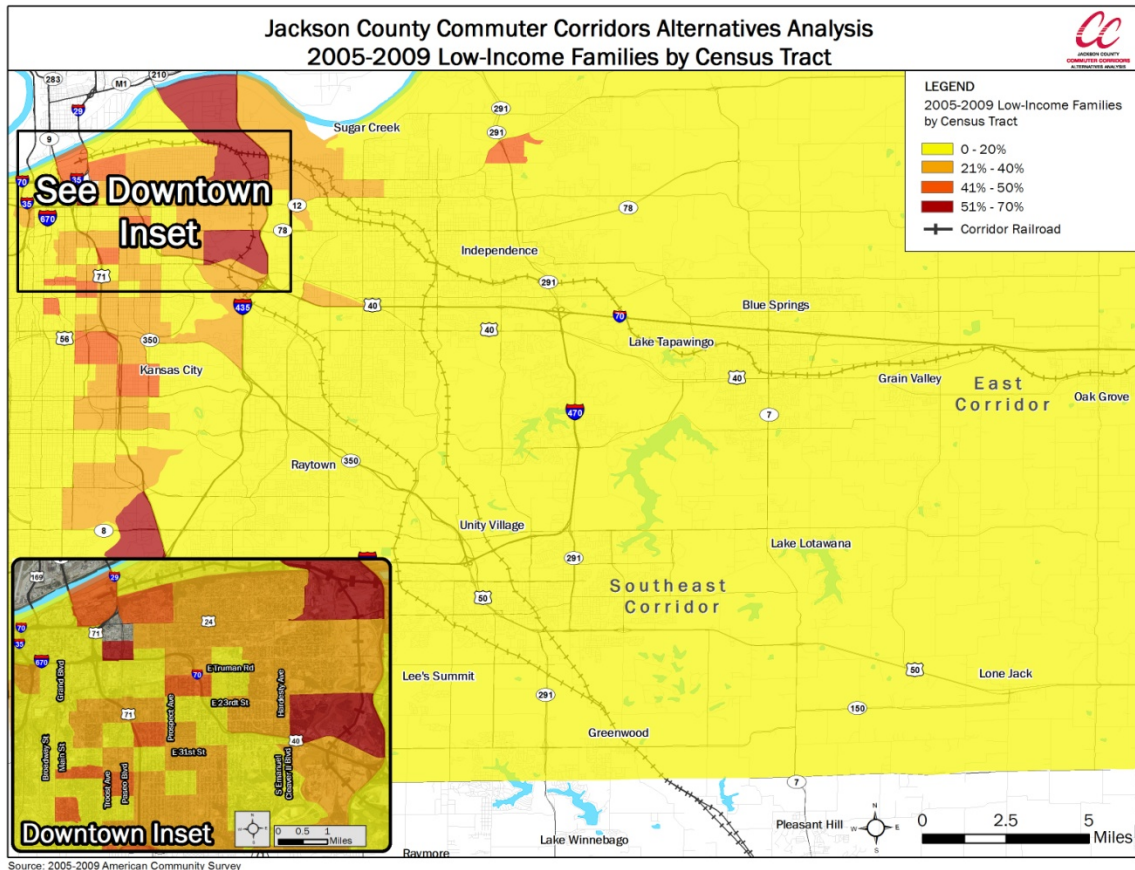
As identified earlier in this section, 2005 data shows that the majority of the reverse commute trips start in the urban core or adjacent areas and terminate in either Independence or Raytown. There are some reverse commute trips that terminate in Blue Springs and Lee’s Summit. The reverse commute market is underserved by transit in the study area.

Transit Dependent Populations

Transit mobility for the transit dependent in the study area provides a unique challenge, especially for job seekers. Transit-dependent populations include persons younger than 20 years old, older than 65 years old, living in a zero car household, or with incomes below the poverty level. Transit dependent individuals have limited local access to jobs and commerce and oftentimes must rely on transit for regular transportation to meet most of their needs. In order to enhance services for transit dependent riders, options must provide access to locations that are not currently served by the KCATA, or provide service hours that are not currently offered. Additionally, fares must be reasonable in order for those who are transit dependent to afford and seek benefit from the service improvements.

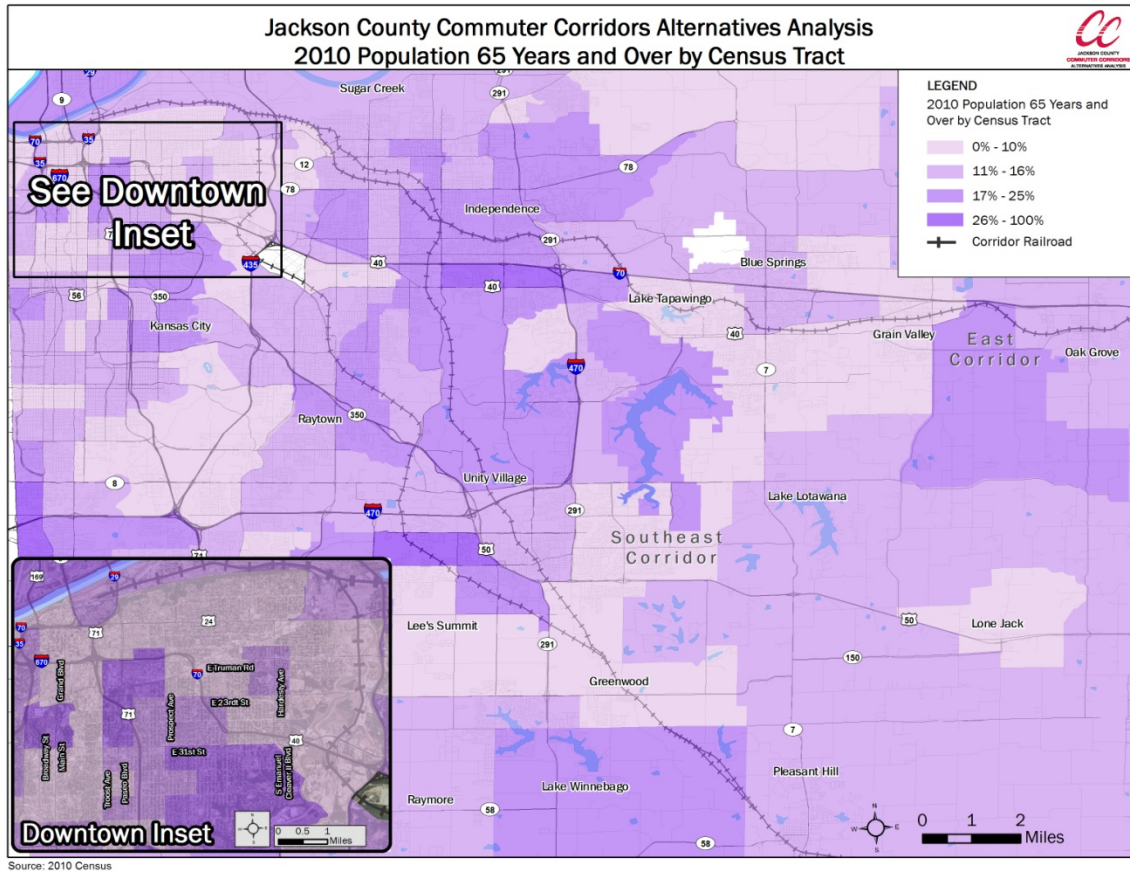
Exhibit 20 through 23 depict the percentage of these demographic groups by census tract throughout the study corridors.

Map 24: Low Income Families by Census Tract



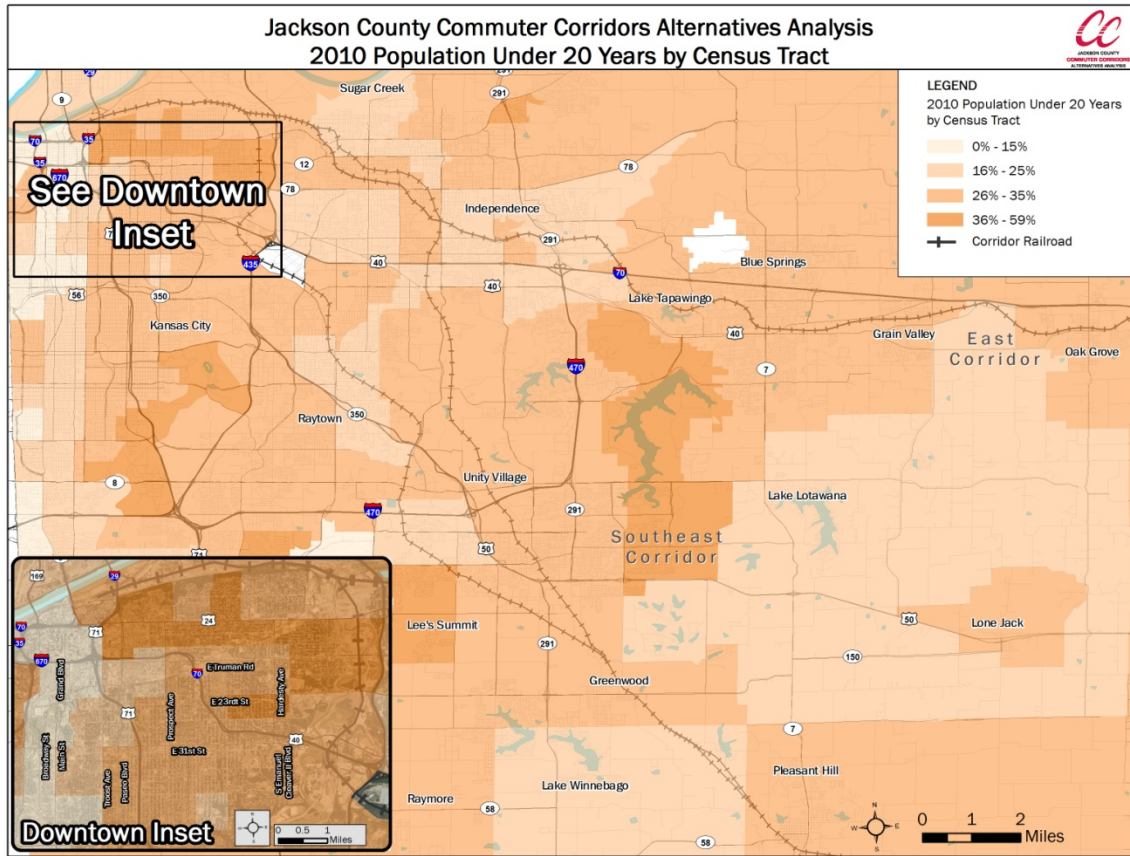
Error! Reference source not found. shows low income families by census tract. The study corridors have a substantial percentage of the population living below the poverty line, with the greatest geographic concentration generally found in neighborhoods located in downtown Kansas City and in areas immediately to the east. For the most part, the suburban areas of the corridor have 20 percent or less of the population living below poverty.

Map 25: 65 Years and Over Population



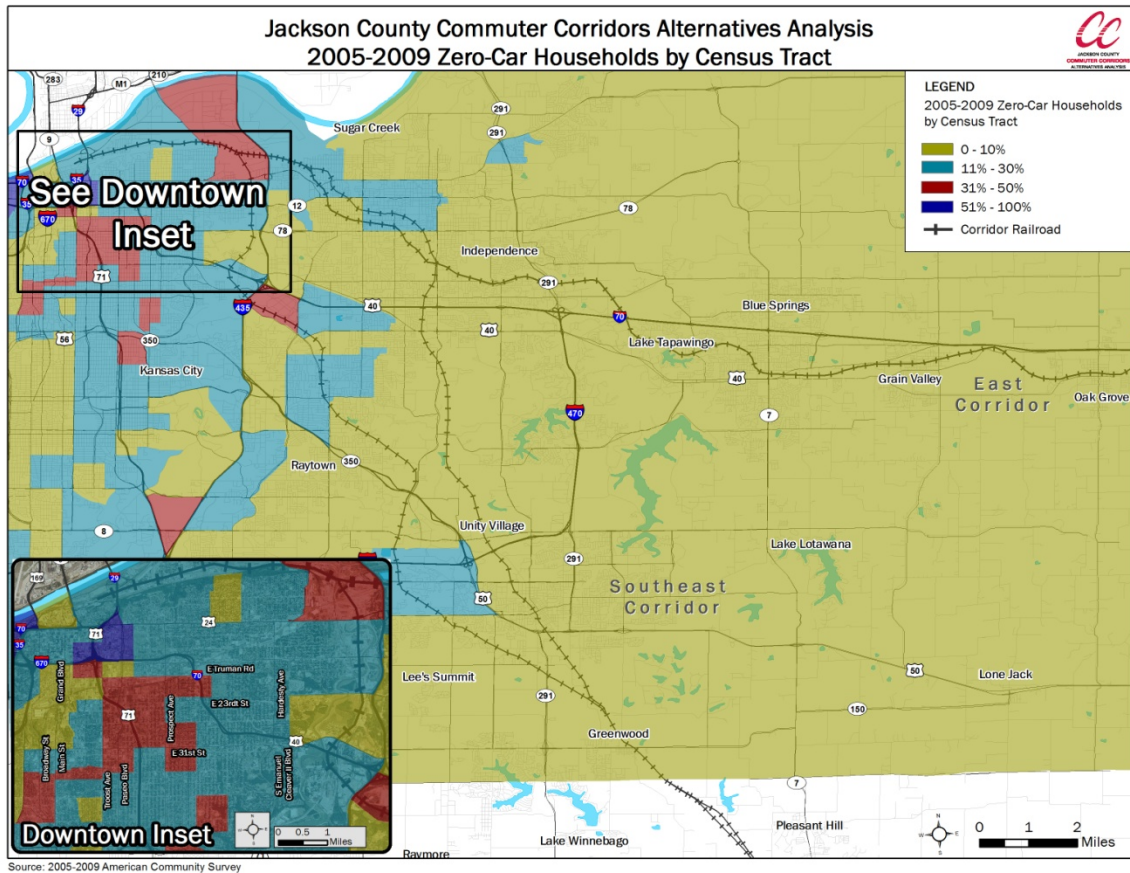
Map 25 and shows the concentration per census tract of individuals over the age of 65 and under the age of 20, respectively. Mobility for older adults and youth is also of importance in the corridors. Communities such as Independence and Raytown have high percentages of both youth and older adults – two groups who are often the most dependent on public transit. The Truman Plaza neighborhood of Kansas City has a high percentage of youth and a high percentage of low income adults.

Map 26: Population Under 20 Years by Census Tract



Error! Not a valid bookmark self-reference. shows the concentration of zero car households per census tract. The concentrations of these households are most prevalent in and adjacent to the Central Business District. There are some areas along the southeast corridor that have larger concentrations of zero car households than the other suburban areas.

Map 27: Zero Car Households by Census Tract



Special Generators

Special generators can be defined as those destinations that have travel demand that is not fully reflected in a four step travel demand model. This is because the special generator’s trip generator characteristics are dissimilar from usual daily trips – either because of the frequency of the event, the number of trips varying too much to be reflected by an average number, or the location does not have a peak travel time during the day. In this study area, there are two special generators (the Truman Sports Complex and the Sprint Center) that attract people who could benefit from enhanced transit service. Characteristics of these two special generators are described below.

- *Truman Sports Complex* The Truman Sports Complex is a sports facility located in Kansas City, Mo. The site is the location of Arrowhead Stadium, the home of the Kansas City Chiefs professional football team, and Kauffman Stadium, the home of the Kansas City Royals professional baseball team. In addition to home games for these two teams, some college sporting events are hosted at the Truman Sports Complex. The complex has parking capability for nearly 26,000 vehicles, which is generally sufficient to

meet most parking demand at the complex. Even so, traffic on I-70 and the city streets adjacent to the sports complex are extremely congested before and after sporting events. According to 1999 Season Ticket data by zip code, 4,970 season ticketholders lived in a zip code adjacent to the East corridor, 3,510 ticketholders lived in a zip code adjacent to the Southeast corridor and 4,670 ticketholders lived in a zip code adjacent to the corridor the East and Southeast corridor share (Source: TranSystems Corporation, 2000). There is also land adjacent to the sports complex that has been identified as a prime location for redevelopment.

- *Sprint Center* The Sprint Center is a 19,000 seat indoor arena located adjacent to the Power and Light District in downtown Kansas City, Missouri. The Sprint Center hosts numerous events throughout the year, including concerts, the NCAA Big 12 Men’s Basketball Tournament, and other sporting events. It is the home of the Kansas City Command, the Kansas City’s area’s arena football team. There is no identified parking specific to the Sprint Center – those attending events must park in downtown streets or parking lots or structures. One outcome of the Greater Downtown Area Master Plan is to review and analyze parking locations in the downtown area to determine if existing parking can be converted to a higher and better use. Demand for parking in downtown for special events at the Sprint Center could be reduced if an effective transit alternative were provided.

Transportation Network

The transportation system provides the means by which people get from home to work, shopping, recreational and other activities. The transportation system also serves travel to, from and within the study area. It also serves through-travel with neither an origin or a destination within the study area. This section describes the existing and planned transportation system within the study area.

Highway and Roadway System, Existing

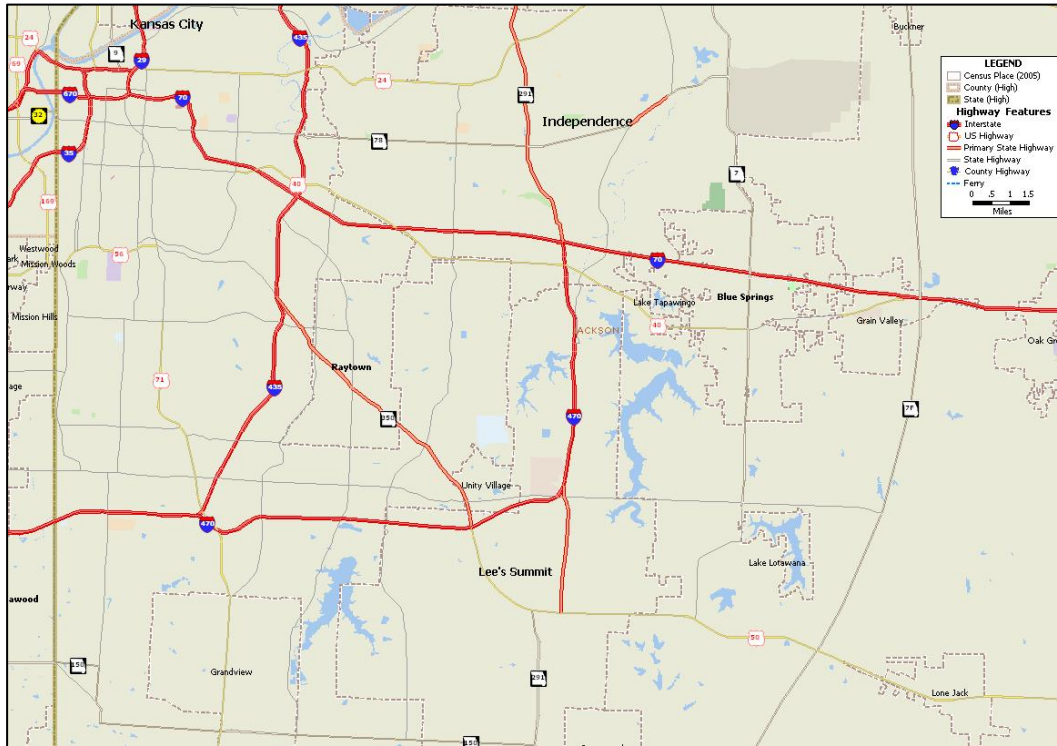
The Kansas City metropolitan area benefits from an expansive roadway network. This network serves both local and regional traffic. The main east-west Interstate through Kansas City is I-70, which bisects the heart of the Midwest and passes through the center of the East Corridor. It is a limited-access freeway that connects the Kansas City metro area and other cities to the west to central Missouri, St. Louis, and other cities to the east. Between Odessa and the SR-7 interchange it is a 4-lane facility that widens to a 6-lane roadway west into downtown Kansas City. Currently, I-70 is being studied by the Missouri Department of Transportation (MODOT) in a second tier EIS to assess capacity and congestion issues. The first tier EIS analyzed a series of potential options to reduce congestion. Included in those options were transit solutions, including light rail and bus on shoulder. Currently, the identified solution to address congestion issues is to reconfigure key interchanges that cause bottlenecks in the system and not to add capacity (additional lanes). Due to shoulder width constraints, the current facility could not have a bus on shoulder operation; at this time, all transit vehicles operating on I-70 do so in mixed traffic.

The following are other major highways that serve the study area:

- I-435 is a 6-lane circumferential Interstate highway that serves the outlying suburbs surrounding the Kansas City metro area.
- US-50 is a 4-lane highway going through the western and southern edges of Lee’s Summit, MO to the cities in the east. It has limited access and grade-separated interchanges in Lee’s Summit.
- US-40 is a 4-lane highway which parallels I-70 between Blue Springs and the I-435 and I-70 interchange. It has mostly at grade intersections but is a major east-west roadway. It goes through the northern part of the study area.

- SR-350 is a 4-lane major arterial connecting Lee’s Summit to the urban core of Kansas City. It traverses directly through the study area corridor.
- SR-7 is a 2-lane highway connecting Pleasant Hill to US-50 and I-70 to the north.

Map 28: Study Area Highway System



Highway and Roadway System, Planned

Roadway improvements programmed in *Transportation Outlook 2040* focus on improving existing facilities rather than building new ones, are primarily located within existing cities, and tend to support higher-intensity land use in the region’s identified activity centers. MoDOT in their I-70 Tiered EIS is also pursuing project aimed at fixing bottlenecks, and doesn’t not intend nor can it afford to fund projects that add capacity to I-70.

Transit System, Existing

KCATA provides a variety of transit services within the study area. The agency operates eleven line haul bus routes: five are KCATA routes and six are operated by KCATA under a contract with the City of Independence. These routes operate all day with frequent stops along the route. KCATA also operates two MetroFlex bus routes (the Lee’s Summit and Raytown Circulators), which are call ahead, general public demand response services. The Metroflex services have limited service hours and only operate within the city limits of the two cities. Additionally, KCATA offers commuter routes that serve Independence, Blue Springs and Lee’s Summit and two MAX BRT routes that offer north-south service along Main Street (connecting the CBD, Crown Center and the County Club Plaza) and along Troost south of downtown. The operating characteristics are described for each route that serves the two corridors.

Exhibit 19: KCATA Operating Characteristics

JACKSON COUNTY DEVELOPMENT PLAN

Route Type	Route #	Route Name	Days/Week	Service Span	Peak Hour Frequency	Route Information
Line Haul	24	Independence	7	4:43am - 6:48pm	10-15 minutes	operates on Winner Road and Highway 24
Commuter	24x	Independence Express	5	5:53am - 7:41am and 4:09pm - 6:11pm	2-30 minutes	operates on Truman Road
Line Haul	28	Blue Ridge	7	4:25am - 11:12pm	20 mimnutes	operates on Blue Ridge Blvd and US 40
Commuter	28x	Blue Ridge Express	5	4:41am - 8:19am and 4:16pm-6:41pm	20-30 minutes	operates on Blue Ridge Blvd and I-70
Line Haul	47	Roanoke	6	4:38am - 7:31pm	17-40 minutes	operates on 47th Street and Southwest Trafficway
MetroFlex	252	Lee's Summit Circ	5	7:30am - 5:30pm	demand response	operates within Lee's Summit city limits
MetroFlex	253	Raytown Circulator	5	6:00am - 10:00am and 2:30pm - 6:30pm	demand response	operates within Raytown city limits
Commuter	170	Blue Springs	5	5:42am-7:57am and 3:30pm-6:17pm	5-30 minutes	operates on I-70 and highway 7
Commuter	152	Lee's Summit	5	5:15am - 7:56am and 3:37pm and 6:16pm	30-40 minutes	operates on M-350
Line Haul (Independence)	183	Green Independence	6	7:36am - 5:54 pm	60 minutes	operates on Noland Road, 23rd Street and I-470
Line Haul (Independence)	284	Purple Independence	6	5:31am - 5:57pm	60 minutes	operates on Main Street and Noland Road
Line Haul (Independence)	285	Blue Independence	6	5:35am - 5:55pm	60 minutes	operates on Sterling Ave.
Line Haul (Independence)	291	Yellow Independence	6	7:39am - 5:24am	120 minutes	operates on Independence Ave.
Line Haul (Independence)	292	Orange Independence	6	7:32am - 5:55pm	60 minutes	operates on Truman Road and Independence Ave.
Line Haul (Independence)	293	Red Independence	6	8:01am - 4:57pm	120 minutes	operates on Truman Road, Lee's Summit Road and 23rd Street

Transit System, Planned

KCATA is in the process of conducting a Comprehensive Service Analysis (CSA) to determine improvements that could be made to KCATA’s existing services to improve efficiency and effectiveness. Initial study findings indicate that existing services are well-matched with transit demand. However, there are routes within the AA study area that have service inefficiencies. For example, existing service in the Independence/Truman Road portion of the study corridors shows duplication including four routes that have multiple branches and variants, three routes that partially duplicate each other in Kansas City, and two routes that duplicate Independence local routes. (Source: KCATA Comprehensive Service Analysis – presentation to KCATA Board of Directors – Nelson\Nygaard Consulting Associates, 2011) Initial recommendations from the CSA are to restructure KCATA service systemwide to reduce duplication and rider confusion and, potentially, reduce operating costs and provide faster and more frequent service during peak demand periods.

In addition to the recommendations from the CSA, transit projects within the study area that are programmed in the MARC LRTP are included in Appendix A of this document

Rail Network

Underutilized or abandoned freight rail lines in Jackson County could provide an opportunity for future passenger rail service. Though many assets owned by the Union Pacific Railroad (UPRR), the Kansas City Southern Railway (KCS) and the BNSF Railway (BNSF) are at or near capacity, many existing or out of service tracks are not at capacity.

The Union Pacific Railroad’s presence in Jackson County consists of one main east-west line (River Subdivision), two north-south lines (Sedalia and Coffeerville Subdivision) and one out-of-service line (Rock Island) each carrying 18, 27, 32, and 0 freight trains per day, respectively. The Sedalia and River Subdivisions also allow Amtrak trackage rights for one-way traffic twice daily along these lines. All of UPRR’s active freight lines are at or near capacity and do not have the accessibility for additional passenger trains, with the exception of the out-of-service Rock Island. The Rock Island line was placed out-of-service by the Chicago, Rock Island and Pacific Railroad in 1982 and later acquired by the UPRR.

The BNSF operates one line in Jackson County, the Marceline Subdivision. This line is very heavily travelled, approximately 95 trains daily, and does not have capacity to operate additional services. The BNSF begins co-operation of the Kansas City Terminal Railway (KCT) at Rock Creek Junction through the center of the Kansas City central business district. The KCT or “trench” line is near capacity with over 100 trains daily, including eight Amtrak trains arriving or departing Union Station.

The KCS assets in Jackson County include the east-west Gateway Subdivision and the north-south Pittsburg Subdivision. The Gateway Subdivision has low daily freight traffic of 5 trains per day. Though only a single track line the Gateway does have additional capacity that could be utilized for passenger service. Though the Pittsburg Subdivision has a greater freight volume, 15 trains per day, with moderate improvements to the existing infrastructure this line could be capable of passenger service. Both of these subdivisions merge near Rock Creek Junction and continue north through Airline Junction and into the KCS Knoche Rail Yard. Both of these locations are overly congested as it is and will not offer capacity to passenger service.

Other freight lines exist in Jackson County and may offer potential to passenger service. The Pixley Spur owned by UPRR is aligned just south of downtown Independence and carries two freight trains per week. The Saint Louis San Francisco Railway (SLSF), though partially abandoned is owned and operated by the KCS and the Smoky Hills Railroad group. This line runs south through Grandview and could offer capacity and an additional route through Grandview.

Transportation System Performance


An analysis of the performance of the transportation system helps to further define the need for transportation and transit improvements in the study area. This section assesses how well the system performs in terms of meeting the region’s goals and objectives.

Highway System Performance

Roadway mobility, reliability, and efficiency are typically “measured” by a rating system referred to as level of service (LOS) based on traffic volume and the capacity of the roadway (e.g., number of lanes). LOS describes the quality of traffic flow using national standards published in the *Highway Capacity Manual* (TRB 2000). LOS is reported using letter designations from A to F, where LOS A represents free traffic flow and LOS F designates the worst operating conditions (stop-and-go conditions, substantially reduced speeds, and difficulty maneuvering).

shows the LOS color convention used in the following graphics. These are based on volumes generated using the MARC base year (2005) travel demand model for the AM and PM peak hours. While the modeled output is not an exact replica of existing conditions, it does illustrate the overall peak travel conditions of the travel demand study area.

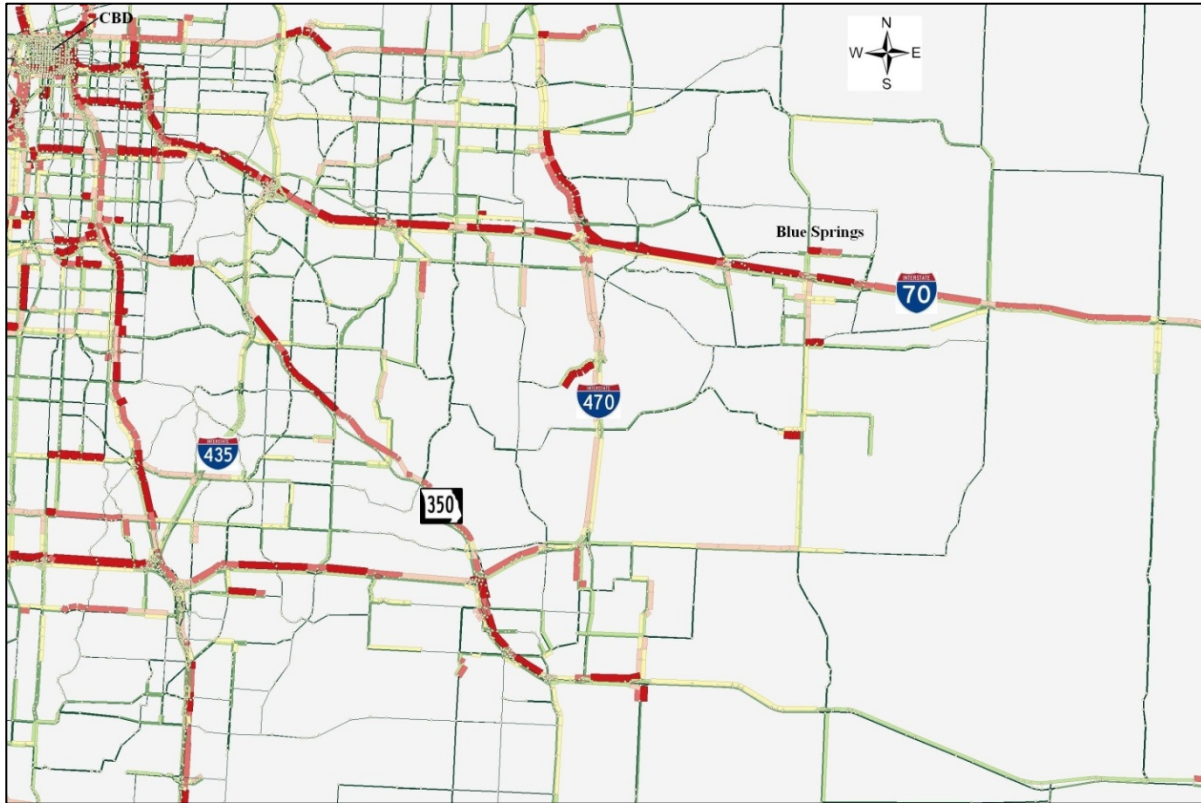
Level of Service Key

	LOS F
	LOS E
	LOS D
	LOS C
	LOS B
	LOS A
	LOS A
	LOS A

Error! Reference source not found. shows the modeled LOS levels during the AM peak period in the I-70 corridor for 2005. I-70 operates between LOS D and F in the westbound direction from

east of Blue Springs to the CBD, while the eastbound lanes operate at LOS C or better. The model shows the M-350 corridor is also congested in the AM peak in 2005. The northbound segment east of I-435 experiences LOS E and F. There is also congestion on northbound US-50 in Lee's Summit.

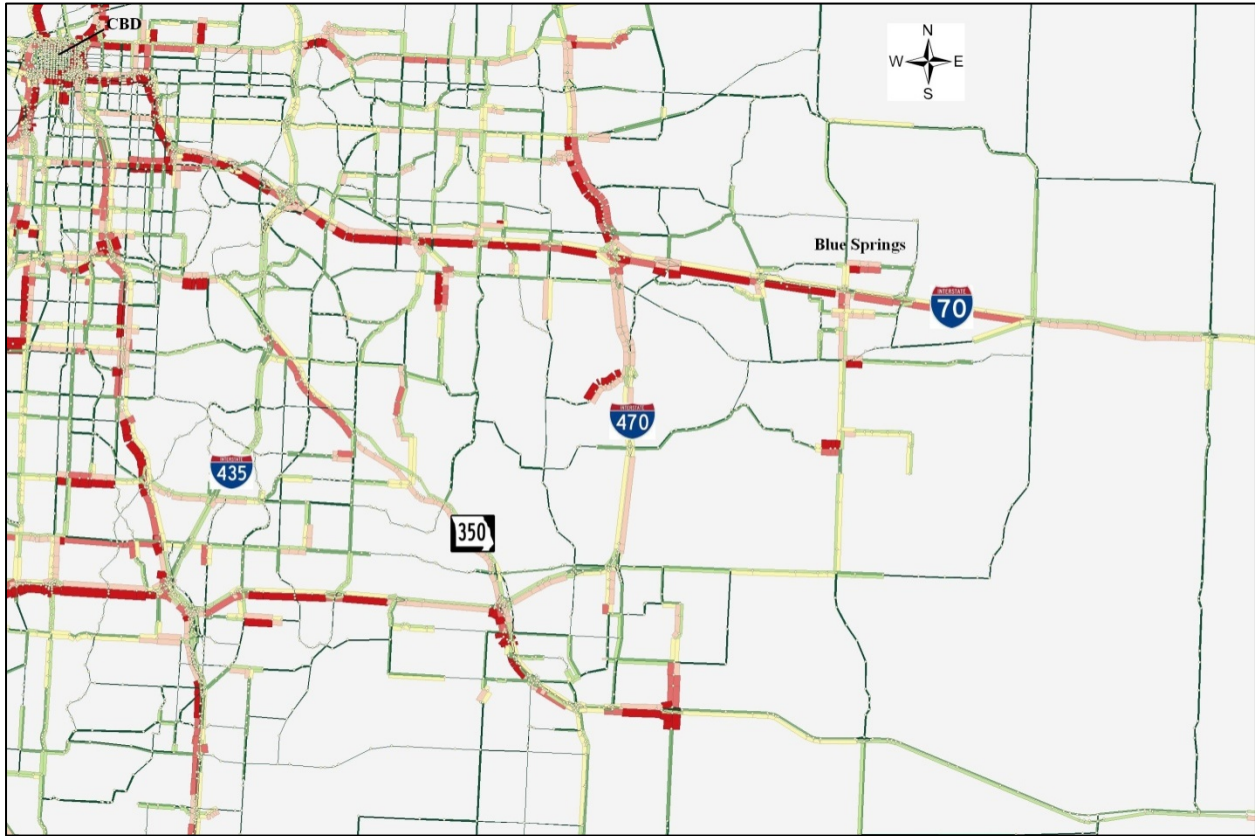
Map 29: 2005 AM Peak Modeled LOS



In the PM Peak period, the traffic on I-70 in both directions is heavy. The eastbound lanes do not have as much congestion as in the AM peak period, but the segment near I-435, between the Jackson Ave curve on the west and Noland Road on the east has LOS D. The westbound lanes consistently operate between LOS D and F from the CBD to Blue Springs, as illustrated in

In 2005, M-350 operated better in the PM peak than in the AM peak. The southbound segment east of I-435 operated at LOS E, while further south M-350 operated at LOS D. US-50 southbound had LOS E.

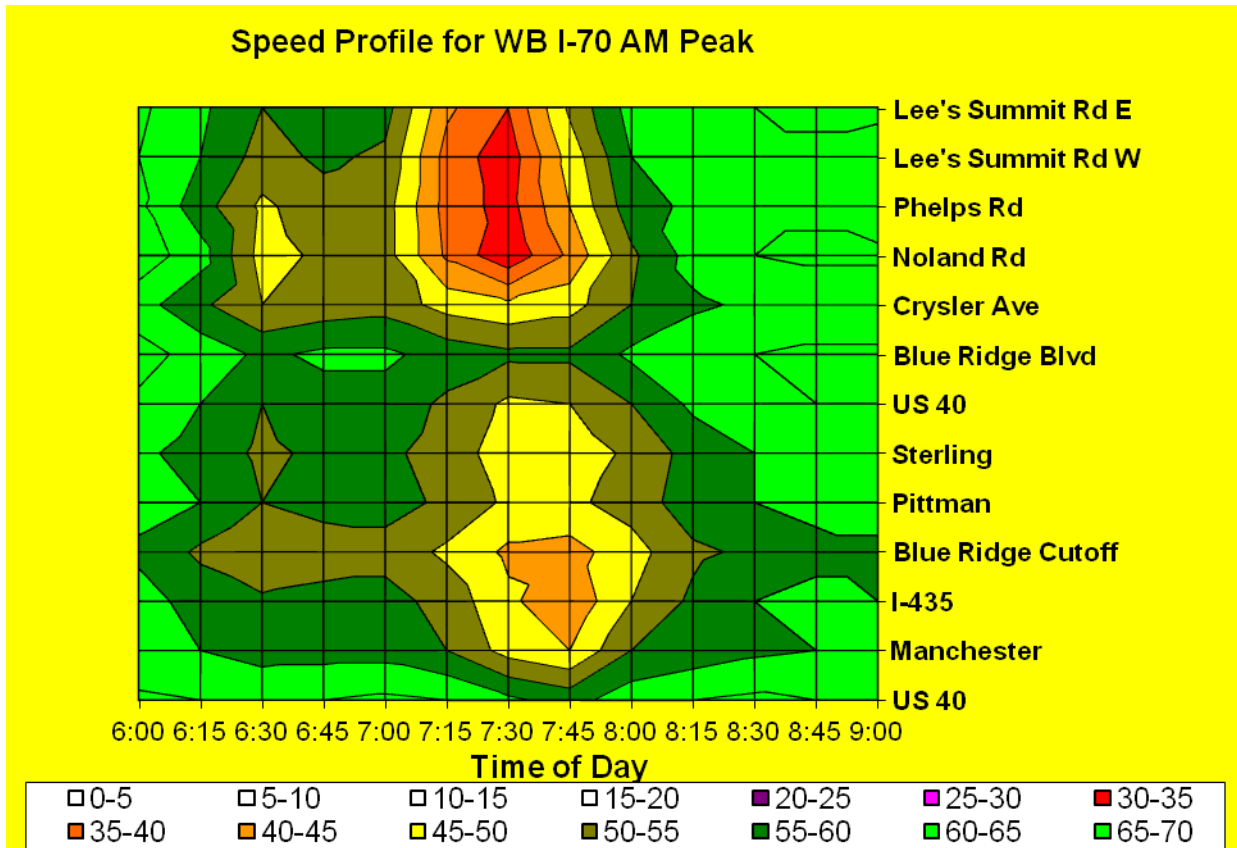
Map 30: 2005 PM Peak Modeled LOS



Observed Speeds on I-70 during the peak periods show significant slowing in both directions, particularly in the morning “peak of the peak” between 7:15 and 7:45 and afternoon “peak of the peak” between 4:45 and 5:30. This slowing shows some support for a reverse commute market.

Exhibit 28 illustrates two areas that show significant slowing on westbound I-70 during the AM peak (Source: MoDOT I-70 EIS). The first is at Noland Road in Blue Springs and the second is at the I-435 interchange.

Exhibit 20 - Speed Profile for West Bound I-70 AM Peak



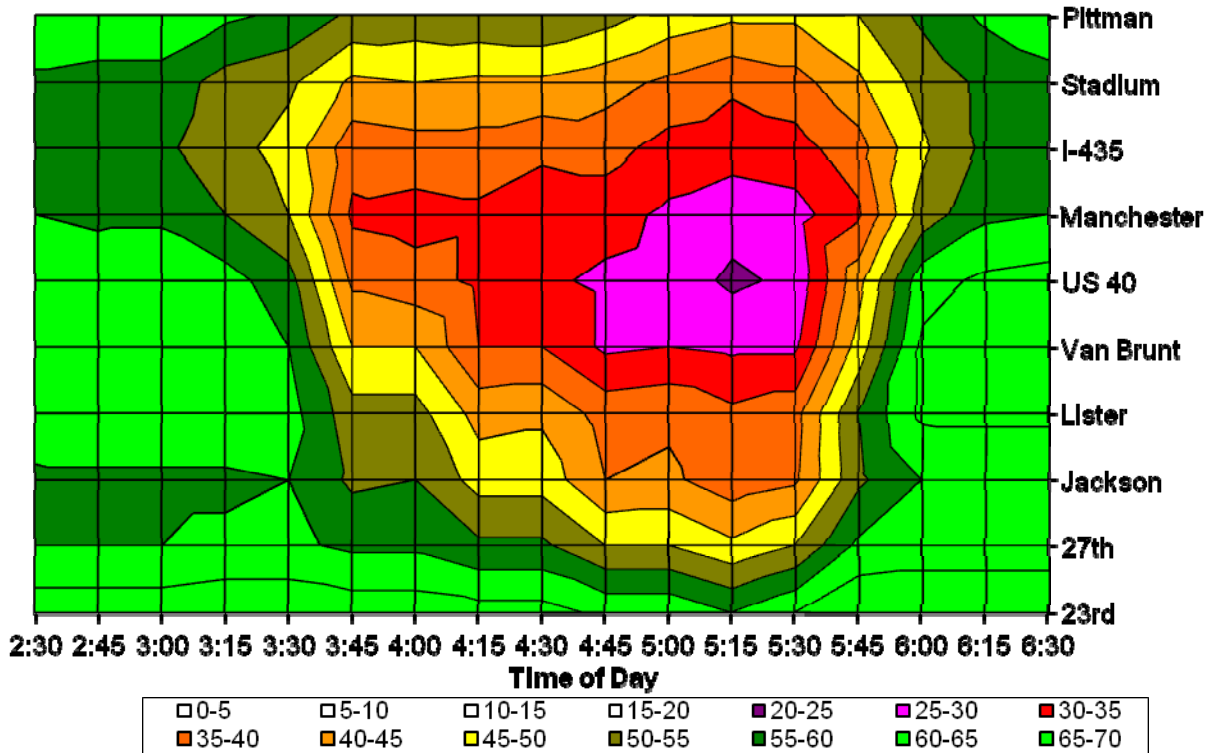
Source: MoDOT I-70 EIS

Exhibit 29 illustrates that in the PM Peak, eastbound I-70 traffic slows significantly at the I-435 interchange, causing slowing as far back as the Jackson Ave curve. The period in which I-70 is congested is much longer in the afternoon than in the morning.

Existing conditions on the highways during peak periods are congested and will continue to be congested in the future. This affects not only auto users, but also existing bus services that operate on the highway.

Exhibit 21 - Speed Profile for East Bound I-70 PM Peak

Speed Profile for EB I-70 PM Peak



Source: MoDOT I-70 EIS

Transit System Performance

The following tables and figures display the performance measurements of the bus routes within the study area by line haul / MetroFlex services, commuter route services, and routes operated within Independence.

Exhibit 22 describes performance of the KCATA line haul routes. The existing routes and service provides frequent stops and emphasizes route coverage over route directness. The result is that the line haul routes are slow and tend to be circuitous. Based on the published schedule, the 24 Independence route averages less than 11 miles per hour through the day. The 28 Blue Ridge and 47 Roanoke routes are faster – averaging 15 to 16 mph – but the 47 loops through the Plaza en route to downtown, which likely limits the attractiveness of the service to commuters into the downtown.

Exhibit 22: Line Haul / MetroFlex Performance Measurements

Route		Route Name		May 10 - May 11 Avg		Route		Route Name		May 10 - May 11 Avg		
Line Haul / MetroFlex	24	Independence	ADR	3,245.68		183	Green Independence	ADR	196.51			
			Daily Hours	118.97				Daily Hours	11.35			
			Daily Miles	1,261.00				Daily Miles	155.00			
			Miles/Hour	10.60				Miles/Hour	13.65			
			Passengers/Hour	27.28				Passengers/Hour	17.31			
			Passengers/Mile	2.57				Passengers/Mile	1.27			
			Direct Op Cost / Passenger	\$1.60				Direct Op Cost / Passenger	\$2.29			
			Direct Op Cost Recovery	44.7%				Direct Op Cost Recovery	27.7%			
		28	Blue Ridge	ADR	2,115.58		285	Blue Independence	ADR	135.35		
				Daily Hours	135.01				Daily Hours	13.03		
				Daily Miles	2,243.85				Daily Miles	159.46		
				Miles/Hour	16.62				Miles/Hour	12.24		
				Passengers/Hour	15.67				Passengers/Hour	10.40		
				Passengers/Mile	0.94				Passengers/Mile	0.85		
				Direct Op Cost / Passenger	\$3.46				Direct Op Cost / Passenger	\$3.77		
				Direct Op Cost Recovery	24.1%				Direct Op Cost Recovery	19.5%		
		47	Roanoke	ADR	1,344.00		291	Yellow Independence	ADR	87.58		
				Daily Hours	67.73				Daily Hours	6.48		
				Daily Miles	1,027.00				Daily Miles	82.85		
				Miles/Hour	15.16				Miles/Hour	12.79		
				Passengers/Hour	19.84				Passengers/Hour	13.53		
				Passengers/Mile	1.31				Passengers/Mile	1.08		
				Direct Op Cost / Passenger	\$2.05				Direct Op Cost / Passenger	\$2.94		
				Direct Op Cost Recovery	36.4%				Direct Op Cost Recovery	28.3%		
	252	Lee's Summit Circ	ADR	28.48		292	Orange Independence	ADR	98.17			
			Daily Hours	17.55				Daily Hours	11.24			
			Daily Miles	201.38				Daily Miles	113.00			
			Miles/Hour	11.47				Miles/Hour	10.05			
			Passengers/Hour	1.62				Passengers/Hour	8.73			
			Passengers/Mile	0.14				Passengers/Mile	0.87			
			Direct Op Cost / Passenger	\$17.44				Direct Op Cost / Passenger	\$4.10			
			Direct Op Cost Recovery	4.5%				Direct Op Cost Recovery	16.0%			
	253	Raytown Circulator	ADR	83.23		293	Red Independence	ADR	108.20			
			Daily Hours	26.09				Daily Hours	7.07			
			Daily Miles	351.12				Daily Miles	139.77			
			Miles/Hour	13.46				Miles/Hour	19.78			
			Passengers/Hour	3.29				Passengers/Hour	15.30			
			Passengers/Mile	0.24				Passengers/Mile	0.81			
			Direct Op Cost / Passenger	\$8.96				Direct Op Cost / Passenger	\$2.98			
			Direct Op Cost Recovery	9.0%				Direct Op Cost Recovery	25.2%			

The line haul routes serving the study area attract far more riders than the commuter routes, with 24 Independence being the most productive with an Average Daily Ridership (ADR) of more than 3,000 daily trips. The 28 Blue Ridge attracts over 2,000 daily trips and the 47 Roanoke attracts 1,500. With very limited service, commuter routes attract far fewer riders - 170 Blue Springs attracts about 260 daily trips and 152 Lee's Summit around 215.

Exhibit 23 provides performance information on the commuter routes.

Exhibit 23: Commuter Routes Performance Characteristics

Commuter Routes	Route	Route Name	May 10 - May 11 Avg	
	170	Blue Springs	ADR	258.49
			Daily Hours	16.56
			Daily Miles	365.00
			Miles/Hour	22.04
			Passengers/Hour	15.61
			Passengers/Mile	0.71
			Direct Op Cost / Passenger	3.40
			Direct Op Cost Recovery	0.50
	152	Lee's Summit	ADR	215.99
		Daily Hours	14.33	
		Daily Miles	341.00	
		Miles/Hour	23.80	
		Passengers/Hour	15.08	
		Passengers/Mile	0.63	
		Direct Op Cost / Passenger	\$3.62	
		Direct Op Cost Recovery	46.7%	

Source: Kansas City Area Transportation Authority

The commuter routes are more direct and faster, with scheduled speeds averaging 22 to 24 mph. Even with a faster pace, the trips are still very long. For example, a trip on the 170 Blue Springs route from White Oak Plaza to downtown is scheduled to take 80 minutes. A trip on the 152 Lee’s Summit route from SR350/Chipman Road to Pershing and Grand downtown is scheduled to take an hour.

Routes 28, 28 express, and 170 express operate on I-70 for portions of their service. Route 152 express runs on MO-350, I-435 and I-70. Any additional congestion on these highways would affect the speed and reliability of transit service.

Error! Reference source not found. compares AM peak travel times from the MARC base year (2005) travel demand model against the scheduled transit times for the existing commuter routes in the study area. This table shows only in-vehicle time and does not include access and egress times for the transit route, so the total transit travel time is likely to be longer than shown in the table.

Exhibit 24: Transit Time Competitiveness

To CBD	AM Peak Model Time (Minutes)	Auto		Transit AM Peak Schedule Time (Minutes)	Comparison Auto Time - Transit Time	Notes
		Distance (Miles)	Speed (MPH)			
Independence	20	11	33	26	-6	Route 24 Express from Independence Metro Center to 13th/Holmes
Raytown	18	12	41	35	-17	Route 152 Express from M-350 to 10th/Main

To CBD	Auto			Transit AM Peak Schedule Time (Minutes)	Comparison Auto Time - Transit Time	Notes
	AM Peak Model Time (Minutes)	Distance (Miles)	Speed (MPH)			
From						
Lee's Summit	30	21	42	47	-17	Route 152 Express from Lee's Summit to 10th/Main
Blue Springs	35	25	44	58	-23	Route 170 Express from Blue Springs to 11th/Grand

Performance data shows that the line haul services in Independence have similar average speeds to the other KCATA line haul routes. As mentioned earlier in the report, KCATA is working on a CSA to identify service improvements. One of the preliminary findings of the CSA is that redundancy exists between the Independence routes. Implementation efforts associated with the CSA should improve performance on these routes.

Other Commuter Corridor Issues

Environment

The Kansas City metropolitan area is currently designated as an attainment area for one-hour and eight-hour air quality standards but has in the past been designated as a maintenance area. In addition, the Environmental Protection Agency (EPA) strengthened the national air quality standards for ground-level ozone in 2008 and is expected to designate the Kansas City region as a nonattainment area after the agency issues more stringent eight-hour standards in 2011. Although not currently required to develop a maintenance plan, local government officials, business leaders, and community group representatives have committed themselves to a serious effort to reduce emissions voluntarily. As noted in the 2011 Clean Air Action Plan, implementing land use policies that foster sustainable growth and development and emphasizing development on a truly multi-modal system that reduces reliance on the automobile and transportation-related greenhouse gas emissions is critical for the region to meet its air quality goals. An improved transit system would support maintaining environmental standards.

Daily vehicle miles traveled (VMT) is one measure that can be used as an indicator of vehicle emissions – as VMT increases, there is generally increased congestion and decreased vehicle speeds, both of which can result in higher vehicle emissions. Regionally, daily VMT has increased more than 13 percent since 1995 and daily VMT per capita has increased 32 percent since 1989. However, recent trends indicate a decline in daily VMT, likely attributable to rising gas prices that resulted in less travel in 2008. Transportation Outlook 2040, Performance Measures, Progress Report Summary, June 2011.

Service to Transit Dependent Populations

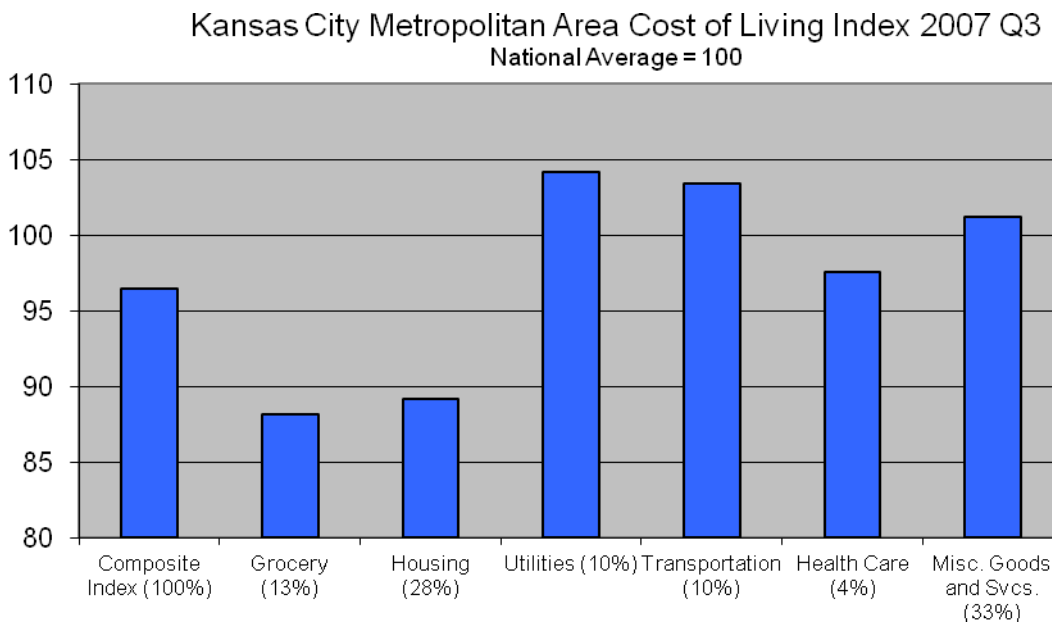
The study area is largely characterized by low-density, auto-centric, and sprawling development. Serving this sprawling region with transit is challenging. In a recent Brookings Institute report titled “Missed Opportunity: Transit and Jobs in Metropolitan America,” ranked metropolitan areas based on the availability of transit to take people to jobs. The Kansas City region was rated 90 out of 100 metro areas for metropolitan area wide transit coverage and access to jobs by public transit. While the report found that the urban core was well served by transit, service outside of Kansas City, Mo was seen to be limited, especially for those who live in the urban core and work or seek to work elsewhere in Jackson County. Between 2000 and 2010 alone, the population living

within ¼ mile of fixed-route transit decreased by just over 5 percent. (Source: Transportation Outlook 2040, Performance Measures, Progress Report Summary, June 2011). The number of elderly persons is projected to increase and recent census data indicates that the number of person classified as low income has also increased between the years 2000 and 2010. An improved transit system would serve this increasing population segment.

Cost of Driving

While the Kansas City metropolitan area is generally an affordable place to live, with housing costs 10.8 percent lower than the national average, savings in housing are off-set by the higher cost of personal transportation in the region. Transportation costs, which nationally are around 10 percent of cost of living, are higher than the national average in the Kansas City metropolitan area (Source: Mid-America Regional Council, KCEconomy.com, 2011). **Error! Reference source not found.** shows the breakdown of the Cost of Living index for the Kansas City Metropolitan Area. One explanation for the high cost of transportation is the distance between a person’s home and their place of business. For most residents of the Kansas City metropolitan area, driving a personal vehicle is the only available option for regional mobility, if they can afford it. Given the high concentration of persons living below poverty and not owning cars, transportation costs are likely a high burden for residents of the study corridors. An improved transit system would provide an option for persons to reduce transportation costs.

Exhibit 25: KC Metro Area Cost of Living



Source: KCEconomy.com, Mid-America Regional Council

Addressing Land Use and Transportation Need

The KC Metro area is largely characterized by low-density, auto-centric, and sprawling development. Serving this sprawling region with transit is challenging. In a recent Brookings Institute report titled “Missed Opportunity: Transit and Jobs in Metropolitan America,” ranked metropolitan areas based on the availability of transit to take people to jobs. The Kansas City region was rated 90 out of 100 metro areas for metropolitan area wide transit coverage and access to jobs by public transit. While the report found that the urban core was well served by

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The Kansas City Metropolitan Area is not as densely populated as some of its eastern and western counterparts. This is largely because the city does not have natural boundaries or policies that can restrain outward growth or mitigate decentralization and urban sprawl. Similar to other American cities, the decline of streetcars, rise of the automobile, and advent of the Interstate Highway System resulted in decentralization and a sprawling, automobile-oriented landscape. Currently, the Kansas City Metropolitan Area has one of the highest ratios of freeway lane miles per capita in the United States. The corollary to the suburban growth and decentralization of urban areas is the high consumption of land in the Kansas City region relative to the population growth. In the 1980s and 1990s the region converted nearly 200 square miles of open lands to new suburban uses, more than double its rate of population growth.

Regional planning efforts recognize that continuing this growth pattern is unsustainable due to the financial strain of providing new infrastructure to an ever expanding urban area as well as the ensuing degradation of the natural environment. For example, MARC forecasts indicate that if current growth patterns continue, 275 square miles of additional “greenfields” will be developed raising infrastructure development and maintenance costs to \$8.8 billion. Curbing this trend by focusing growth along existing centers and corridors will reduce new land consumption by 43 percent and save the region an estimated \$2.1 billion in infrastructure costs. (Source: Transportation Outlook 2040, Adopted Forecasts, Mid-America Regional Council). Conventional bus service will not influence land use and development patterns to the extent needed to help reverse the dominant growth trends in the study area. The region is currently developing policies and plans that set a framework for more sustainable growth, but an investment in a transit option that has demonstrated ability to influence compact growth patterns and stimulate economic development is critical for the region to realize these objectives. Land use and economic development needs center on supporting these regional planning efforts.

Need to increase competitiveness of transit service relative to the automobile.

The travel experience provided by transit does not compete with automobile travel. Travel times of the current transit system do not present an attractive alternative to the automobile. As is characteristic of conventional bus service, KCATA’s current line-haul routes have frequent, closely spaced stops that contribute to longer end-to-end travel times and limit the maximum operating speeds of buses. Further, circuitous routing through commercial and residential centers in some cases also increase travel times and makes traveling by bus less efficient than automobile for many trip-making purposes. Existing commuter services in the study area from Independence, Raytown, Lee’s Summit, and Blue Springs to the CBD, on average, are 15 minutes longer than comparable trips on auto. In addition, travel by transit within these travel corridors are limited by infrequent service, difficult access to the service, limited route coverage and limited distribution to destinations. Service span and frequency to many of the existing suburban communities is limited to a few transit trips during the peak periods. Local data shows that a high percentage of existing transit riders are from transit-dependent groups – 67 percent of riders in 2005 were from low-income groups and 47 percent were from zero-car households. Medium and higher income groups comprise a much lower share of existing transit riders, indicating that when given a choice, riders tend to choose auto over transit. Accommodating increased demand on the transportation system through 2035 will require developing transit alternatives that can attract riders who could otherwise drive.

Need to improve reliability of the current transit system as roadway congestion increases.

Existing KCATA service operates in mixed-traffic and service reliability is thus subject to prevailing roadway conditions. As indicated by previous studies summarized in the Study Context chapter as well as the data presented in the existing and future conditions chapter of this report, congestion is expected to worsen on the key roadways within the highway network. For example, I-70 and I-435 are currently experience LOS D and worse in both the AM and PM peak periods in both directions through 2035 and conditions are expected to further decline through 2035. This will directly impact the reliability of existing commuter routes 28x, 170, and 152. Currently, KCATA is able to improve on-time performance by scheduling extra time in the schedules for delays. However, this presents another challenge for service reliability – buses running ahead of schedule in uncongested conditions due to the padded timetables. Still, given the anticipated demand on the roadway network, adding time to bus schedules will become more difficult over the next 25 to 30 years. The reliability and competitiveness of bus-based transit travel in the region is likely to decline.

With congested roadways, it may be more cost-effective to increase person through-put by increasing transit capacity rather than road capacity. With increases in employment projected for areas outside the Kansas City CBD and core area, there is an increasing need to enhance mobility for the largely underserved reverse commute market as well as the high concentration of transit-dependent populations. The reverse commute market is largely underserved by existing fixed-route transit service. Continued proliferation of employment and educational opportunities in suburban locations will make it increasingly important for the study corridors to offer reverse commuting options for a variety of trip types. This becomes particularly important for transit-dependent populations, which are primarily concentrated in the western portion of the study area. Accessing employment opportunities in the eastern half of the study area is challenging as the existing service is better aligned to serve the traditional commuter pattern. Expanding the capability to make these trips will help the region achieve more balance and make trip making easier for low income residents, job seekers, students and others.

Need to support local planning initiatives and land use strategies that aim to strengthen communities, foster economic development, and fulfill long range growth goals.

The East and Southeast corridors under study in this AA are the focus of several transportation and land use planning efforts. Transportation plans seek to develop an integrated transit system that maximizes use of available resources and provides sustainable alternatives to increasingly congested roadways. Future land use plans in the region generally allow for greater densities to take place in specific areas that are targeted for mixed use redevelopment. Some plans, such as those for the downtowns in Kansas City (MO), Blue Springs and Raytown, specifically identify how future transit enhancements would support redevelopment. Existing plans and ongoing planning efforts need improved public transportation services as a means to achieving the long range growth and development patterns.

Need for improved connectivity to existing and emerging activity centers as well as redevelopment sites.

Regional planning initiatives aimed at development or redevelopment of activity centers and corridors and using transit oriented development strategies benefit from enhanced transit to catalyze future economic growth and maximize public investment. The MARC 2040 plan specifically outlines improving access to jobs, education centers, shopping and entertainment and improving connectivity between activity centers and existing transportation resources as objectives for improving accessibility and economic vitality. The current system does not provide connections to all centers, nor does it connect enough the origins and destinations in the study corridors. Activity centers that are in close proximity to the CBD are located near existing bus routes, but the local conventional bus services will likely not be enough to catalyze redevelopment of these centers. Improved

transit service can guide development and provide connectivity to activity centers located in these two study corridors.

In addition, the nature of the travel demand for the study corridors and the locations of key activity centers are changing. As shown by travel demand patterns presented in this report, key employment and other type of activity centers are no longer concentrated solely in downtown Kansas City but extend eastward into such areas as Independence and Raytown. An analysis of travel demand recently commissioned by MARC found that by 2030 population growth is expected to continue in TAZ's further from the central core of the city. In addition, MARC and its sponsor communities have identified activity centers in both corridors where redevelopment should be focused in order to be consistent with the MARC 2040 Regional Forecast. These target areas expand into burgeoning communities such as Lee's Summit and Pleasant Hill. Outside of downtown, the current transit system offers limited, although fairly heavily used peak period express bus options. These peak services, however, tend to focus on the traditional commute patterns that bring people from suburban areas into downtown Kansas City with limited service to intermediate destinations. Improved connectivity between activity centers and redevelopment sites is critical for realizing long-term economic development goals.

Need to improve the region's air quality and foster environmentally sensitive travel alternatives.

The Kansas City metropolitan area is currently designated as an attainment area for one-hour and eight-hour air quality standards but has in the past been designated as a maintenance area. In addition, the Environmental Protection Agency (EPA) strengthened the national air quality standards for ground-level ozone in 2008 and is expected to designate the Kansas City region as a nonattainment area after the agency issues more stringent eight-hour standards in 2011. Although not currently required to develop a maintenance plan, local government officials, business leaders, and community group representatives have committed themselves to a serious effort to reduce emissions voluntarily. As noted in the 2011 Clean Air Action Plan, implementing land use policies that foster sustainable growth and development and emphasizing development on a truly multi-modal system that reduces reliance on the automobile and transportation-related greenhouse gas emissions is critical for the region to meet its air quality goals.

Daily vehicle miles traveled (VMT) is one measure that can be used as an indicator of vehicle emissions – as VMT increases, there is generally increased congestion and decreased vehicle speeds, both of which can result in higher vehicle emissions. Regionally, daily VMT has increased more than 13 percent since 1995 and daily VMT per capita has increased 32 percent since 1989. However, recent trends indicate a decline in daily VMT, likely attributable to rising gas prices that resulted in less travel in 2008. (Source: Transportation Outlook 2040, Performance Measures, Progress Report Summary, June 2011) Still, declining air quality will continue to be an issue if viable transit alternatives are not developed and the study area levels of congestion and decreased speeds shown in the Existing and Future Conditions chapter continue to worsen. The promotion and enhancement of regional transit is needed as a method for improving the region's air quality and fostering environmentally sensitive travel alternatives.

Goals and Policies

TS Goal 1: Maintain a Countywide Transportation Network that provides for safe and expedient travel throughout the County, meeting the diverse needs of residents, businesses and visitors.

- TS Policy 1.1 Jackson County shall support efforts to enhance the Kansas City metropolitan area's role and image as a regional transportation hub.
- TS Policy 1.2 The County shall maintain a network of streets that effectively serves all County residents. **Exhibit 10** describes the hierarchy of these streets in the County's network.
 - In Urban Service Areas where adjacent cities have established classifications for these roadways, the higher classification of the City or County classification shall apply.
 - In other unincorporated areas, the rural county classification shall apply.
- TS Policy 1.3 The County should use **Exhibit 10** as a guide to identify the locations where County resources may be used to construct or maintain each class of street.
- TS Policy 1.4 **Maps 8A and 8B** illustrate the locations of existing and planned urban and rural arterials and rural major collectors throughout the County. The County should periodically update this major street plan to identify existing and proposed major streets and to identify local priorities for the use of State and Federal funds.
- TS Policy 1.5 **Maps 9A and 9B** illustrate the classifications of roads in unincorporated Jackson County. All existing streets that are not illustrated in this exhibit shall be considered minor collector or local streets. The County shall classify all new streets based on their future function.
- TS Policy 1.6 The County should update **Maps 9A and 9B** periodically to reflect the changing use of existing roads, the construction of new roadways and proposed road segments.
- TS Policy 1.7 **Exhibit 11** includes recommended design standards for each classification of roadway. The County shall implement these standards through its development regulations and capital improvement projects. In Urban Service Areas where adjacent cities have established design standards for these roadways, the higher standard of the City or County shall apply. In other unincorporated areas, the rural county standards shall apply.
- TS Policy 1.8 The County should maintain current information about the use, level of service and condition of all County transportation facilities. This information shall be used to prioritize County road and bridge improvements.
- TS Policy 1.9 The County should endeavor to maintain a Level of Service (LOS) of C or better on all County roads. Arterial streets may operate at LOS D during peak hours. **Exhibit 12** defines levels of service. In Urban Service Areas where adjacent cities have established level of service standards for these roadways, the higher standard of the City or County shall apply. In other unincorporated areas, the rural county standard shall apply.
- TS Policy 1.10 The County shall maintain a five-year transportation capital improvements program (CIP) which is updated on an annual basis. The CIP should prioritize, phase, and schedule transportation system improvements in accordance with Development Plan policies and the County's ability to fund such improvements.
- TS Policy 1.11 The County should continue to refine its pavement management system and include status reports in the annual CIP updates.

TS Policy 1.12 The County shall establish a geographic information system linking its road mapping program with the pavement management system.

TS Policy 1.13 When evaluating alternatives for maintenance of existing roadways or pavement of new roadways, the County should consider the function of the road, maintenance costs, rideability, noise and dust levels in addition to the initial capital cost.

TS Goal 2: Create a logical and cost-effective transportation system through coordinated transportation planning with other public agencies, including cities, MARC and the State.

TS Policy 2.1 Jackson County should regularly update the arterial plan shown in **Maps 9A** and **9B** in cooperation with local jurisdictions and the Mid-America Regional Council (MARC).

TS Policy 2.2 Jackson County shall coordinate its street design standards for urban and suburban areas with the standards adopted by cities and towns within and adjacent to the County to ensure compatibility.

TS Policy 2.3 **Map 8A** and **8B** illustrates the existing County Urban Road System (CURS). The County should periodically update this exhibit after receiving input from affected jurisdictions. CURS segments should create a Countywide network of arterial streets that provides expedient access between communities and urban centers. Inclusion of collector streets as CURS segments may be considered if the Director of Public Works finds that the collector provides a key transportation linkage.

TS Policy 2.4 Jackson County may disburse CURS funding to improve key transportation corridors as identified in the County’s transportation plan.

TS Policy 2.5 CURS funding shall be used on transportation projects that serve regional needs.

TS Policy 2.6 Cities without CURS routes may be allowed to use their CURS disbursements on maintenance and other transportation needs.

TS Policy 2.7 The County should solicit input from affected jurisdictions during the planning phase of major capital improvements projects. The County shall keep affected jurisdictions informed of planned construction schedules.

TS Policy 2.8 The County should support local and regional transportation demand management efforts through active participation in regional transportation demand efforts. The County shall develop and implement a model transportation demand management program for County employees and provide information to help other employers develop appropriate strategies for their businesses.

TS Policy 2.9 Encourage public-private partnerships that establish a framework for developing partnerships with private developers on joint development projects where developers acquire, use, or modify Government property and stations.

TS Goal 3: Coordinate transportation improvements with planned development, transit-oriented development, commuter corridors and other public facilities.

TS Policy 3.1 Jackson County shall require traffic impact analysis for development projects with the potential to generate high volumes of traffic, increase traffic on already congested roadways, disrupt the flow of traffic on arterial streets, increase traffic through existing neighborhoods or

developments of regional impact. The County's development regulations should implement this policy and include guidelines for the mitigation of adverse impacts.

- TS Policy 3.2 The County will foster relationships with local jurisdictions, regional agencies, private developers, local residents and businesses, and other stakeholders to support transit station area planning and TOD.
- TS Policy 3.3 The County should use the development review and approval process to ensure that road improvements and rights-of-way are adequate to serve planned land uses and are consistent with Development Plan, development regulations and construction standards.
- TS Policy 3.4 Consider TOD as an opportunity to increase the value of publicly-owned land near stations.
- TS Policy 3.5 Promote station area plans and land use policies that:
- Encourage the use of rail transit in order to decrease the dependency upon the automobile for work and non work trips.
 - Encourage intensive, high quality development oriented towards transit on and around station properties,
 - Enhance the value of land,
 - Encourage direct connections to stations from surrounding development in order to promote pedestrian and non-motorized access.
- TS Policy 3.6 Station stops should maintain the character of, and be complementary to, adjacent residential areas.
- The location of the station and the function of the proposed station shall dictate development policy in the area of influence.
 - Density and intensity ranges for land development shall reflect the intent of the station type, expected population growth and market conditions.
 - Land uses adjacent to the station stop but outside the defined area of influence of the station stop shall be considered for complementary and accessory uses to the station stop if such uses are non-disruptive to the prevailing and stable character of the area.
- TS Policy 3.7 For residential subdivisions of more than three lots and for all non-residential projects, prior to approval, a conceptual minor collector street network should be developed within the area bounded by arterials/major collectors and approved by staff. The minor collector street concept shall consider how access to all properties within the area will be provided, whether via the minor collector or major streets, consistent with long term development plans for the area and access management policies. Provisions for future connections between properties and developments should be considered.
- TS Policy 3.8 On-site local and collector streets shall be constructed by developers in accordance with County regulations and standards. The County may also require the construction of off-site streets needed to provide adequate access to a development.
- TS Policy 3.9 The County should limit commercial and other uses that generate high volumes of traffic to locations where the use will not significantly increase traffic through residential neighborhoods.
- TS Policy 3.10 Residential neighborhoods shall be designed to minimize through traffic on local streets.
- TS Policy 3.11 The County should develop buffering standards for residential projects that abut arterial streets to minimize the impacts of traffic on project residents.

- TS Policy 3.12 The County shall update priorities for road improvements based on LOS data from current traffic count studies and use the table to guide capital improvements programming.
- TS Policy 3.13 Maintain standards that promote the smooth flow of traffic and minimize the impacts of individual developments on the safe and efficient function of roads.
- TS Policy 3.14 Access to residential lots shall be provided from local streets or, where no access to a local street is practical, a collector street. If appropriately designed, a private access to a multi-family project may directly access an arterial street.
- TS Policy 3.15 The County shall ensure that each development project has adequate emergency access, provides safe ingress and egress, and minimizes adverse impacts on the function of adjacent collector and arterial roadways.
- TS Policy 3.16 Except as specifically approved by the County for a multi-use facility, all development shall provide adequate on-site parking for normal operations. Parking space requirements shall be based on average day peak demands. This policy shall be implemented through specific provisions of Jackson County's development regulations.
- TS Goal 4: Make the best use of all available sources of funding for the County-wide arterial network.**
- TS Policy 4.1 Jackson County shall actively participate in MARC transportation committees to seek State and Federal funding for high priority projects throughout the County.
- TS Policy 4.2 The County should monitor State highway improvements plans and funding programs and recommend improvements which maximize benefits to the County-wide road system.
- TS Policy 4.3 The County should finance its road system through an equitable and efficient combination of taxes, fees and exactions. The County shall evaluate the potential use of road districts, fees and other financing mechanisms that equitably assign the costs of road construction and maintenance on those who benefit.
- TS Policy 4.4 The County shall determine the developer's share of on-site arterial street improvement costs on a pro-rata basis. This share and the funding arrangements for proposed road improvements shall be established at the time of plat approval, or, if subdivision is not required, prior to issuance of a development permit.
- TS Policy 4.5 The developer of a site with a planned arterial that is not listed in the County's CIP may fund the entire cost of the roadway or enter into a development agreement describing the developer's contribution to the project, the project's phasing, and the method for reimbursement of excess capacity, if any.
- TS Policy 4.6 The costs of off-site roadway improvements required to serve a given parcel shall be borne by the developer of that parcel unless they are scheduled within the County's capital improvements program (CIP) or secured by another development. The County's development regulations shall specify procedures for reimbursement of costs for off-site roadway construction.
- TS Goal 5: Improve access to public transportation throughout the County.**
- TS Policy 5.1 Protect and enhance County's transit assets and investments.

TS Policy 5.2 Encourage sustainable development that supports transit and advocate for new development around stations which generally meet the following principles:

- It is denser than existing development patterns in the area
- It contains a mix of uses
- It has a compact and attractive urban design
- It is oriented to allow easy pedestrian access to transit facilities.

TS Policy 5.3 Consider both the function and relationship of transit stations to the surrounding community when evaluating joint development projects. The objectives of maximizing revenues and ridership should be evaluated in this context.

TS Policy 5.4 The County should encourage cost-effective extensions of public transportation services that link outlying areas of the County with employment centers in the urban core.

TS Policy 5.5 Jackson County should support ride sharing and other private forms of transportation which increase public access to the transportation network and reduce pollution and energy consumption.

TS Policy 5.6 The County should support the creation of park and ride sites at appropriate locations along major arterial streets.

TS Goal 6: Provide County residents with opportunities to use alternative modes of transportation for primary transportation and recreation.

TS Policy 6.1 Support multimodal access to the transit system by all users.

TS Policy 6.2 Jackson County should promote the use of transportation modes other than single occupancy automobiles through educational and other information-based activities. Other modes may include car pools, van pools, bicycles, buses or mass transit.

TS Policy 6.3 The County should participate in the review and approval process for the establishment or expansion of airport facilities to ensure that surrounding land uses and facilities are compatible with such actions.

TS Policy 6.4 The County should monitor proposed changes in rail, river and other transportation facilities and adjust road plans to provide adequate access to these facilities.

TS Policy 6.5 The County should work through MARC to develop a coordinated regional bikeway and trail system that links activity centers such as recreational facilities, commercial/employment centers and residential communities.

TS Policy 6.6 The County should obtain additional rights-of-way along designated streets and open space corridors where bikeways and pedestrian paths will provide valuable linkages between activity centers. **Map 16** illustrates the general locations of such linkages. **Map 16** shall be updated to reflect additions and changes proposed in the regional bikeway plan being prepared.

TS Goal 7 – Regionalism: To meet the region’s long-term mobility needs, better connect transportation and land use policy decisions, and create a transportation network that will serve the people of this region well into the 21st century.

- TS Policy 7.1 Focus transit improvements in areas with compatible land uses that support an efficient transit system. Use regional transportation funding as an incentive for smarter-growth land uses.
- TS Policy 7.2 Consider access needs beyond County property during the planning and design of transit stations, including:
- Pedestrian connections to destinations within a 5- to 10-minute walk.
 - Regional bus transit and bicycle connections.
 - Vehicular access for the station catchment area.
- TS Policy 7.3 Tailor transportation modal improvements to reflect supporting land uses in major travel corridors.
- TS Policy 7.4 Minimize drive-alone travel by making it fast, convenient, and safe to carpool, vanpool, walk, and bike, and improve goods movement.
- TS Policy 7.5 Increase transit mode share during peak periods with competitive transit travel time to major job centers.
- TS Policy 7.6 Encourage walkability and better bicycle access within local communities.
- TS Policy 7.7 Apply new technologies and management strategies to make transit service more reliable, convenient, and safe and to reduce congestion.
- TS Policy 7.8 Focus roadway and transit improvements in urban/suburban areas, away from the region’s rural areas. Improve air quality, reduce green house gas emissions, and limit impacts to sensitive habitats. Evaluate all reasonable non-capital transportation improvement strategies before pursuing major expansions to roadway or fixed-guideway capacity.
- TS Policy 7.9 Provide equitable levels of transportation services for low-income, minority, and elderly and disabled persons.
- TS Policy 7.10 Use the County’s jurisdictional role to encourage local jurisdictions to support TOD by:
- Utilizing best practices in TOD planning and implementation around transit stations
 - Encouraging station area planning early in the transit planning process, consistent with the Federal Transit Administration’s New Starts guidelines for transit-supportive land uses
 - Leveraging Federal investment in the regional transit system, recognizing that there is significant competition among regions throughout the country for Federal transit support, by:
 - Ensuring consistency of local policy with the FTA’s funding guidelines for transit joint development, which mandate a transit element, economic development, new or enhanced inter-modal coordination, and non-vehicular capital improvements resulting increased transit usage
 - Ensuring consistency of local policy with the Federal Highway Administration’s economic development goals.

VI. NATURAL RESOURCES ELEMENT

[Note: This Plan Update supplements the **Strategy for the Future**. Though a Plan Element in the Master Plan is replaced by a Plan Update Element, some concepts have been retained. Gray (i.e., lightened) text indicates that it is unchanged from the Master Plan; black text indicates that this is new material.]

Overview

Sitting southeast of the confluence of the Missouri and Kansas Rivers, Jackson County is part of the historic gateway to the Great Plains. The area continues to boast high quality natural resources and environmental features. Since the area was originally settled, the communities within Jackson County have grown, changed the environment, and diminished the quantity and quality of some of these natural resources. Now, there is wide recognition of the importance of conserving and preserving these natural features. The region’s many streams are threatened by unmanaged growth and development. The effects of changes in land use patterns must be fully understood and controlled to address the challenge of habitat fragmentation and degradation. Developing effective policies to protect these natural resources requires knowing where, how abundant, and in what state of ecological health these resources are. By protecting and managing its resources, Jackson County will help improve the health and legacy of the natural systems within this region.

Jackson County covers approximately 393,826 acres, nearly one-third of which is developed. The County enjoys an ecological diversity ranging from open water to natural forests and from native grasslands to high-density urban development. The largest remaining areas of natural space are cultural grasslands (15 percent) and deciduous woodland/immature forest lands (8 percent). Agriculturally cultivated lands account for one-fifth of the county, and open water resources cover 2 percent of the County.

Maps illustrating the ecological and natural resources of the County are included in this document. They include **Map 11**, showing drainage basins and major water features; **Map 12**, floodplain and wetlands areas; **Map 13**, moderate and steep slopes; **Map 14**, soils which are unsuitable for septic systems; and **Map 15**, prime agricultural lands.

Exhibit 26: Ecological Land Classification

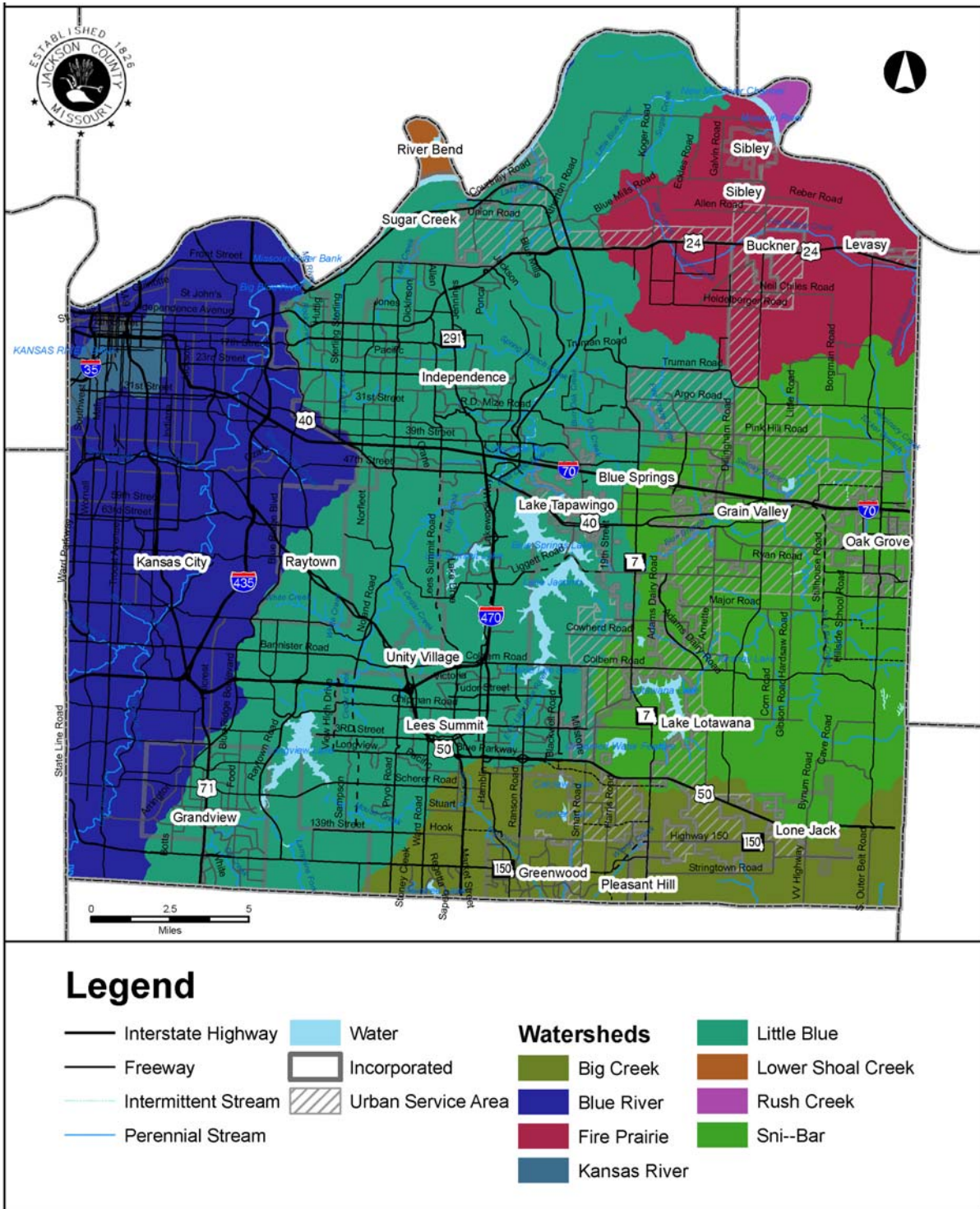
Ecological Classification	Acres	Percent of Total Lands
Open Water	8,730	2%
Lowland Hardwood, Forest, & Woodland	22,866	6%
Deciduous Forest	15,294	4%
Marsh/Wet Herbaceous Vegetation	2,175	1%
Mixed Evergreen-Deciduous	4,701	1%
Deciduous Woodland/Immature Forest	31,953	8%
Grassland	900	0%
Urban Forest	43,383	11%

Ecological Classification	Acres	Percent of Total Lands
Cultural Grassland	60,407	15%
Cultivated Land	78,107	20%
Developed Land	125,037	32%
Unclassified	269	0%
Total Acreage	393,826	100%

The natural resources of Jackson County continue to be affected by intense development pressures from Kansas City and its other communities. Expansive urban development throughout the County has degraded valuable natural resource areas, and this trend is likely to continue.

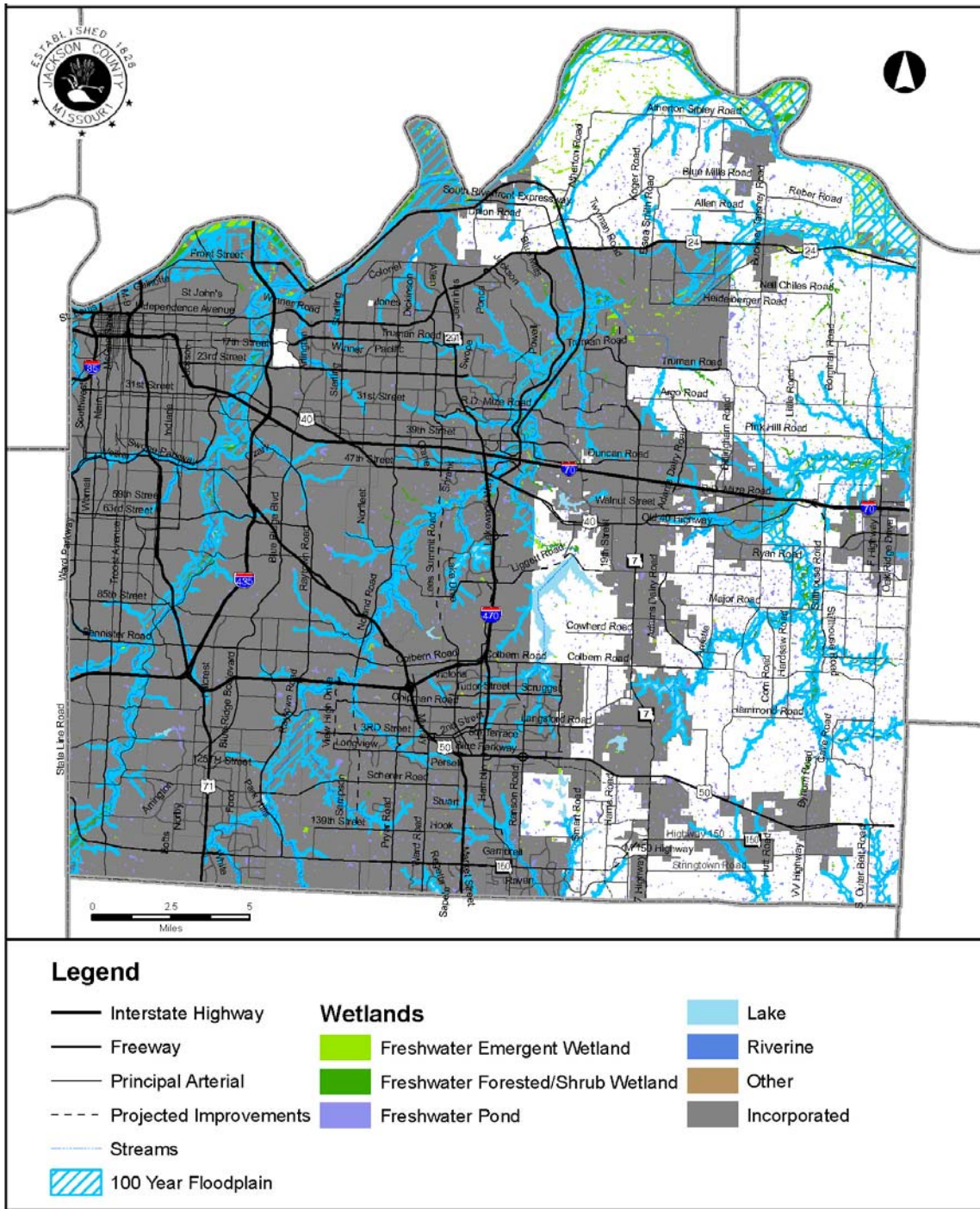
The Natural Resources Element is intended to guide public and private decision-makers in matters affecting the County's environment. This Element identifies some of the key issues facing the natural environment, as well as some of the solutions that have been discussed and presented through the planning efforts of the Mid-America Regional Council (MARC). Key issues are intended to focus attention on the natural resource issues that will have the greatest impact on the County's future. Goals describe a desired state of affairs for the future. They are broad public purposes toward which policies and programs are directed. Policies are statements of government intent against which individual actions or decisions are evaluated. They are statements of objectives, standards and principles embodied by the Plan. Implementation measures propose specific actions which Jackson County may follow to achieve the goals of the Development Plan.

Map 31: Drainage Basins and Watersheds



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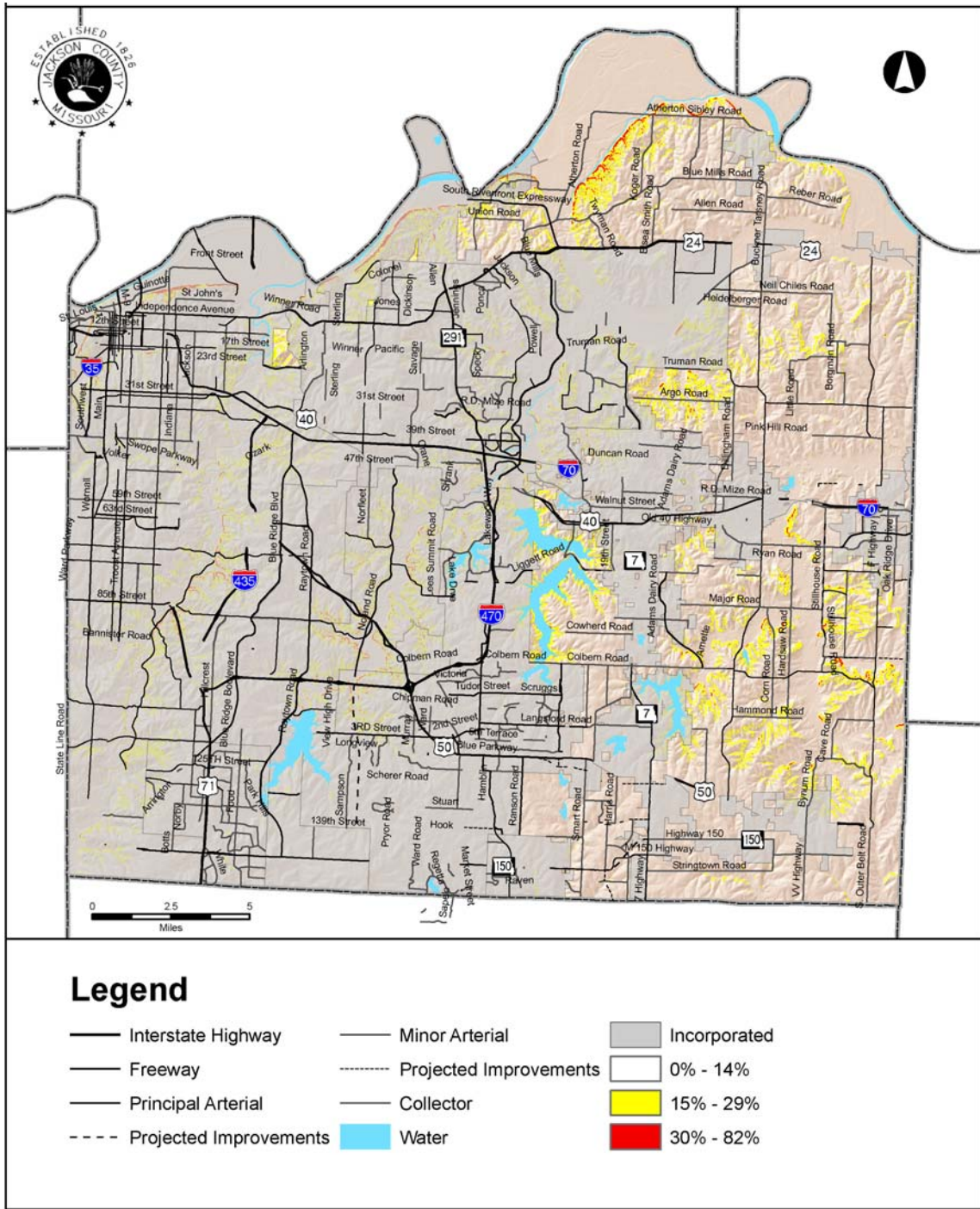
Map 32: 100-Yr Floodplain and Wetland Areas



Map 32.mxd © 2014 Jackson County, MO - Master Plan Update 2014/15/16/17/18/19/20/21/22/23/24/25/26/27/28/29/30/31/32/33/34/35/36/37/38/39/40/41/42/43/44/45/46/47/48/49/50/51/52/53/54/55/56/57/58/59/60/61/62/63/64/65/66/67/68/69/70/71/72/73/74/75/76/77/78/79/80/81/82/83/84/85/86/87/88/89/90/91/92/93/94/95/96/97/98/99/100

PLANNING WORKS

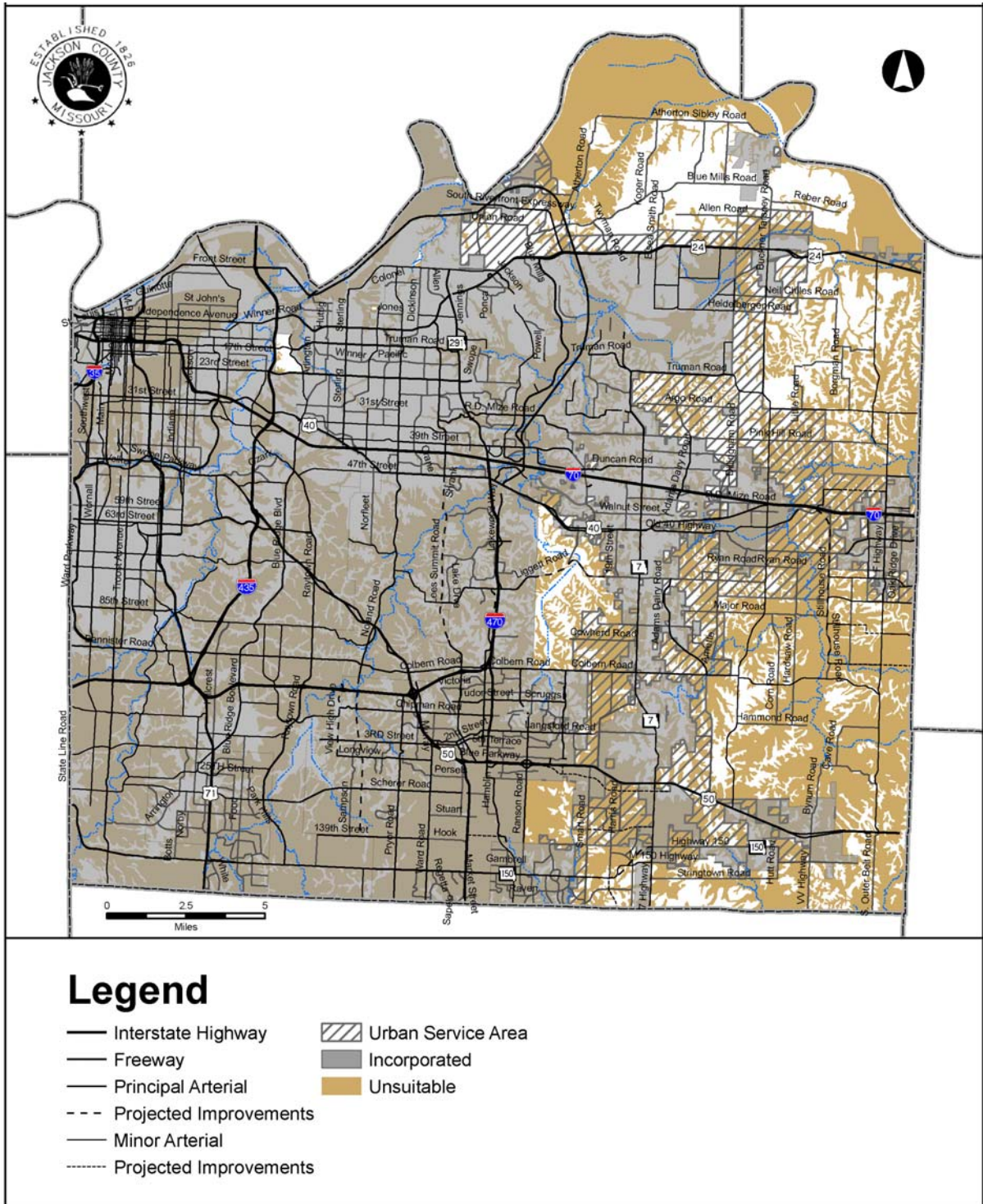
Map 33: Moderate and Steep Slopes



Map prepared by: City of Jackson County, MO - Master Plan Update 2016 (http://planningworks.com)



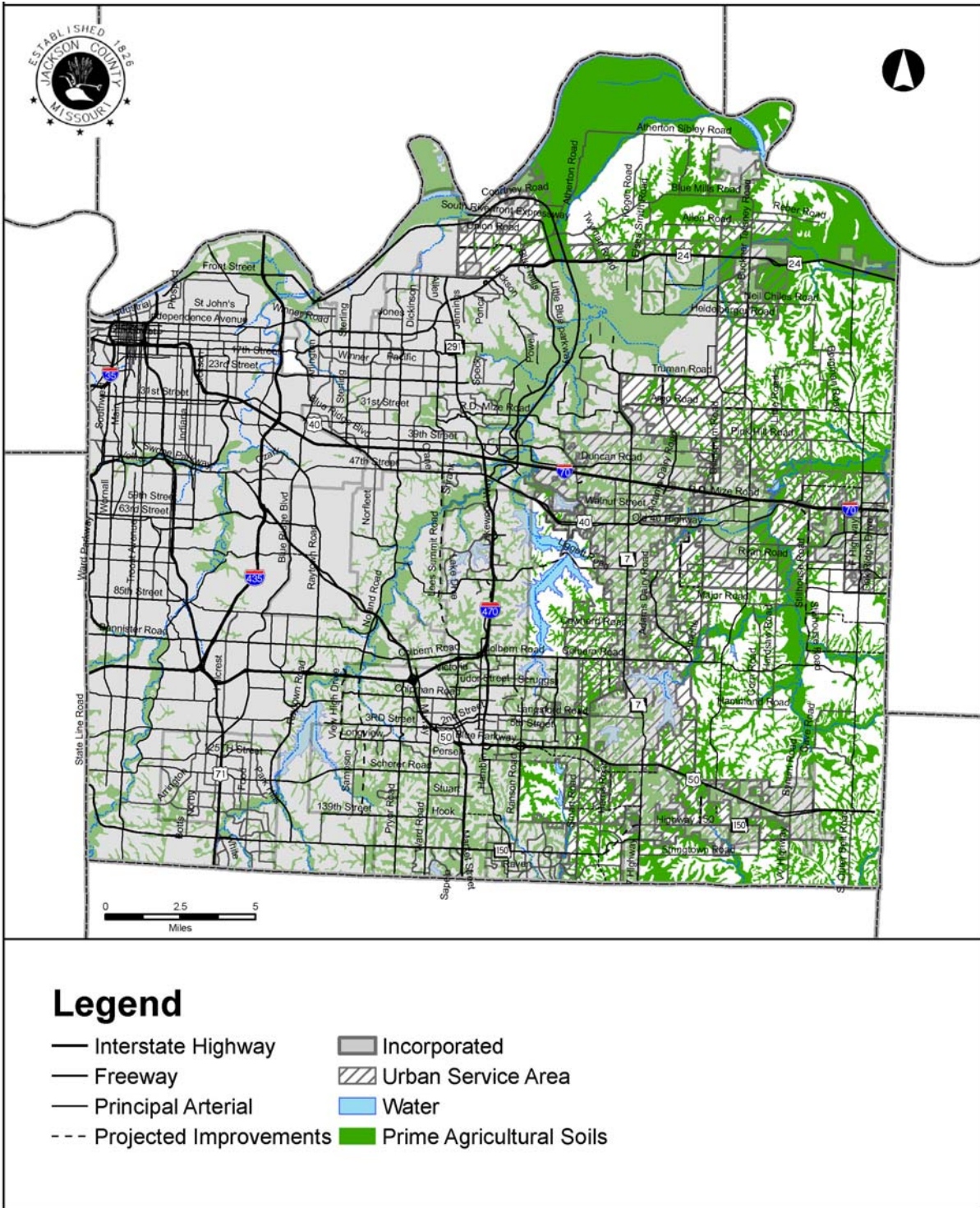
Map 34: Soils Unsuitable for Septic Systems



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PLANNING WORKS

Map 35: Prime Ag Soils



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PLANNING WORKS

Key Issues

Identifying natural resources which should be protected. Jackson County enjoys a wealth of natural resources, including clean air, an abundant water supply, excellent agricultural soils and valuable wildlife habitat. The County must determine which of these resources should be protected and which areas can be developed to sustain a healthy environment. By identifying which resources should be protected, the County can establish an appropriate balance between development and resource conservation.

Defining the County's role in management of these resources. Resource conservation is the responsibility of many agencies, including the U.S. Environmental Protection Agency, the U.S. Army Corps of Engineers, the Missouri Department of Natural Resources and - numerous other federal, state and local agencies. Duplication of other agencies' work is a poor use of limited fiscal resources. How should the County participate in managing these resources? In many instances, coordination is the most appropriate role for the County. In some instances, more active participation is appropriate. The Jackson County Parks Department coordinates with other agencies to ensure that its natural resource management efforts are effective and cost efficient.

Establishing appropriate protection strategies for each identified resource. The County can use a variety of strategies to manage its natural resources, including incentives, capital investments, and development regulations. For example, the County may use its zoning regulations to prevent inappropriate floodplain development. It may employ a combination of incentives and capital investment strategies to help preserve prime agricultural soils. Once the County has identified which resources should be protected, it must determine the best way to protect them.



Regional Conservation Concerns

The impacts of growth within Jackson County are considerable and well understood. Kansas City, like other major metropolitan areas, and Jackson County, like other counties that host major urbanized communities, experience many symptoms of natural resource decline, including:

- Increased frequency and severity of flooding;
- Reduced stream health and water quality;
- Soil erosion and sedimentation of important waterways;
- Increased noise levels;
- Higher temperatures in urban areas;
- High levels of pollution in air and water (surface and ground);
- High infrastructure maintenance costs;
- Destabilization and degradation of urban natural areas;
- Habitat fragmentation and degradation;
- Declining populations of previously common or sensitive species; and
- Increased populations of nuisance plant and animal species.

The natural landscape becomes fragmented, with remaining resources becoming isolated from one another and scattered. Often, valuable and important natural features are found in scores of small and large units, often separated from each other by houses, offices, roads, factories, railroads, agricultural fields, and concrete. These fragmented natural areas still contain remnants of tallgrass prairie, oak savanna and woodland, fen, dolomite prairie, and other natural communities. Much of this remaining natural environment eventually becomes degraded, biologically impoverished land in need of restoration.

Noted conservationist Aldo Leopold pointed out that the land has an innate capacity for self-renewal. However, because natural resources are part of the mix of urban land uses, the land has little chance of restoring itself to ecological health without help from the people who live on it. Fortunately, there is growing awareness and interest among county officials and residents of the benefits to restoring and protecting natural resources within the County. MARC has expended considerable resources studying the region and developing policy and planning guides to implement projects aimed at reinvigorating the natural environment within the region and Jackson County, including:

- MetroGreen – Parks and Greenways;
- Watershed and Stormwater Management;
- Land-Use/Growth and Development; and
- Natural Heritage Conservation.

Parks and Recreation Multipurpose Trail System

Communities continue to list trails as their number one recreational priority. With approximately 22,000 acres of park land, Jackson County Parks & Recreation has a wonderful opportunity to create a first-class system of trails for county residents and users from the surrounding regional area. In fact, Jackson County’s four major greenways will form the spine of the trail system to which all City systems in Jackson County will connect.

Jackson County’s multipurpose trail system presently consists of three main components: the Little Blue Trace, Blue River Parkway and Fleming Park. These three greenway corridors are all listed as components of the larger MetroGreen trail system envisioned to provide 1,100 miles of trails and greenways interconnecting the 7 county metropolitan area. The Sni-A-Bar corridor does not presently exist, but is planned to be the fourth major corridor. Jackson Countians are on the move ... as scenic trails provide recreational outlets for all ages.

Map 16 identifies the MetroGreen trail corridors; **Map 17** identifies the County trail system with MetroGreen trail corridors.

What Is Metrogreen ?

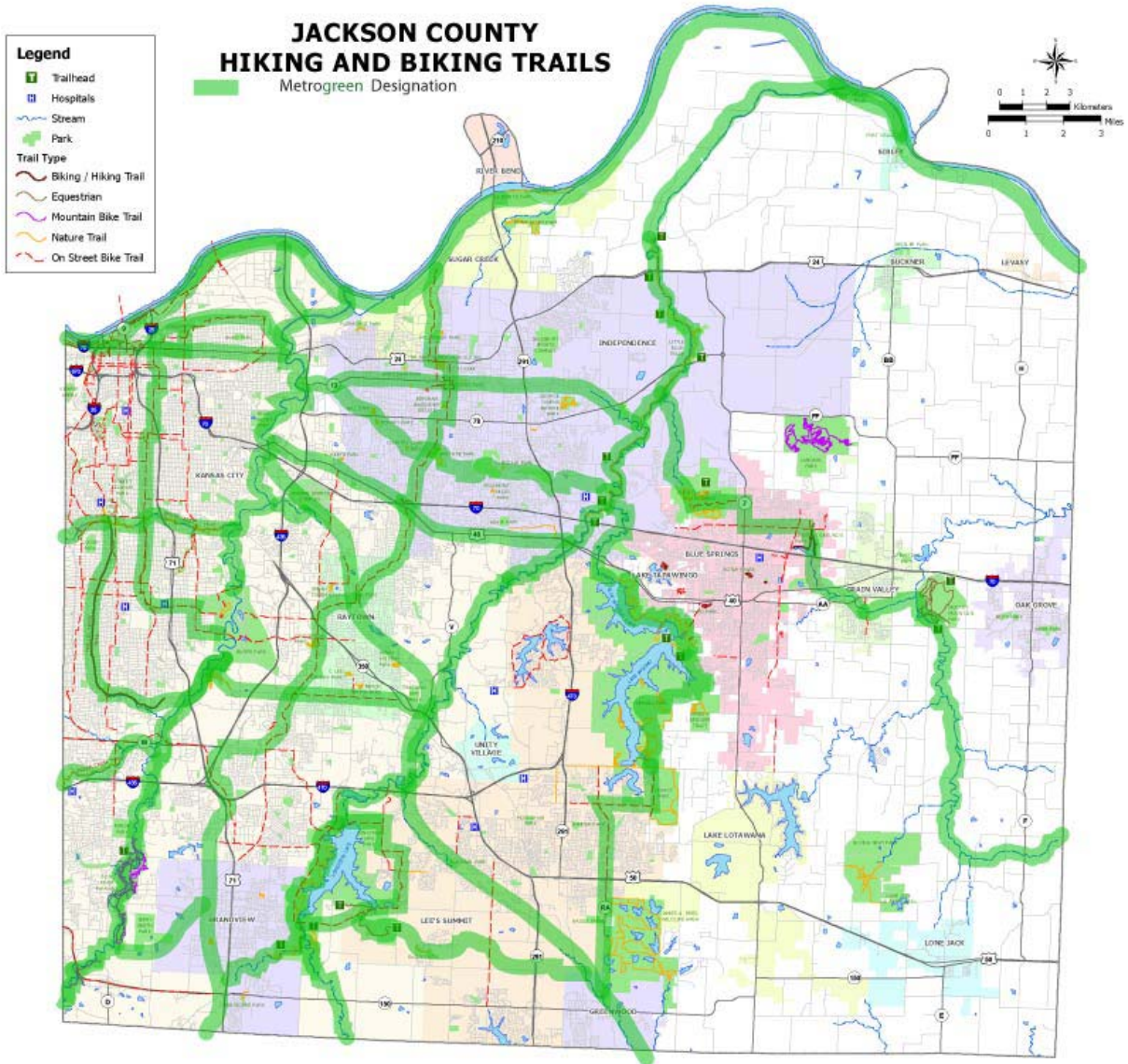
Metrogreen is an interconnected system of public and private natural areas, greenways and trails linking together communities throughout the Kansas City metropolitan area. At heart, Metrogreen:

- * protects natural resources
- * restores high-value natural areas; and
- * connects people to these resources and to each other.

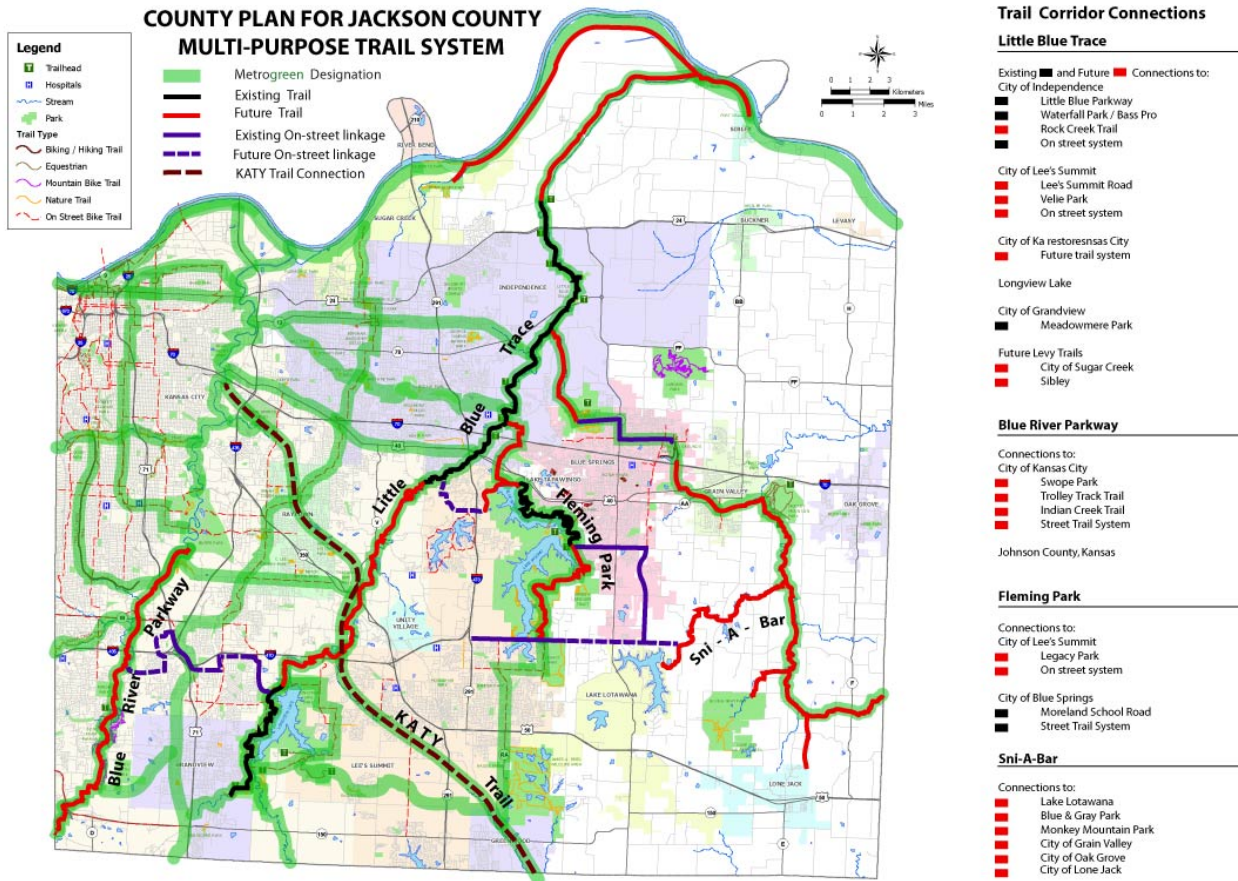
Benefits of Metrogreen include cost-effective improvement of air and water quality; stabilization of streams; reduction of flood risks; protection of wildlife habitat; opportunities for biking, hiking and walking; and ultimately, the formation of a framework around which more sustainable urban development patterns can occur.

The Metrogreen vision emerged in 1991 from a plan developed by the Prairie Gateway Chapter of the American Society of Landscape Architects. In 2001, Mid-America Regional Council oversaw efforts to refine the plan and has continued to coordinate implementation efforts by local communities. Current work attempts to build upon previous successes and accelerate conservation and restoration of Metrogreen lands.

Map 36: MetroGreen Plan Trails



Map 37: County Trail System and MetroGreen Corridors



Little Blue Trace Corridor

The Little Blue Trace Park is the longest and most developed of the three existing corridors. It was conceived as a flood control project in the early 1960's with recreational usage as its secondary purpose. It is a joint venture between the U.S. Army Corps of Engineers and Jackson County, Missouri. Jackson County owns the 1,856 acres of parkland stretching for 26 miles. The Little Blue Trace, located directly in the center of Jackson County, provides connection to the municipal trail systems of Kansas City, Independence, Lee's Summit and Grandview. The Little Blue Trace Trail extends 14.7 miles from Blue Mills Road to Lee's Summit Road. The trail is predominantly constructed of crushed limestone surface material similar to the Katy Trail. There are currently 6 trailhead parking areas along the trail with plans to add a trailhead parking lot just west of Lee's Summit Road.

Extension to Longview Lake

Jackson County and the City of Kansas City are working jointly under a cooperative agreement to extend the Little Blue Trace Trail an additional 12.2 miles south to beautiful Longview Lake. Through this cooperative venture, Kansas City will provide planning services and funding for construction, while Jackson County will provide land, funding, construction inspection and trail maintenance. The initial phase, currently in the planning stage, will head south from Lee's Summit Road and may extend as far as Kansas City property at the old drag strip on Noland Road. Plans for another 2 mile segment starting below the Longview Lake dam extending northeast, crossing under I-470 to View High Drive, have been developed and await funding.

Extension to the Missouri River

Another exciting opportunity for future expansion is the concept of extending the trail from its current northern terminus at Blue Mills Road to the Fort Osage National Historic Site on the Missouri River. This project would involve utilizing the top of the existing levee system, which is already in place, running the entire length of the route. Easements would need to be obtained as the levees are situated on private property. This project, upon completion, would bring the entire length of the Little Blue Trace Trail to 36 miles. Another possible branch could extend westward 10 miles connecting with River Bluff Park, La Benite Park (Sugar Creek) and the Liberty Bend Conservation Area owned by the Missouri Dept. of Conservation.

Blue River Parkway Corridor

The Blue River Parkway was first envisioned by then Presiding Judge, Harry S. Truman, in a 1933 county road system Master Plan. Noted for its scenic qualities, land along the Blue River was proposed to be acquired as a park from the southwest corner of the county to Swope Park. In 1966, that vision became a reality when acquisition of the 2,319 acre greenway began. Today, a network of mountain bike trails exist in Blue River Parkway, built and maintained by volunteer efforts through an ongoing Memorandum of Understanding. There is also equestrian use of trails in the southern end of the park. At present, no long multipurpose trail traverses the park; however it remains a long term goal when a financing method becomes available. Progress toward that goal was recently made when the Jackson County Parks & Recreation Department and the Kansas City Parks and Recreation Department entered into a Cooperative Agreement in 2007. The agreement allows the City to construct a multipurpose trail on County property within the Blue River Parkway. Planning staff from both agencies worked together to make a trail in this location possible. Approval of the trail agreement provides the citizens a valuable recreational resource made possible through intergovernmental cooperation and pooling of resources. The first segment from Alex George Lake to I-435 was completed in 2011. Construction has begun on a 2 mile connection of this trail to the Indian Creek Trail system near Bannister Road. Through the cooperative agreement, further extension of the trail along Blue River Parkway will be possible as additional grants are received by the City. The ultimate goal is to extend the trail south to Martin City through this funding method. Similar cooperative agreements could be used to extend the trail to the north connecting the Trolley Track Trail and Swope Park.

Fleming Park Corridor

The Fleming Park trail system will run through the east side of Lake Jacomo and the north shore of Blue Springs Lake. The trail will be approximately 20 miles in length and connect with the trail systems of Lee's Summit and Blue Springs. . The initial 3 miles of trail are in place, known as the Lake Vista Trail. This trail runs along the north side of Blue Springs Lake and offers many vistas overlooking Blue Springs Lake and Lake Jacomo. It also currently connects with the City of Blue Springs street trail system.

Sni-A-Bar Corridor

The Sni-A-Bar watershed offers an opportunity to acquire property to form a protective barrier to the riparian corridor in this primarily undeveloped section of Jackson County. The Sni-A-Bar provides linkage opportunities to the communities of Lone Jack, Lake Lotawana, Grain Valley and Blue Springs. On street linkages could then be established to extend it to the Little Blue Trace.

Countywide Planning Effort

Jackson County, in the summer of 2012, took part in a series of planning meetings with the Mid America Regional Council, City Park and Recreation departments and other interested stakeholders to identify a strategy for prioritization of trail corridor development throughout the County in the event that funding should become

available through voter approved initiatives. Through this process it was determined that the Blue River Parkway corridor, Rock Island corridor, Little Blue Trace corridor, and the 3 trails corridor were the priority corridors that should be given the highest priority if and when a funding mechanism becomes available.

Watershed and Stormwater Management

Stormwater management practices are based on two complementary goals: preventing the liabilities of flooding and building on the amenities of greenways that assist in managing stormwater. With urban growth and the transformation of open spaces into impervious surfaces, conventional methods of land development and stormwater management have led to increased volumes and rates of stormwater runoff and reduced water quality. The increased runoff has resulted in substantial erosion, stream deterioration, and flooding, and contributed to degrading otherwise valuable areas.

While much of the land within the County is of significant natural value, many remnant resource areas are already degraded from urbanization, and others continue to be threatened. Indicators of degradation and everyday threats include flash flooding, massive sediment transport into streams and lakes, nitrogen loading, and eroded stream banks — all of which impair surface water quality. Solutions are best achieved by coordinated planning at the site level and at the regional and watershed levels.

Problems routinely emerge within a watershed, impacting both upstream and downstream environments. Watersheds often extend beyond city, county and state political boundaries; the Blue River basin extends across portions of two states, four counties, and numerous municipalities. The County participated in an inter-jurisdictional watershed planning project, the Upper Blue River Watershed Initiative, completed in April, 2007. Future basin-wide partnerships will be invaluable to achieve regional level benefits from stormwater planning processes.

Ultimately, the goal of managing stormwater is to achieve **No Adverse Impact (NAI)**. The concept of preventing stormwater runoff from one site from negatively impacting another site is contained in the APWA 5600 standards adopted by the County in Chapter 241 of the County Code as well as in the adopted MARC Best Management Practices manual.

Stormwater management is not just an issue related to natural resources; public facilities also impact stormwater management. The County's policies related to stormwater can be found in this element and in the Public Facilities Element, under Goal 4: Stormwater.

Natural Heritage Conservation

The Kansas and Missouri rivers are the primary resources that contribute to the region's identity, heritage, and growth. Through the years they have been used for transportation, drinking water, industry, and as an outlet for wastes. The County's previously extensive natural resources have largely disappeared with development, though remnants remain along major drainageways and in fragments throughout the area. These remnant prairies, wetlands, and forests are worth protecting for the benefit of the County's residents, and for sustaining and promoting native wildlife and vegetation. The Missouri River serves as an important migratory flyway for birds from North and South America. Habitat restoration along this corridor will help protect migratory birds, extending benefits well beyond the County.

Environmental Protection

Protecting natural resources is essential to the health and economic welfare of Jackson County. The degradation of air, water or soil impact habitation and hamper economic development. Environmental concerns encompass the protection of the natural environment and the regulation of the human environment in ways that maintain and enhance the quality of life and the sense of well-being of the occupants of the County. Jackson County has become a regional leader concerning natural resource protection, with many programs that promote the relationship between fiscal and environmental responsibility in government. This Element responds to growth, change, renewal, and the demands of the County's economic development and public facilities programs.

The County has initiated several successful programs, most based on public-private and intergovernmental agreements, including donating shredded paper from county offices as bedding at the Swope Park Zoo, the use of a chilled water loop system for cooling buildings to save energy, promoting the "Build Green" program to reduce energy costs, lessen the impact on environmental lands and create healthier structures, and a comprehensive recycling program that includes 24 recycling centers, many of which rotate throughout the community, that accept 58 different types of items and a popular kid-centered Stadium Recycling Program.

The County's efforts have resulted in numerous accolades and awards, including a seat on the U.S. Environmental Protection Agency's (EPA) Local Government Advisory Committee. Other recent Jackson County environmental program awards include:

- The Distinguished Team Service Award during the 13th Annual 2006 Public Employees Recognition Awards Program (2006).
- The Stadiums Recycling Program received the National Association of Counties Center for Sustainable Communities Award (2006).
- EPA Waste Wise Program, Honorable Mention in Local Government category for Waste Minimization (2006).
- National Association of Counties Innovation Achievement Award (2005).
- Earth Fest Fundraising Award, from the local *Bridging The Gap* committee (2005).
- An award from the Coal Combustion Products Partnership, sponsored by the US EPA, American Coal Ash Association, the US Department of Energy, US Federal Highway Administration, and the Utilities Solid Waste Activities Group (2005).
- A Missouri Association of Counties award for the Stadiums Recycling Program (2004).
- The EPA Waste Wise Program Champion Award (2004, 2002).
- An award from *Bridging The Gap's* Environmental Excellence Awards Program (2003).
- An award from the Mid-America Regional Council's (MARC) Solid Waste Management District (2003, 2001).
- An EPA Region VII Pollution Prevention Award for "Energy Efficiency & Renewable or Alternative Energy Sources" (2003).
- The United States Conference of Mayors Clean out Your Files Day Special Achievement Award (2001).
- And numerous personal awards and recognition for efforts of County to protect environmental and natural resources

Goals and Policies

NR Goal 1 - Air Quality: Maintain and enhance the air quality in Jackson County.

NR Policy 1.1 Jackson County should monitor federal, state and regional air quality studies and programs affecting the County.

NR Policy 1.2 The County should support the design and implementation of an air quality monitoring program which monitors both stationary and mobile sources.

NR Policy 1.3 The County should promote energy efficient construction techniques and encourage the use of clean energy sources through educational efforts.

NR Policy 1.4 The County should support legislation that encourages the use, ownership and production of electric or other alternative energy vehicles.

NR Policy 1.5 The County should encourage the use of public transportation, alternative transportation modes such as bicycles and other transportation practices that minimize air pollution by reducing vehicle trips and vehicle miles traveled.

NR Policy 1.6 The County shall work with local jurisdictions and MARC to educate residents about actions to reduce residential air pollutant emissions, by making educational materials available at County offices.

NR Goal 2 - Floodplain and Wetlands: Protect floodplains, identified wetlands and other hydrological features from inappropriate development.

NR Policy 2.1 Jackson County should protect significant aquifer recharge features and identified wellhead protection areas from land use activities that are likely to degrade groundwater quality or significantly reduce recharge.

NR Policy 2.2 The County should protect wetlands and floodplains from urban encroachment. The County should attempt to recover and redevelop these areas so that they may serve their natural purposes. Review of developments affecting wetland areas should be coordinated with the US Army Corps of Engineers.

NR Goal 3 - Water Quality: Maintain and enhance the quality of water in Jackson County's lakes, rivers and streams.

NR Policy 3.1 Jackson County should monitor studies of the quality and quantity of groundwater and surface water resources, and develop strategies to address concerns identified in the studies.

NR Policy 3.2 The County should promote development of regional strategies to manage point and non-point source contamination of water supplies.

NR Policy 3.3 The County should continue its use of best management practices standards for new development that protect water quality by minimizing erosion and sedimentation.

NR Goal 4 – Hillside Development: Manage hillside development to minimize impacts on natural resources and protect future residents from safety hazards.

NR Policy 4.1 Jackson County should use its unified development code to ensure appropriate density and design of development located on moderate (15-30 percent) and steep slopes (greater than 30 percent). Application of hillside development policies to an individual development proposal will be based on site-specific slopes analysis.

NR Policy 4.2 The County should require an engineered foundation for all buildings intended for human occupancy that are constructed on slopes greater than 30 percent. The County may require an engineered foundation on slopes from 15 to 30 percent. The County shall use site-specific analysis during the subdivision review process to identify areas where slopes or fill create potential stability risks.

NR Goal 5 - Agricultural Lands: Retain prime agricultural lands for their contributions to the economy and the rural character of eastern Jackson County.

NR Policy 5.1 Jackson County should work with property owners to identify the most effective ways to support and retain agricultural uses. Ag preservation priorities should consider historic use, soil suitability, agricultural significance, prevailing parcel sizes and geographic associations. The County should consult USDA Natural Resources Conservation Service studies and/or site specific analyses to determine more precise boundaries of prime agricultural lands.

NR Policy 5.2 The County should support strategies to enhance long-term agricultural productivity in crop and livestock production and in industries closely related to agriculture.

NR Policy 5.3 Where development is proposed on prime agricultural lands, the County should encourage the clustering of dwellings to preserve a significant portion of the land for continuing agricultural uses.

NR Policy 5.4 The County shall require buffers and/or open space between agricultural uses and residential developments to minimize the negative impacts of one use on the other.

NR Policy 5.5 The County should coordinate its programs to preserve agricultural lands with those of other entities organized for this purpose.

NR Goal 6 - Soils: Ensure that development is compatible with the underlying soils.

NR Policy 6.1 Jackson County shall limit unsewered development on soils that are unsuitable for on-site disposal systems.

NR Policy 6.2 The County shall require either centralized or decentralized sewer systems, based on the specified growth tier, in areas incapable of supporting septic systems required for new development without extraordinary engineering measures.

NR Policy 6.3 The County should establish guidelines for design of foundations in areas of high soil instability.

NR Goal 7 - Open Space: Encourage the preservation of open space areas throughout the County.

NR Policy 7.1 Jackson County should preserve a system of open space areas and linkages that preserve natural resources, provide outdoor recreational opportunities, create links between major recreation and open space areas and create boundaries between developed areas, and consider a range of techniques, including fee simple acquisition, acquisition of development rights, transfer of development rights, density bonus transfers and other open space acquisition measures.

NR Policy 7.2 The County should establish an open space acquisition program that identifies acquisition area priorities based on capital costs, operation and maintenance costs, accessibility, needs, resource preservation, ability to complete or enhance the existing open-space linkage system and unique environmental features.

NR Policy 7.3 The County should ensure that areas acquired as part of the open space system are managed to provide a permanent open space system with appropriate public access.

NR Policy 7.4 The County shall assist State and or Federal efforts to acquire open space land for natural resource preservation.

NR Goal 8 - Environmental Protection: Protect the environment, resist threats to its overall quality and act to maintain and enhance its positive features in the interest of residents, businesses and visitors.

NR Policy 8.1 The County should work to improve the quality of water in rivers and streams to meet public health and water quality standards and to maintain physical, chemical, and biological integrity of these watercourses for multiple uses, including recreation.

NR Policy 8.2 The County should support providers' continuing efforts and the substantial capital investments needed to ensure an adequate level of wastewater treatment and to provide sufficient treatment capacity to serve future development needs and consumption patterns.

NR Policy 8.3 The County should reduce water pollution resulting from point and non-point sources.

NR Policy 8.4 The County should promote water conservation.

NR Policy 8.5 The County should promote land use patterns and a transportation network that decrease reliance on automobiles for commuting and other routine trips.

NR Policy 8.6 The County should regulate land development activities to protect natural features, prevent further soil erosion, and prohibit construction practices which produce unstable soil and hillside conditions.

NR Policy 8.7 The County should protect critical natural features and wetlands to combat erosion of stream banks and to prevent ponding, siltation, and accumulation of debris.

NR Policy 8.8 The County should encourage flexibility in development standards required for street, parking, curb and gutter drainage, and sidewalk improvements in order to meet the needs requiring the improvements but allow for consideration of the impact on the environment.

NR Policy 8.9 The County should assess the environmental implication of major development projects, including public utility and regional projects, in a coordinated manner to ensure the inclusion of pertinent information about the environment during the development review process.

NR Policy 8.10 The County should encourage and support environmental protection efforts, through the development review process, with other jurisdictions and agencies.

VII. ECONOMIC DEVELOPMENT ELEMENT

Overview

Economic development supports the long-term quality of life in Jackson County by providing employment and services that support the County's population and attract visitors and consumers. Economic development is a broad field; Jackson County supports economic development efforts by facilitating County-wide communications, collecting and distributing key information, and otherwise creating a shared foundation for the County economy.

The Economic Development Element addresses issues related to the County economy, including ongoing development, business development and retention, and communications. It is intended to guide public and private decision-makers in matters affecting economic development. The goals and policies included at the end of the element provide explicit guidance.

This Element is partially based on the planning efforts conducted in 2002 for the *Intelligent Economic Future for Jackson County*, a plan prepared for the Economic Development Commission which included extensive public participation, with six subcommittees considering various facets of economic development. While that plan was not adopted by the County, it contains a relevant goals and policies that, through a strong public participation program, reached a high level of consensus. Where appropriate, concepts and recommendations from that planning effort have been incorporated here.

Jackson County Is a Market Force

Kansas City is the most geo-central major metropolitan community in the United States. The County contains 615.94 square miles of land, of which only 243.62 square miles, or 39.55%, are unincorporated. The County is home to 18 incorporated towns and cities with Kansas City being the largest city, encompassing more than one quarter of the County. Jackson County is one of 14 counties that comprise the Kansas City metropolitan area. Located in the center of the metropolitan areas, the County is the most populous in the metro, and is home to Kansas City, the state's second most populous city.

The metropolitan area is served by 15 commercial airlines and has several general aviation airports in Jackson County. The Kansas City area is generally regarded to be the second largest rail center in the United States, second only to the Chicago area. The development of the Richards Gebaur Air Force Base into a major transportation transfer hub will further strengthen Jackson County's central role in transportation.

Served by 12 school districts, Jackson County has 182 public elementary and secondary schools. Over 101,000 students are enrolled in schools throughout the County. The metro area offers post-secondary educational opportunities through local universities, community colleges, and business/trade schools. Jackson County also provides excellent access to higher educational institutions. Avila College, Rockhurst University, University of Missouri-Kansas City, and Webster University provide a wide range of undergraduate and graduate degrees. Through the Metropolitan Community Colleges system, Jackson County offers three two-year institutions: Blue River, Longview, and Penn Valley.

Jackson County is home to the largest number of cultural organizations in the metropolitan area, with a total of 123 cultural organizations: 24 performance, 11 visual, 11 dance, 27 music, 10 support, and 2 nature. The Nelson-Atkins Museum of Art, Starlight Theater, Kansas City Zoological Gardens, Harry Truman Library and Museum, and the Kansas City Museum are among the most popular as cultural attractions. Jackson County houses 12 museums, including three museums of art, eight museums of specific historical information, two science and technology museums, and a toy and miniature museum. Kansas City is also home to one of the most complete science and technology libraries of the Midwest, the Linda Hall Library.

Jackson County has sufficient land availability to accommodate anticipated residential, mixed-use, business parks, retail, and heavy industrial. Recent mixed use and business parks include Little Blue Parkway, Adams Dairy Parkway, Summit Technology Campus, Lakewood Business Centers, Eastland Center and many more.

Jackson County also has most of the large employers in the metropolitan area, with 45% of firms employing 500 or more employees in the Metropolitan Area, and offers a competitive labor force with large commute labor sheds and a good mix of occupational skills.

Economic Development Agencies

There are over 24 economic development agencies within Jackson County that are responsible for the success of economic development efforts.

Eastern Jackson County Development Alliance

As stated in its 2008 *Eastern Jackson County By the Numbers* report, “the Eastern Jackson County Development Alliance’s objective is to form a regional consensus to spark development, while still allowing individual cities to maintain their unique identities.” The Development Alliance is a collaboration with key participants including the Blue Springs Economic Development Corporation, City of Grain Valley, Grandview Economic Development Council, Independence Council for Economic Development, Lee’s Summit Economic Development Council, and City of Oak Grove.

Municipal Economic Development Agencies

The municipalities in Jackson County maintain a number of independent economic development agencies, including those that participate in the Development Alliance. While some of these agencies are components of municipal governments, others contract with municipalities to undertake their economic development activities.

County Economy

The 2008 *Eastern Jackson County by the Numbers* report provides a detailed examination of economic conditions in Eastern Jackson County and contrasts those conditions to Countywide and Kansas City metropolitan area conditions. Excerpts from that report are included here to provide a foundation for the goals and policies included in this Element.

Economy

According to projections by the Mid-America Regional Council, Eastern Jackson County accounts for about 10.4 percent of the Kansas City metro area employment. This figure is projected to remain fairly constant through 2020. Between 2000 and 2020, employment in Eastern Jackson County is projected to increase by more than 44,768 jobs from the current base of 121,018 jobs, an increase of almost 40 percent. Most of the growth will be

in office employment (51.8 percent), with moderate growth in retail employment (32.3 percent). In Jackson County and the metro area as a whole, employment will shift away from industrial uses toward more office (professional, technology and services) uses.

Industrial development in Eastern Jackson County has kept pace with that of Jackson County as a whole but is less than the metro area, while the level of retail employment in the area is much greater. Given its suburban location, Eastern Jackson County is not as developed in terms of office uses; however, this is projected to change in the future. By 2020, Eastern Jackson County is projected to maintain its edge in terms of retail development and achieve a share of office development that is more comparable to that found in the metro area.

Employment and Establishment

Employment in Eastern Jackson County, based on place of work, is currently estimated at about 106,112 workers, excluding government employees, accounting for approximately 30 percent of total Jackson County employment and 12 percent of metro area employment. There are nearly 7,200 establishments (places of work) in a variety of industry types in Eastern Jackson County.

Although the mix of employment by industry in Eastern Jackson County is similar to the metro area in many respects, there are some significant differences. Most significant is the large number of retail employees, which account for 19 percent of Eastern Jackson County's total employment compared to 12 percent for the metro area. Construction is also more dominant as an industry in Eastern Jackson County where it accounts for 9 percent of total employment. The information and wholesale trade sectors are somewhat smaller in Eastern Jackson County compared to Jackson County and the metro area. At 12 percent, manufacturing employment in Eastern Jackson County is higher than both Jackson County and the metro area. In addition, Eastern Jackson County accounts for 27.0 percent of all industrial machinery and plastics manufacturing employment in the region.

The largest share of employment in Eastern Jackson County, about 44 percent, is in the services sector. Key service industries include health care, and food and lodging. This is comparable to service employment shares for Jackson County (47 percent) and the metro area (48 percent).

New Economy Indicators

In the old economy, economic growth was the result of increases in the supply of capital, labor, or natural resources. While these factors are still important, growth in the new economy is fueled by increases in knowledge and innovation. High-tech industries, where innovations are adopted, quickly have grown faster than the overall economy. Because this trend is expected to continue, high-tech industries will be an important influence on overall economic growth going forward. While high tech industries make up less than 3 percent of the overall economy's employment nationally, they are key drivers of the new economy. High tech employment tends to be most concentrated within metro areas and includes jobs in electronics, aerospace, software and computer-related services, instruments and biomedical industries. Within the Kansas City metro area overall, about 3.5 percent of employment is within high tech industries. In Eastern Jackson County, 2.4 percent of the economic base is in high tech industries, compared to only 1.9 percent in Jackson County. However, this is expected to increase as Eastern Jackson County communities actively pursue these types of clean and "green" industry.

Another measure of innovation capacity in the new economy is the share of college degrees granted in science and engineering fields. There is a critical shortage of scientists, engineers and programmers nationwide. As demand increases, the supply of these students graduating from universities stagnates, or even declines in some cases. So, growing a high quality, scientific workforce is critical to boosting innovation and productivity. Within the Kansas City region there are 23 accredited colleges and universities surveyed annually by the National Science Foundation. Overall, 19 percent of the degrees awarded are in science and engineering, compared to 37 percent nationally. However, some schools in the region, such as DeVry Institute of Technology, Cleveland Chiropractic College, Penn Valley Community College, Sanford Brown College and St. Luke's College, award 50 percent or more of their degrees in these fields.

While the number of people using computers may not directly affect economic activity or labor force quality in the short run, it is representative of an area's progress toward the digital economy. Regions where a higher percentage of residents have computers and internet access at home are generally more technologically savvy and open to change and innovation. Due to the declining cost of computers and web access, a broader range of people are starting to use the Internet. Although people of varying education levels are increasingly using computers and the Internet, areas with higher educational attainment are more likely to have higher computer usage. In 2003, Jackson County had a somewhat higher share of people with computers in their homes and a significantly higher share of people using the Internet at home compared to the Kansas City metro area.

The use of technology in schools has increased rapidly over the past decade and, while the short term impact may be less measurable, the long term impact on education quality is quite positive. The integration of computers into classroom learning is essential to properly train the next generation of workers. In general, school districts in Eastern Jackson County have a fairly high level of computer and Internet usage but lag statewide averages somewhat.

Planning for Economic Development

Despite the name "Economic Development Element," the County's efforts to support a strong local economy and policies for doing so are not confined to this section of the Development Plan. Policies and implementation strategies from throughout the Plan will have an impact on the local economy well into the future. These economic development related policies are summarized and referenced here to provide a clear, comprehensive collection of the Plan's economic development efforts.

Ecotourism

Conservation of open space and environmentally sensitive areas can increase revenues because businesses and residents are drawn to areas with a high quality of life, which includes high percentage of protected lands and open spaces in and near to urban areas and prime research and educational facilities. According to the Trust for Public Land, "economic advantage will go to communities that are able to guide growth through land conservation and other smart growth measures. Over the next 25 years, real estate values will rise fastest in the smart communities that incorporate the traditional characteristics of successful cities: a concentration of amenities, an integration of residential and commercial districts, and a "pedestrian friendly configuration. Ecotourism is the fastest growing market in the United States' \$699 billion dollar tourism industry, and a significant amount of tourist activity in Jackson County can be regarded as "ecotourism." Ecotourism includes all tourist activities that have a reduced impact on the natural environment, encourage education awareness of the environment and culture of a place, and improve the welfare of the local people. Ecotourism is increasing in

popularity in concert with the growing popularity of green products, sustainable development and environmentally friendly alternatives to conventional standards of the past.

It is important to note that promoting developing ecotourism is only one component of a successful ecotourism development program. First and foremost, a healthy environment with connected, protected and accessible natural areas is critical. For the County to protect its ecotourism assets, it must prevent development from infringing on a critical mass of parks, natural preserves and trails.

Heritage Tourism

The historic and cultural resources in Jackson County draw visitors to the area, making historic preservation an element of the County's economy. Historic preservation aims to identify, preserve, and protect sites, buildings, and structures that have significant cultural, social, economic, political, archaeological, or architectural history. The social and cultural benefits to historic preservation are numerous; it can revitalize communities and neighborhoods and instill pride in who we are. Preservation is also associated with sustainability, as it encourages the use of existing buildings and sites as well as their infrastructure, rather than building new structures in greenfields. By taking advantage of existing infrastructure through adaptive reuse (using historic buildings for new purposes), preservation reduces the environmental toll of growth.

Historic preservation also increases and encourages heritage tourism. The National Park Service identifies heritage tourism as "traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present." From an economic perspective, a study by the Travel Industry Association of America found that people who engage in historic and cultural activities do more, spend more, and stay longer than other types of U.S. travelers. While on vacation, visiting historic and cultural sites ranks second only to shopping, which underscores the economic importance of preservation.

Agriculture as Economic Development

The same approach to growing and attracting new commercial and industrial businesses applies to supporting and encouraging the agricultural economy, which means a supporting infrastructure for a local food industry needs to be in place. One of our biggest challenges is to "jump start" this industry by developing local markets for locally grown food. Opportunities for immediate expansion include sales to local institutions such as schools, hospitals, food assistance agencies, restaurants and locally-managed stores capable of sourcing their food locally. Other areas of consideration for the short-term include local food networks (partnerships between farmers, buyers and consumers) and ethanol plants.

Agriculture in the United States is the envy of the world, because of its ability to provide a safe and economical source of food. America's agricultural landscape, products, and methods are exceptionally diverse-- ranging from compact practices to open fields, feedyards, pastures, public auctions and farmer's markets. The economic value of these products is based on the abundance of animals and crops, made possible through successful farming techniques. Its value, as America's food supply, is among the most important, most vulnerable and least protected of all potential targets of terrorists. With exposed fields, farms, and feedlots, our livestock industry is considered a "soft" target in military terms.

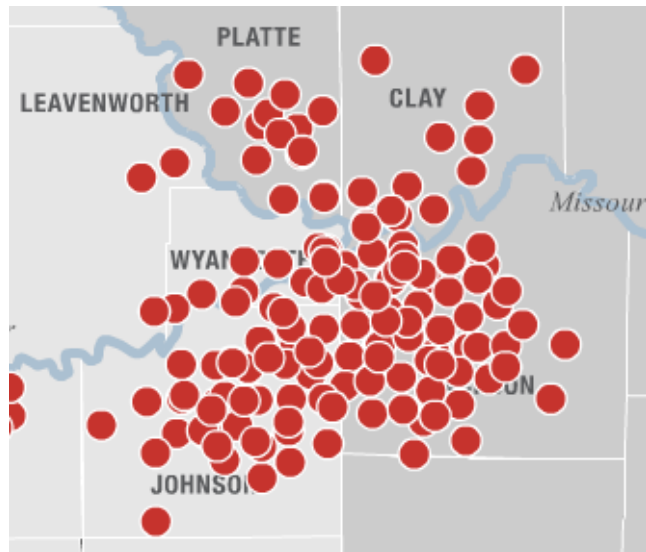
Agriculture is one example of what can be called a critical infrastructure, or a system without which our society cannot function. The contribution of agriculture to the overall economy is undeniable and includes over \$1 trillion per year, or approximately one-sixth of our gross domestic product. As the nation's largest employer, it includes one out of eight Americans, who are involved in food production, distribution, or sales.

Our trust in the modern food system (we have unparalleled access to food from around the world) is so strong that many have come to take local agriculture for granted. The potential for a breach of food security and/or skyrocketing costs seems increasingly more likely. Relying on global markets as a main source of our food at the expense of a local food supply system seems increasingly more questionable. The need for a comprehensive plan to protect the food production system has emerged as a critical issue over the last several years. Partnerships—the best way to protect our food supply – requires the cooperation and coordination of local farmers, truckers, feedlot owners, and other critical members of the food-supply chain such as veterinarians and animal and plant health inspectors.

Communities throughout the United States are taking stock of what food and key items are being produced locally (within a 100-mile radius) and identifying gaps in production. These are first steps to securing on-going access to vital resources and addressing the issue of food security as critical to a local economy. Emphasis on a localized economy will favor small-scale localized diverse industry over mass-marketed products.

- *Protect the national and international food chain from natural and manmade events.* Security from events that have a widespread negative effect on the food chain, such as transportation disruptions, weather events, water shortage, food-borne illness, energy supply scarcity, protection of research facilities and other components of the nation food system.
- *Viability of Local Farm/Local Food System.* Security by promoting economic viability of the local agriculture sector through management practices, resource preservation, product diversity, value added activities, direct marketing and complimentary uses.
- *Affordable access to food.* Security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life.
- *Protect Life Science Research.* The combination of companies, medical and veterinary schools, research facilities, technical training programs and transportation capabilities make the region a logistical powerhouse.

The Kansas City region is *America’s Animal Health Corridor*. Companies and universities in area lead the nation in animal health and nutrition research, innovation, business functions and production. The region hosts the North American or global headquarters of more 40 global leaders in the animal health industry, 5 of the 10 largest global animal health companies, 2 of the 5 largest pet food companies and the world’s largest animal health generics manufacturer. The region is a dominant growing force in animal health and nutrition – virtually unparalleled strengths in transportation distribution add to the significant advantages of business here.



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Courtesy of www.kcanimalhealth.com

Using the Development Plan to Promote Economic Development

Land Use and Development Element

The key goal of the Land Use and Development Element is the establishment of the County's Development Diagram (Map 4), which establishes an overall pattern of development. This pattern recognizes the existing and planned growth of the County's many communities. It is flexible enough to provide property owners with development alternatives to accommodate changing market demands, but detailed enough so that service providers can effectively anticipate future facility demands.

The Land Use and Development Element also establishes policies for allowing commercial development at key intersections outside the urban or suburban development tiers. Village Centers are locations outside or on the outskirts of the Urban Service Areas that are logical locations for services and non-residential uses that serve the immediate area rather than attracting people from other areas of the County. Development of these centers will depend on the availability of services.

Public Facilities and Services Element

Public facilities and services can act as catalysts for growth and development. The Public Facilities Element addresses basic public facilities that are necessary to support development throughout the County. Without these facilities, economic development efforts will yield little success.

Transportation Element

The transportation network is, in many ways, the most important segment of a community's infrastructure. A community's transportation system has a profound influence on its land use patterns and rate of growth. The Transportation Element addresses principal thoroughfares, highways, streets, other public ways and other modes of transportation within the County. Transportation brings employees and customers to local businesses and allows for the movement of good throughout the County. As a transportation hub, Kansas City is centrally located to air, rail, highway and barge traffic:

- The metro area is served by three interstates (I-70, I-35, I-29), four interstate linkages (I-435, I-635, I-470, I-670), and ten federal highways. The metro area's location has given it a major role on the I-35 NAFTA route into the U.S.
- With over 275 flights each day, KCI is served by 15 competing commercial airlines, keeping airfare low. In 2000, the airport began the largest capital project in its history - \$156 million, renovating and adding numerous new facilities and systems.
- Regarded as the second largest rail center in the U.S., Kansas City is served by four of eight Class I rail carriers, three regional lines, and a local switching carrier. Amtrak provides passenger travel from the city four times each day.
- Jackson County adjoins the Missouri River's Corps of Engineers-managed shipping channel, which runs from St. Louis, MO to Sioux City, IA. With a channel depth of nine feet and width of 300 feet, the Missouri River serves seven barge lines.

Natural Resources Element

The Natural Resources Element addresses key issues facing the natural environment, as well as some of the solutions that have been discussed and presented through regional planning efforts, such as stormwater management.

Innovative Tools

Using Technology to Market Jackson County

Jackson County, the second most populous county in Missouri, is experiencing considerable interest by companies seeking to grow in the

www.jacksongov.org/econdev

County. To address this need, the Economic and Community Development Website has been created through regional collaboration and partnerships. This project represents Jackson County's commitment to progress by showcasing traditional real estate availability, Jackson County Land Trust properties, property sales and assessment information with a robust, highly interactive and user-friendly map interface. The tool was designed, developed, deployed and maintained in-house by Jackson County staff utilizing Environmental Systems Research Institute's (ESRI) ArcGIS Server and Adobe's Flex technologies, with no additional expense to the taxpayer.

The goal of this website was to go beyond traditional economic development by creating a tool to foster community collaboration and coordination. The County's Economic Development Department teamed with the Special Projects Coordinator and the Geographic Information Systems (GIS) department to develop a solution that not only promotes and accelerates economic development within the County by displaying real estate availability and information, but to stimulate community coordination between the County, cities, neighborhood organizations and not-for-profits by providing access to data not easily available in the past.

Marketing Available Properties

These partnerships prompted the County to include Land Trust properties in the website, along with commercial buildings and sites availability. Land Trust properties are those which were delinquent on their real estate taxes and did not sell at a public auction for the amount of taxes and other liens. The Land Trust of Jackson County is a governmental corporation established by state law to sell these properties. There are over 4,000 Land Trust properties in Jackson County. These properties, unfortunately, are often run down and blighted. The Land Trust, by design, does not actively market these properties. By including these properties in the Economic and Community Development Website, the County can assist in returning these properties to functioning and usable homes and land, as well as return them to the tax roll. This has the effect of increasing funds collected for local jurisdictions.

When users enter the site, they are presented with an aerial image of the entire County. Users may navigate to their area of interest, or use one of the many tools available to them to locate the area that best meets their needs. Users can select criteria for and search on commercial buildings and sites, Land Trust properties, or property sales. Additionally, if a user knows their desired location, they may click on the map and select all properties meeting their criteria within a specified distance. Search results return a list of properties meeting the desired criteria, along with a link to a Property Report. The Property Report contains a plethora of information including ownership, assessment, zoning, TIF information, exemption status and sale history along with a photograph and maps of the property.

A Functional Search Engine

More functionality includes the ability to search for properties by owner name, property address or parcel identification number (PIN). These search results are also linked to the Property Report. Users may also turn map layers on and off, search for an intersection, zoom to any city in the County, create their own geographic bookmarks, draw or add graphics to the map and print the map.

Lastly, this application can also answer questions like “find all the properties within a 300 foot distance” and “find all the properties along this line”. These questions are answered utilizing sophisticated GIS functionality, with an easy-to-use interface. Users can draw a graphic (point, line or polygon) on the map, and have a table of property information returned to them, each with a link to the Property Report. Users can then also buffer, or apply a distance to, selected properties to answer additional questions.

Jackson County gathers the data presented in the map through a variety of means and partnerships. Jackson County partnered with Kansas City Power and Light’s (KCP&L) LocationOne Information System to extract commercial buildings and sites from their data exchange. These locations are then joined to the County’s parcel information, so each available location may then have a record of ownership, assessment and sales. Land Trust properties and property sales are linked directly from the County’s assessment database to the County’s GIS databases.

Coordinating with the Cities

While this tool is quite new, it is creating a buzz among economic development departments, real estate and title companies, neighborhood associations, and the citizens of Jackson County. Economic development departments can make smarter, faster decisions on where to focus their efforts. Smaller cities and communities now have tools and information that were never available to them before in one single location. Community organizations and not-for-profits can create attainable plans to revitalize their neighborhoods. Creating a one-stop-shop for all economic and community information has assembled a cohesive effort in the County, creating excitement about the future and solidifying our commitment to growth and progress.

Tax Incentive Unit

In 2011 the Tax Incentive Unit continued its role as the steward of development incentive plans for Jackson County. The unit’s chief goal for 2011 was to refine the Tax Increment Financing (TIF) tracking software being developed by the county. This software allows the staff and members of other departments to track various information related to TIF plans and projects. The program is continually being refined and updated to meet the needs of the parties involved.

Fostering relationships with the municipalities of Jackson County is also a focus for the unit. The already strong relationships with the cities of Jackson County continued to grow and provide opportunity for more communication.

Educating Jackson County citizens about the role that TIF and other incentives play in their lives is always important to the unit. Members of the unit participated in customer service workshops throughout the year to improve the quality of their interaction with municipalities and taxpayers.

The pursuit and achievement of these goals has strengthened the unit in its second year and positioned it for success moving forward.

Goals and Policies

ED Goal 1: To promote interjurisdictional coordination and communication.

- ED Policy 1.1: Participate in regular interjurisdictional communication, including regular communication between the County and Cities, regarding transportation network improvements, transit planning, parks and recreational facilities, stormwater management, wastewater management and water service, and economic development efforts.
- ED Policy 1.2: Support the County’s role as that of facilitator and coordinator for jurisdictions within Jackson County, with the County serving as the “discussion linkage” between the urban core, the 18 incorporated areas and the unincorporated area.
- ED Policy 1.3: Encourage and support public and private sector economic development efforts through improved communication, information sharing and web page linkages.
- ED Policy 1.4: Promote and support a cooperative marketing plan, to provide national and regional exposure for the County and Cities, as an area supportive of economic development and new technology business ventures.
- ED Policy 1.5: Encourage and support multi-jurisdictional efforts to identify and use federal and state funding sources for infrastructure.

ED Goal 2: Promote development patterns that promote economic development.

- ED Policy 2.1: Encourage and support integration between land use planning, economic development and transportation infrastructure decisions.
- ED Policy 2.2: Protect key gateways, corridors, and centers from development, uses, and patterns that are not consistent with city and county economic development strategies and future land use plans.
- ED Policy 2.3: Identify key economic development activity centers and corridors.
- ED Policy 2.4: Encourage development opportunities that support the Sports Complex.
- ED Policy 2.5: Ensure that sufficient land is allocated for future commercial, industrial and office space to allow for a growing, viable economy.
- ED Policy 2.6: Direct new development to areas which have available utility and infrastructure service capacity.

ED Goal 3: Encourage economic development by maintaining Jackson County’s quality of life and ensuring that it remains a good place to live.

- ED Policy 3.1: Encourage and support commercial design flexibility and development alternatives.
- ED Policy 3.2: Develop and maintain programs designed to expand and enhance each jurisdiction’s economic base.

- ED Policy 3.3: Coordinate with designated agencies and the State Department of Transportation to expand and enhance the overall transportation and transit network in order to provide reasonable access to residential and nonresidential locations throughout the County.
- ED Policy 3.4: Promote inter-industry and intra-local relationships in assessing the long-term desirability of development proposals.
- ED Policy 3.5: Maintain infrastructure to serve existing businesses and new development.
- ED Policy 3.6: Public and private development should be encouraged to incorporate visual art into public and semi-public spaces.
- ED Policy 3.7: The County and Cities should coordinate carefully planned and timed infrastructure investment as a factor in managing and accommodation growth.
- ED Policy 3.8: Support artistic, cultural and historic events and their sponsoring organizations that enhance the image of the County to the rest of the state and the nation and generate tourist revenue for the County's economy.
- ED Policy 3.9: Encourage local arts and cultural organizations to work closely with the various area and local chambers of commerce, tourist development agencies and other sectors of the economy to incorporate and integrate cultural activities and programs into tourist development.

ED Goal 4: Increase job opportunities.

- ED Policy 4.1: Establish and maintain programs designed to promote the attraction of industries to facilitate the diversification of the County's and city's economic bases.
- ED Policy 4.2: Develop and maintain programs which assist existing companies in expansion efforts in order to create a sustainable economy with good-paying jobs.
- ED Policy 4.3: Maintain a strong preference to provide jobs for unemployed and underemployed County and City residents rather than to stimulate in-migration.
- ED Policy 4.4: Identify and support measures that support a technology-based economic development plan by using technology training and technology infrastructure to attract high-tech, new economy business.
- ED Policy 4.5: Utilize all available resources and organizations to provide business administration assistance to small and start-up businesses.
- ED Policy 4.6: Encourage private and quasi-public entities such as local chambers of commerce to promote the job skills and industries which are available in Jackson County.
- ED Policy 4.7: Encourage the creation of child care facilities near jobs.

ED Goal 5: Build multi-jurisdictional consensus and implement a decision-making mechanism to coordinate land use, economic development, transportation, utility, and environmental planning on a countywide scale.

ED Policy 5.1: Encourage and support coordinated intergovernmental planning for land use, transportation, public utilities, environmental quality, economic development and historic preservation.

Jackson County's Development Plan is intended to be a dynamic document -- one that responds to changing needs and conditions. To assess the Plan's effectiveness in responding to changing conditions, the County will need to monitor actions affecting the Plan. This element provides for the implementation and ongoing administration of the Development Plan by:

- Describing the processes for monitoring and amending the plan over time;
- Explaining specific strategies required to achieve the plan's goals and objectives; and
- Scheduling the implementation of plan strategies.

Intergovernmental Agreements

Of the many implementation tools available to the County, intergovernmental agreements are a critical component of this Plan. Intergovernmental agreements (IGAs) are essentially concurrences between two or more units of government for the mutual benefit of all parties. Within the context of this Plan, an agreement between the County and participating cities and other providers will address growth within urban service areas. Such an agreement will establish each party's rights, responsibilities and recourse within a cooperative growth management process designed to implement the Urban Service Area policies of this plan. Items typically addressed in local government IGAs include: development review authority, annexation processes, infrastructure projects, building and related codes, development agreements and IGA administrative procedures.

Formal agreements between the County, participating cities and other providers/agencies (such as water districts, fire districts, and the Little Blue Valley Sewer District) can economize the costs associated with providing public services, eliminate forum shopping by developers, and provide shared financial responsibility for improvements and plan implementation.

The IGAs will establish different standards and procedures for each of the following areas:

- **City limits** - the participating city will inform the County of its annexation plans and coordinate the transition of service provision as applicable;
- **Urban Service Areas** – the area where the City and County will work cooperatively to review development applications through a mutually agreed upon process and subject to mutually agreed upon standards. The agreement may include the City/County review processes for plan amendments and variances from development standards. The agreement should also address the effects of annexation on City and County responsibilities relative to the agreement.

Key Implementation Tools

The Plan implementation program identifies a number of tools available to the County that may be employed to bring the goals, policies and strategies of the Plan to fruition. These implementation tools are interrelated and work together providing continuity and breadth to the implementation program.

Development Regulations. On a day-to-day basis, the Unified Development Code (UDC) is the most

incremental actions on development requests support the Plan's goals, policies and recommendations.

Capital Improvements Plan. A capital improvement plan (CIP) is a multi-year plan identifying capital projects to be funded during the planned period. The CIP identifies each proposed capital project to be undertaken, the year the assets will be acquired or the project started, the amount of funds expected to be expended in each year of the CIP and the way the expenditure will be funded. The five-year CIP does not appropriate funds, but rather functions as a planning and budgetary tool, supporting the actual appropriations that are made through the adoption of the budget. Projects within the first year plan in the CIP may be incorporated into the upcoming annual budget. The remainder of the plan is re-evaluated, updated and re-prioritized each year to meet those ongoing changes and additions. The CIP provides a linkage between planning and budgeting and a coordination of financing and timing in a way that maximizes the return to the County. It enables the government to envision its opportunities and constraints and makes great efforts to take advantage of these opportunities and develop strategies to tackle problems and to avoid financial crises.

Annual Budget The annual budget is one of the most potent tools for plan implementation because it sets priorities for action each year. Capital and operational funding decisions should directly reflect the goals and policies of this Plan. The Plan should serve as the basis for the staff's recommended work programs and a focus for the Administration and Legislature's discussion of priorities from year to year. County staff should review the Plan goals and implementation programs and recommend appropriate strategies to achieve the Plan goals in a manner that is consistent with Plan policies.

Fees and Exactions. Exactions are premised on the policy that new development should bear the costs, in whole or in part, of additional public facilities and services whose demand is created by such development. The conviction that developers should be financially responsible for the costs of extending services to new development has gained widespread acceptance - their use is increasing nationwide, with more than 60% of all communities levying some type of exaction on new development to fund governmental facilities and services. Although fees and exactions on development have long been rooted in local government planning, the concept has expanded dramatically to embrace more and more types of public facilities and improvements and to include requirements not only for public improvements, but also for dedication of land for public facilities. Impact fees are most commonly used to fund road, water and wastewater infrastructure. Throughout the development of this plan, citizens, appointed officials and elected officials support the use of impact fees, particularly for road improvements and green spaces.

Plan Review & Amendment

The County Development Plan is intended to serve as a guide for public and private development and land use decisions through the year 2025. As local and regional conditions change, changes to the policies (including maps) and strategies will be required to keep the plan current.

The County should conduct an annual review to determine its progress in achieving plan goals, objectives and strategies. During this review, the County should evaluate development decisions (e.g., zoning changes, building codes, etc.) that have been made by the County and

Policy Revisions

To ensure that the Development Plan remains an effective guide for decision-makers, the County should conduct periodic evaluations of the Plan policies and strategies. Plan reviews should inform the County and Participating Cities about growth trends, the status of recommended action strategies, changes to the list of recommended actions, and actions on requests for development diagram amendments. The major review process should encourage input from business owners, neighborhood groups, developers, and municipalities. Any Plan amendments that appear appropriate as a result of this review should be processed according to the Plan amendment process in the UDC. These evaluations should be conducted every five years, depending on the rate of change in the community, and should consider the following:

- Progress in implementing the Plan;
- Changes in community needs and other conditions that form the basis of the Plan;
- Fiscal conditions and the ability to finance public investments recommended by the Plan;
- Community support for the Plan's goals and policies; and
- Changes in State or federal laws that affect the County's tools for Plan implementation.

Implementation Work Program

Successful implementation of the Plan results from many individual actions by the County, other jurisdictions and service providers and private decision-makers over the course of many years. The goals and policies describe what the community wants to become and how decision-makers should respond to varied circumstances. To accomplish the plan's goals and objectives, the County will need to accomplish many tasks throughout the life of the plan. Key strategies (*i.e.*, action items) will be used to accomplish the Plan's goals in the initial years of plan implementation. While most of the items on the list will be carried out by the County, some items may require coordination with municipalities in the County or other service providers or entities.

The Plan requires on-going action to achieve its goals over the planning period. The necessary course of action is described in the Implementation Work Program, which consists of short-term and long-term work programs.

Work Program. The Implementation Program is intended to be the most dynamic component of the Plan. Through annual updates, the County can ensure that the Plan continues to serve the community effectively. The list of implementation strategies provides the following information in each column:

Task Number - the number of the implementation strategy to allow for future referencing of County activities.

Priority Score	What This Score Means
1	Tasks that should be completed within the first year of Plan adoption, by the end of this fiscal year.
2	Tasks that should be completed by the end of the next fiscal year.
3	Tasks that won't start this year or next, but should be completed within five years.
4	Tasks that do not need to occur within the next five years, but which will be reassessed during a Plan Implementation update in five years (this commits the County to a 5-year strategic planning cycle).

Implementing Tool – the activity, document or program that will be needed to implement the task.

Responsible Entity- the person, department or agency that is primarily responsible for initiating, advocating and/or performing the strategy. Anticipating that some functions currently performed by County staff may be contracted to qualified consultants, references are made to function (*i.e.*, 'Planning' refers to tasks that are the responsibility of the County's planner or planning consultant). When multiple entities are identified, they are presented in order of responsibility for the task.

Budgetary Impact - indicates the relative fiscal impact of the specific strategy on the County's budget. The ranking abbreviations are labeled in the following manner:

Budget Impact	What This Score Means
Low	Little or no fiscal impact on the County's budget.
Mod	Some fiscal impact, but likely to be funded within one to two fiscal periods.
High	May be significant fiscal impact, depending on the nature of the capital investment, but may provide opportunities for the use of alternative revenue sources.

The **Implementation Strategies Matrix**, shown as **Exhibit 14**, schedules actions and recommends an initial work program, which should be updated annually to reflect community accomplishments, new approaches to community issues, changing conditions, shifting priorities and new demands. The exhibit also lists specific actions recommended to achieve the Plan's goals. This list is not intended to be exhaustive or all inclusive -- the County and other public and private entities will take numerous actions throughout the life of this plan to achieve the community goals. This list is intended to identify the highest priority tasks to be pursued in the short term over the next several years. The table identifies the objectives and policies related to each task, the time-frame for task completion, and the entities responsible for carrying out the tasks. Tasks that are not

Strategy	Implementation Measure	Priority	Responsible Entity	Implementing Tool	Budgetary Impact
I 1	Conduct an annual review of this Plan to monitor the County's progress in achieving its goals and to ensure that planning and zoning matches community needs. Coordinate the annual review of the Plan with the County's budget and CIP processes.	1	Planning		Low
I 2	Report on the capital improvement projects and development plans and priorities of city governments and service providers to the Planning Commission as part of the annual report on the status of implementation of this Plan.	1	Planning		Low
I 3	<p>Establish an intergovernmental coordination program that:</p> <ul style="list-style-type: none"> Provides expertise and resources to local jurisdictions for station area planning and zoning. <p>Coordinates with MARC to promote TOD education and best practices.</p> <ul style="list-style-type: none"> The County shall coordinate with the MARC, KCATA, and other regional transit agencies regarding the provision of fixed guide-way transit corridors and station locations. Collaborates with local jurisdictions on station area planning and TOD for areas within ½-mile of stations Collaborates with local government jurisdictions as they develop and adopt land-use plans for station areas by participating in the planning process. Encourages local jurisdictions to adopt TOD supportive policies, plans and zoning for transit stations within their jurisdiction that provide a flexible framework for TOD and prevent development which does not support transit. 	1	Planning, Public Works		Low
LU 1	Develop and execute Intergovernmental Agreements with County municipalities to provide for shared development review responsibilities and extension of urban development standards within the Urban Service Areas.	2	Planning; County Counselor; Administration		Mod

LU 2	<p>together with the cities, evaluate the use of cooperative measures to achieve desired development in the Urban Service Area. Such measures could include cooperative development review, jointly-developed Area Plans, pre-annexation agreements, interlocal agreements with service providers for infrastructure extension, and contracts for service provision.</p>	3	Planning	Low
LU 3	<p>Cooperate with municipalities for review of selected types of development proposals within their respective USA. The staff shall cooperate at the technical and administrative levels to review the relationship of proposed development to the existing comprehensive plans, address impacts of development and to achieve compatibility with the comprehensive plans of the respective jurisdictions land development regulations and infrastructure management.</p>	2	Planning; Public Works	Low
LU 4	<p>Maintain a system of regular meetings with representatives from outlying communities and suburban cities to review development patterns within the urban service area and assess the benefits of cooperative development review within each community's sphere of influence and, for selected communities, jointly prepare Area Plans that describe desirable patterns and standards for future development.</p>	2	Planning	Low
LU 5	<p>Formalize all coordination and cooperation mechanisms required by the Plan to the greatest extent possible through contracts, memoranda of understanding, formal resolutions, interlocal agreements, or other means.</p>	3	Planning; County Counselor; Administration	Low
LU 6	<p>Maintain a formal process to notify towns, cities, school districts, water supply districts, fire protection districts and other service providers affected by County development decisions. These service providers should be notified about subdivision requests, capital improvement programs and rezoning requests prior to legislative decisions on these matters.</p>	1	Planning; Public Works	Low

LU 7	Review the Unified Development Code and revise as needed to define districts which are appropriate in Urban, Suburban and Rural Development and Environmental Conservation Tiers. The UDC should establish the purpose of each district, minimum criteria for rezoning to the district and minimum standards for developing within each district. Comprehensive use lists should identify which uses are appropriate in each district and in Urban, Suburban and Rural Development and Environmental Conservation Tiers. Special provisions for USAs, Village Centers and Urban Corridors may be included.	2	Planning		Low
LU 8	Amend planned development regulations to provide development flexibility, density bonuses for community benefits and for neighborhood scale services.	2	Planning		Low
LU 9	Adopt overlay districts for key gateways, corridors and centers. Guidelines should address materials and façade design, landscaping, screening, parking, signage and streetscaping. Public enhancements should be coordinated with other capital projects in the area.	3	Planning; Public Works		Low
LU 10	Promote mixed use development within along key corridors and centers to capitalize on existing infrastructure and permit higher density housing opportunities.	3	Planning		Low
LU 11	Conduct periodic meetings with economic development professionals in the County to identify community resources, development sites and economic development needs. These meetings also should be used to identify regional economic development issues that the group should address.	1	Economic Development; Planning		Low
LU 12	Monitor the supply and status of land through County GIS. Data on parcel size, utility capacity, service jurisdictions, ownership, zoning, location and other relevant information shall be included. Establish and maintain a tracking system for existing, approved and planned land supplies.	1	Economic Development; Planning		Low
LU 13	Maintain a County-wide marketing program that includes up-to-date information on development sites, infrastructure support, City data, information on service providers, and other socio-economic information needed for business relocation or expansion decisions.	1	Economic Development; Planning		Low
	Continue to improve the quality of housing through				

LU 15	On an annual basis, the County shall ask area School Districts to provide information from their facilities master plans to determine the need for additional school facilities. The County shall offer assistance to the School Districts to determine appropriate locations where there may be sufficient land proximate to the area being served.	3	Planning		Low
LU 16	Identify sub-areas or corridors where specific area plans can be used to address unique conditions, create economic development opportunities or enhance the overall area. Planning efforts should include representatives of neighborhoods, businesses and institutions in the planning area.	4	Planning		Low
LU 17	Regularly review the Development Plan and USAs in coordination with local governments and service providers to determine if adjustments in the USA boundaries are warranted as conditions change.	3	Planning		Low
LU 18	Amend the development regulations to: <ul style="list-style-type: none"> • Require connection to a centralized water supply system for new development. • Require connection to a centralized wastewater system for new development, except that decentralized and on-site systems may be permitted in Suburban and Rural Tiers. • Coordinate with local government and service providers when a development application is received within an Urban Service Area and shall provide an opportunity for the city and service providers to comment on the application. 	1	Planning		Moderate
LU 19	Conduct a study to determine opportunities for redevelopment of Blue Summit.		Planning, Economic Development		Moderate
PF 1	Continue to consult with Water Supply Districts in the development and maintenance of Area Plans within the urban service areas to identify appropriate levels of service. The Area Plan process should identify existing and future service responsibilities in areas which are served by more than one provider.	1	Public Works		Low
PF 2	Continue to consult with water service providers and Fire Protection Districts to maintain appropriate standards which ensure the cost-effective, concurrent provision of adequate water for normal and emergency water demands.	4	Public Works		Low

PF 3	Coordinate the review of public and private development projects with water and fire protection service providers to ensure that adequate capacity can be provided concurrent with demands, to identify system improvements required to provide needed capacity, and to determine developer surety requirements.	4	Public Works	Low
PF 4	Assist the Little Blue Valley Sewer District in planning for the extension of wastewater services in a manner consistent with Policy 34.4.	3	Public Works	Low
PF 5	Update the County's Solid Waste Management Plan and Ordinance based on MARC's regional Solid Waste Management Plan and Solid Waste Status Report.	4	Public Works	Mod
PF 6	Conduct cost/benefit analyses for consolidation of redundant County services and facilities. These analyses should account for facility costs, time costs and impacts to service levels. Implement consolidations which result in cost savings and improved or equivalent service levels. Avoid consolidations which will significantly reduce public access to services or decrease the ability of County staff to provide services in a timely manner.	3	All County Departments	Mod
PF 7	Establish improved coordination on the installation of public facilities through the development review process. Schedule the timing and location of facility improvements to minimize locational conflicts and potential damage to other improvements during installation (e.g., unnecessary road cuts).	3	Public Works	Low
PF 8	Maintain a long range capital facilities plan that addresses anticipated expansions, maintenance and modifications to County buildings. The plan should address budgetary needs and the costs of deferring needed maintenance or capital investments.	2	Public Works; Facilities Management	Low
PF 9	Require annual evaluations of service provision for all County Departments to evaluate long and short-term budgetary needs. Use these evaluations to adjust the long range capital facilities plan.	2	All County Departments	Low
PF 10	Prior to the placement of any new or expanded major County facility or public building or grounds, such as landfills, correctional facilities and wastewater treatment plants, the proposed site and possible impacts shall be evaluated and results of the evaluation shared with adjacent municipalities and service providers.	4	Public Works	Low

PF 11	Strategically manage the use and construction of County parking facilities to balance vehicular access and the opportunity for TOD to maximize ridership at stations and minimize the need for single-occupancy vehicle trips by transit riders outside of their trips to stations.	3	Public Works		Low
PF 12	Meet with cities and water and wastewater providers on a regular basis to identify and implement programs that will improve communication and coordination for development review and approval and the provision of water and wastewater services.	3	Public Works		Low
PF 13	Evaluate the impact of its personnel policies on its ability to hire, develop and retain high quality employees and implement cost-effective strategies to reduce absentee rates and improve the overall health and morale of employees.	4	Public Works		Low
PF 14	Participate in joint training and certification programs for law enforcement agencies throughout the region.		Sheriff		Low
PF 15	Amend the development regulations to reflect: <ul style="list-style-type: none"> • New development shall not be permitted to increase the rate or volume of stormwater runoff from the site. • Locational standards for solid waste facilities. • Siting of hazardous waste facilities. • Minimum fire service standards and design requirements. • Coordinate with fire protection districts for development review 	2	Planning, Public Works		Moderate
T 1	Maintain development regulations that support Development Plan policies by requiring dedication of adequate rights-of-way for a planned street system as part of the subdivision process; requiring Traffic Impact Analysis for major development projects; establishing appropriate design criteria for each type of road, including road configuration, speed limits, and access design and spacing requirements; and clearly assigning funding responsibilities for new roads and road improvements required to serve new development.	2	Planning; Public Works		Low
T 2	Maintain a 5-year Capital Improvements Program to upgrade roadways that do not comply with County standards for design or condition. Schedule improvements based on available funding.	2	Public Works		Low

T 3	Solicit comments from cities on proposed roadway construction projects located within communities' identified urban service areas to ensure that roadway design and alignment are consistent with local plans and standards.	1	Public Works		Low
T 4	Encourage the State to include park-and-ride sites at appropriate locations on arterial roadways. Help identify and secure additional right-of-way for park-and-ride facilities that can be included in the scope of scheduled Highway Department projects.	2	Public Works		Low
T 5	Evaluate the potential use of a road and bridge excise tax or impact fee to fund road and bridge improvements in eastern Jackson County. Examine the impacts of such taxes or fees on the equitable distribution of funds, cost-effectiveness of service provision for residents, fiscal impact on County operations, and the ability to fund Countywide improvements through the existing Road and Bridge Fund.	4	Public Works; Economic Development; Administration		Mod
T 6	Regularly monitor the volumes of traffic on County roads and incorporate this information into the County's pavement management program.	1	Public Works		Low
T 7	Adopt capital funding and dedication provisions to ensure that trails are integrated with other surface transportation improvements and expand the off-street trail network to provide recreational and commuter routes throughout the community to community facilities, corridors and centers.	1	Planning; Public Works		Mod
T 8	Develop a Transit Development Plan in coordination with MARC and area transit providers to identify existing and potential transit routes.	1	Planning; Public Works		Low
T 9	Update streetscaping, landscaping and setback standards to provide more attractive and compatible street frontages, arterial corridors and community gateways.	2	Planning; Public Works		Low
T10	Update regulations to include access spacing standards for lots located on arterial and collector streets to promote the smooth flow of traffic and minimize the impacts of individual developments on the safe and efficient function of these roads; to promote the use of local street access for lots located along arterial and collector streets wherever feasible; and to include driveway access spacing standards for projects located on arterial streets shall be consistent with spacing standards for local street intersections.	2	Public Works		Moderate

T11	Measure the performance of the regional transportation system on a regular basis and manage its efficiency.	3	Public Works		Low
T12	Develop cost-effective, voluntary incentive programs for major employers, schools, and residential areas.	4	Public Works		Moderate
T 13	<p>Amend the development regulations to include the following TOD provisions:</p> <ul style="list-style-type: none"> Establishing guidelines for how TOD relates to the planning and design of transit projects. Establish standards for a Transit Oriented Development Floating Overlay to be applied to fixed guide-way station areas. Upon the designation of the station type and the physical location of a new fixed guide-way transit station, a Station Area Overlay initially measuring 0.5 mile radius from the center of the station platform will be created. Upon the Station Area Overlay designation, Jackson County, in coordination with MARC, KCATA, Kansas City and other related agencies, will conduct a detailed study to determine specific Station Area Plan boundaries, which will, at a minimum, include all areas within a 0.5 mile walking distance from the transit station. In determining the specific Station Area Plan boundaries, physical, environmental, and community features, boundaries, and borders shall be considered. 	2	Planning		Moderate
T 14	Evaluate the potential use of road districts, fees and other financing mechanisms.	4	Planning		Low
T 15	Obtain additional rights-of-way along designated streets and open space corridors.	1	Public Works		Moderate

T 16	<p>Amend the development regulations to include the following transit station provisions:</p> <ul style="list-style-type: none"> • Station Area Plans shall improve bicycle and pedestrian connectivity through the following: • Requiring sidewalks on both sides of all public rights of way 0.5 mile walking distance from all station locations. • Require the construction of sidewalks in excess of minimum width requirements, pedestrian plazas, and other amenities that will enhance the pedestrian environment in and around transit stations. • Require the development of bike lanes on arterial and collector roadways transversing the Station Area. • Mixed use development incentives and density incentives shall be developed and encouraged to implement the intent of the station type. • Establish TOD design principles focused on neighborhood context, connectivity, public realm improvements, and site development standards. • Improvements proposed to typical roadway sections within Station Area Plans design elements, such as those as advocated for by the AASHTO, should be considered. • Land use proposals within the area of influence of station stops should meet the adopted levels of service for public facilities as established in the Future of County Comprehensive Plan. 	1	Planning		Moderate
T 17	<p>Amend the development regulations to reflect:</p> <ul style="list-style-type: none"> • Require traffic impact analysis for development projects with the potential to generate high volumes of traffic. • Buffering standards for residential projects that abut arterial streets to minimize the impacts of traffic on project residents. 	2			Moderate
NR 1	<p>Continue to provide educational materials to contractors to help implement Building Code provisions for the use of energy-efficient construction materials and techniques and the Green Build Permit Program.</p>	2	Planning		Low

NR 2	Encourage builders and developers to exceed the minimum requirements for energy efficiency of the Building Code by sharing information on available training, tools or literature on resource efficient development (e.g., the County's Green Build Information Handbook).	2	Planning; Public Works; Economic Development		Mod
NR 3	In addition to the Green Build program, expand the use of incentives for new homes, developments and commercial buildings to become certified under the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) program, or meet similar standards of development.	4	Planning; Public Works; Economic Development		Mod
NR 4	Explore strategies to provide accelerated review of development permits that meet LEED or LEED-ND (Neighborhood Development) criteria.	4	Planning; Public Works		Low
NR 5	Monitor the MARC/USGS/DNR Missouri River Groundwater Protection Study and adopt appropriate land use controls to minimize inappropriate development in identified wellhead protection areas and contributing zones. Special zoning and stormwater management provisions may be implemented through overlay zoning.	4	Planning		Low
NR 6	Continue to include the U.S. Army Corps of Engineers in the review of development requests affecting wetland areas. Regularly review provisions to protect wetlands in the County's development regulations.	4	Planning		Low
NR 7	Adopt standards for development on moderate and steep slopes as part of the development regulations, including limits on densities on moderate and steep slopes and design/construction standards. Require an engineer's approval of plans for commercial, industrial and residential buildings constructed on moderate or steep slopes.	4	Planning		Mod

NR 8	<p>Conduct workshops with the agricultural and development communities to identify interest in alternative ways to preserve prime agricultural land, including</p> <ul style="list-style-type: none"> • the adoption of clustering provisions that concentrate development on a portion of a tract while preserving the balance for agricultural uses; • a system of transferable development rights that enable the owners of prime agricultural land to transfer density from the prime land to other tracts; • conservation easements and dedications; or • other alternatives based on input by the agricultural and development communities. 	3	Planning		Mod
NR 9	Maintain an open space plan that identifies additional open space parcels that should be secured and establishes priorities for open space acquisition, including open spaces that complete or complement the proposed trail system and areas with identified wildlife resources. Obtain funding for proposed acquisitions through public and private grants to the greatest extent possible. Use County funding to improve and maintain open spaces, and to acquire additional rights-of-way or land connecting existing trail segments.	3	Parks and Recreation; Planning		Low
NR 10	Coordinate with public and private resource conservation and management agencies and seek mutually beneficial ways to preserve and enhance natural resources throughout the County.	3	Public Works		Low
NR 11	Conduct a Countywide natural resource inventory building on the information contained within the MARC Natural Resource Inventory to provide information on the resource value of land within the County and identify areas to be conserved or protected.	2	Public Works; Parks and Recreation		Mod
NR 12	Continue to work with the Stormwater Commission to implement the policies and tools established in the County's stormwater master plan.	2	Public Works; Parks and Recreation; County Administration		Mod
NR 13	Continue to work with municipalities to promote local adoption of stream setback, erosion control, and stormwater management ordinances.	2	Public Works		Mod

NR 14	Coordinate with local jurisdictions and MARC to educate residents about actions to reduce air pollutant emissions.	3	Planning		Low
MR 15	Amend the development regulations to reflect: <ul style="list-style-type: none"> Require an engineered foundation for all buildings intended for human occupancy that are constructed on slopes greater than 30 percent. Ag preservation incorporating historic use, soil suitability, agricultural significance, prevailing parcel sizes and geographic associations factors. 	3	Planning		Moderate
ED 1	Develop an intergovernmental agreement (IGA) between the County and Cities to ensure that development within unincorporated areas is consistent with the Comprehensive Plan, including existing Development Tiers standards and future Urban Service Area standards (which identify areas around Cities that provide for joint and mutual review and notification provision) and adopted infrastructure requirements.	2	County Executive; County Legislature		Low
ED 2	Enhance the role of the EDC as the coordination and cooperation facilitator for the County and Cities, with representation on the EDC reserved for volunteer Economic Development professionals, the County Legislature and City representatives.		County Legislature		Low
ED 3	Adopt an IGA to develop common development standards for the County and Cities, to standardize improvement requirements for urban development, consistent with Development Tiers and Urban Service Areas, and to coordinate Capital Improvement Programs (CIPs).	3	County Executive; County Legislature		Low
ED 4	Coordinate between the County and Cities to identify areas of joint action and to develop IGA's that promote the use of Enterprise Zones (RSMo §135.200), Tax Increment Finance Districts (RSMo §99.800) and Urban Redevelopment Corporations (RSMo §353.00).	3	County Executive; Department Heads		Low
ED 5	Adopt an IGA to modify County and Cities development regulations as necessary to carry out Economic Development Plan Element policies.	4	County Executive; County Legislature		Low
ED 6	Participate with MARC, the KC ADC and other economic development agencies to evaluate and recommend strategies to attract desired industries to the planning area, which may include use of the Small Business Incubator Program (RSMo §620.495).	1	Economic Development		Low

ED 7	Coordinate with the Chambers of Commerce to conduct a business retention survey to identify business needs.	1	Economic Development		Low
ED 8	Adopt policies that emphasize cost-effective preservation and maintenance of existing capital facilities for long term use as an essential component of economic development planning.	4	City/County Planning; Public Works		Low
ED 9	Target economic development efforts at attracting and retaining business opportunities that use existing or planned infrastructure.	3	City/County		Low
ED 10	Utilize the GIS Technology Committee to develop an on-line economic development and land use database that identifies commercial and industrial developable sites, based on a variety of factors including infrastructure availability and capacity, labor supply, zoning and the existing of and/or participation with existing development/redevelopment plans.	1	Planning; Public Works; Assessor		Minimal
ED 11	Develop and utilize countywide GIS to improve the provision of technology-related infrastructure.	1	Planning; Public Works; Assessor		Minimal
ED 12	Prioritize capital improvements based on economic development impact and consistency with projected growth location, timing and infrastructure availability and capacity.	3	City/County Planning; Public Works; Finance		Low
ED 13	Modify annual CIP processes to include County and City review and comment to identify opportunities to share infrastructure improvement costs.	4	Planning; Public Works; Finance		Low
ED 14	Promote economic development through public/private partnerships and targeted incentives that are closely linked to economic performance.	2	Planning; Economic Development		Low
ED 15	Develop incentives (e.g., density bonuses, parking relief, fee waivers, etc) and remove disincentives for development of residential and mixed use projects in corridors/centers.	3	City/County Planning		Minimal
ED 16	Coordinate with local, regional and state economic development organizations to determine the full range of programs and tools available to retain existing businesses and attract new businesses, including Tax Credit Investments in Small Business (RSMo §135.400), the New Enterprise Creation Act (RSMo §620.635) and the Linked Deposit Program (RSMo §30.750).	3	Economic Development		Low

ED 17	County and Cities will mutually provide notification and solicit comments on proposed plan amendments, ordinance amendments, capital improvement plans and actions relating to infrastructure provision, commercial/industrial zoning and siting, development and economic development/redevelopment plans and specific application of economic development incentives.	2	Planning; Economic Development		Low
ED 18	Sponsor an annual economic development conference for Jackson County to highlight existing economic development programs, identify needed changes to the programs and enhance coordination between the City, economic development interests and educational institutions, with sponsorship by the Eastern Jackson County Betterment Council ("EJCBC").	1	Economic Development		Minimal
ED 19	Participate in business owners' roundtable discussions to identify the needs of local businesses.	3	Planning; Economic Development		Low
ED 20	Develop area and sub-area plans, along the fringe of cities and for key development areas located between incorporated areas.	4	Planning; Economic Development		
ED 21	Cooperate with organizations representing trade groups and key industries to determine the future economic and land use needs of their respective markets.	3	Economic Development		
ED 22	Require that an Annual Report be submitted to the legislative body of each participating jurisdiction to monitor the effect of implementation of these Policies on economic growth and levels of employment. The report shall make recommendations with regard to eliminating, strengthening, and/or enhancing economic development policies.	1	Planning; Economic Development		Low
ED 23	Coordinate with community colleges on the development of a program to provide job training and skill development.	3	Economic Development		Low
ED 24	Support the development of a placement system linking schools and businesses.	3	Economic Development		Low
ED 25	Update and adopt the "Intelligent Economic Development Future For Jackson County" Plan.	Delete	Planning; Economic Development		Moderate
ED 26	Maintain an interjurisdictional web page, providing key data supporting economic development agencies and efforts and links to intra-county and metro-area web sites, as well as to all other relevant	1	Economic Development		Low

ED 27	Work with the cities to identify and use available state and federal funding sources for infrastructure.	1	Public Works		Low
ED 28	Develop local economic policies that are consistent with each community's desire to manage growth and its effects.	4	Economic Development		Low
ED 29	Participate in regular interjurisdictional communication between the County and cities.	1	Economic Development		Low
ED 30	Coordinate with designated agencies and the State Department of Transportation to expand and enhance the overall transportation and transit network.	2	Economic Development		Low

APPENDIX A: CURS ROUTES

[updated]

Segment	Road Name	Segment Description	Direction	Jurisdiction	Status	Class
1	39th St.	Blue Ridge Blvd. to RD Mize	E-W	Independence	Existing	Arterial
2	47th St.	Raytown Rd. to U.S. 40	E-W	Kansas City/Independence	Existing	Arterial
3	63rd St.	State Line Rd. to Woodson	E-W	Kansas City/Raytown	Existing	Arterial
4	75th St.	Raytown Road to Noland	E-W	Kansas City/Raytown	Existing	Arterial
5	75th St.	Noland Rd. to Little Blue Rd.	E-W	Kansas City	Proposed	Arterial
6	Little Blue Road	Little Blue Rd. to Lee's Summit Rd.	E-W	Kansas City	Existing	Arterial
7	83rd St.	Blue Ridge Blvd. to 350 Hwy.	E-W	Raytown	Existing	Arterial
8	85th St.	State Line Rd. to US.71 Hwy.	E-W	Kansas City	Existing	Arterial
9	87th St.	U.S. 71 Hwy. to Raytown Road	E-W	Kansas City	Existing	Arterial
10	109th St.	Raytown Rd. to View High Dr.	E-W	Kansas City	Existing	Arterial
11	109th St.	View High Dr. to Chipman Rd.	N-E	Lee's Summit	Proposed	Arterial
12	Longview Rd.	US.71 to Raytown Rd.	E-W	Kansas City	Existing	Arterial
13	139th St.	West Grandview city limits to west of Botts	E-W	Grandview	Proposed	Arterial
14	139th St.	Botts Rd. to Byars Rd.	E-W	Grandview	Existing	Arterial
15	155th St.	U.S. 71 Hwy. to Pryor Rd.	E-W	Grandview	Existing	Arterial
16	Adams Dairy Parkway	Pink Hill Rd. to Wyatt	N-S	Blue Springs/County	Existing	Arterial
17	Wyatt Road	Lichfield Road to Buckner Tarsney Road	E-W	Blue Springs/County	Exist./Prop.	Arterial
18	Bannister Rd.	I-435 to 350 Hwy.	E-W	Kansas City	Existing	Arterial
19	Blackwell Rd.	Colbern Rd. to Langsford Rd.	N-S	Lee's Summit/County	Existing	Collector
20	Blackwell Rd.	Langsford Rd. to Shenandoah	N-S	Lee's Summit	Existing	Collector
21	Blackwell Rd.	Shenandoah to 50 Hwy.	N-S	Lee's Summit	Proposed	Collector
22	Blue Parkway	Paseo to 51st St. (Eastwood)	E-W	Kansas City	Existing	Arterial
23	Blue Ridge Blvd.	North side Blue Summit to Woodson	N-S	Independence/Raytown/Kansas City/County	Existing	Arterial
24	Blue Ridge Blvd.	Blue Ridge Blvd. (near 66th) to Grandview Rd.	N-E	Raytown/ KC/Grandview	Existing	Arterial
25	Blue Ridge	Blue Ridge Blvd. to Blue Ridge Blvd.	N-S	Independence/Kansas City/Raytown	Existing	Arterial
26	Blue Ridge	State Line Rd. to Grandview Rd.	E-W	Kansas City	Existing	Arterial

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27	Blue River Rd.	U.S. 71 Hwy. to Blue we Ext.	N-S	Kansas City	Existing	Arterial
28	Brickyard Road	Westridge Rd. to Noland Rd.	E-W	Kansas City	Existing	Arterial
29	63rd St.	Noland Rd. to Lee's Summit Rd.	E-W	Kansas City	Proposed	Arterial
30	Byars Rd.	south of hwy 150 to County Line Road	N-S	Grandview	Proposed	Arterial
31	Chipman Rd.	291 Hwy. to Blackwell Rd.	E-W	Lee's Summit	Proposed	Arterial
32	Buckner Tarsney Rd.	AA Hwy to Major	N-S	Grain Valley/County	Existing	Collector
33	Jackson Dr.	Truman to aprox 27th	N-S	Independence	Proposed	Arterial
34	Byars Rd.	S. Kansas City limit to 139th St.	N-S	Grandview	Existing	Arterial
35	Byars Rd.	139th St. to south of hwy 150	N-S	Grandview	Existing	Arterial
36	Chipman Rd.	View High Dr. to 291 Hwy.	E-W	Lee's Summit	Existing	Arterial
37	Liggett Rd.	Woods Chapel Rd. to approx 23rd Street	E-W	County/Blue Springs	Existing	Collector
38	Colbern Rd.	350 Hwy. to 7 Hwy.	E-W	Unity Village/Kansas City/Lee's Summit/Blue Springs	Existing	Arterial
39	Colbern Rd.	7 Hwy. to Buckner Tarsney	E-W	County/Blue Springs/Lake Lotawana	Existing	Collector
40	Union School Road	Hwy. 291 to Blue Mills Rd.	E-W	Sugar Creek/County	Existing	Collector
41	Courtney Rd.	Kentucky Rd. to Route 291 / Cement City Road	N-S	Sugar Creek	Existing	Collector
42	River Rd.	24 Hwy. to Lexington Rd.	N-S	Independence	Proposed	Arterial
43	Crysler Rd.	Lexington Rd. to 40 Hwy.	N-S	Independence	Existing	Arterial
44	Jackson Dr.	R.D. Mize Rd. to 37th Terr.	N-S	Independence	Existing	Arterial
45	Douglas Rd.	Colbern Rd. to 50 Hwy.	N-S	Lee's Summit	Existing	Arterial
46	Duncan Rd.	R.D. Mize Rd. to I-70	E-W	Blue Springs/Grain Valley/County	Existing	Arterial
48	Eastwood	Blue Parkway to Blue Ridge Cut-off	E-W	Kansas City	Existing	Arterial
49	Jackson Dr.	37th Terr. to 39th Street	N-S	Independence	Existing	Arterial
50	Grandview Rd.	Blue Ridge Ext. to Main St.	N-S	Grandview	Existing	Arterial
51	Gregory Blvd.	The Paseo to Raytown Rd.	E-W	Kansas City/Raytown	Existing	Arterial
52	Hamblen Rd.	50 Hwy. to south Lee's Summit city limits	N-S	Lee's Summit	Existing	Arterial
53	Harry Truman Rd.	Blue Ridge Ext. to U.S. 71 Hwy.	E-W	Grandview	Existing	Arterial
54	Harry Truman Rd.	U.S. 71 Hwy. to Byars Rd.	E-W	Grandview	Proposed	Arterial
55	Harry Truman Rd.	Byars Rd. to Raytown Rd.	E-W	Grandview	Existing	Arterial

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56	Highgrove Rd.	71 Hwy. to Scherer Rd.	E-W	Grandview	Existing	Arterial
57	Horridge Rd.	Longview to Scherer Rd	N-S	Lee's Summit	Proposed	Arterial
58	Horridge Rd.	Scherer Rd to Lee's Summit City limits	N-S	Lee's Summit	Proposed	Arterial
59	Independence	Colbern Rd. to Chipman Rd.	N-S	Lee's Summit	Existing	Arterial
60	Jackson Dr.	24 Hwy to Bundschu Rd.	N-S	Independence	Existing	Arterial
61	Jackson Dr.	Bundschu Rd. to 8th	N-S	Independence	Proposed	Arterial
62	Jackson Dr. (Jones?)	8th to Truman	N-S	Independence	Existing	Arterial
63	Moreland School Rd.	approx 23rd Street to 19th Street	E-W	Blue Springs	Existing	Collector
64	Jackson Dr.	27th to RD. Mize Rd.	N-S	Independence	Existing	Arterial
65	Kentucky Rd.	Wilson to Sterling	E-W	Independence/county	Existing	Arterial
66	Kentucky Rd.	Sterling to 24 Hwy.	E-W	Independence	Existing	Arterial
67	Major Rd.	Adams Dairy Pkwy. to Cook	E-W	County	Proposed	Collector
68	Lakewood	Lee's Summit Rd to I-470	E-W	Lee's Summit/Kansas City	Existing	Arterial
69	Langsford Rd.	Route 291 to Blackwell	E-W	Lee's Summit	Existing	Arterial
70	Langsford Rd.	Blackwell Rd. to 7 Hwy.	E-W	County	Existing	Collector
71	Lee's Summit Rd.	24 Hwy. to Douglas Rd.	N-S	Independence/LS	Existing	Arterial
72	Moreland School Rd.	19th Street to Adams Dairy	E-W	Blue Springs	Existing	Collector
73	Little Blue / Lakewood	I-470 to 39th Street	N-S	Independence / Lee's Summit	Existing	Arterial
74	Little Blue Parkway	39th Street to 78 Hwy	N-S	Independence	Existing	Arterial
75	Longview Rd.	View High Dr. to Ward Rd.	E-W	Lee's Summit	Existing	Arterial
76	Major Rd.	Cook to Buckner Tarsney	E-W	County	Existing	Collector
77	Manchester	Truman Rd. to I-70	N-S	Kansas City	Existing	Arterial
78	Manchester	I-70 to Stadium Drive	N-S	Kansas City	Existing	Arterial
79	Martha Truman Rd.	Blue River Rd. to U.S. 71 Hwy.	E-W	Kansas City/Grandview	Existing	Arterial
80	Military Club Rd.	Raytown Rd. to Westridge Rd.	E-W	Kansas City/Raytown	Existing	Arterial
81	Milton Thompson Rd.	7 Hwy. to 50 Hwy.	N-S	County	Existing	Collector
85	Noland Rd.	Hwy 350 to Bannister	N-S	Kansas City	Existing	Arterial
86	River (north)	Kentucky Rd. to 24 Hwy.	N-S	Sugar Creek	Existing	Arterial
87	Pink Hill Rd.	R.D. Mize Rd. to 7 Hwy.	E-W	Independence	Existing	Arterial
88	Pink Hill Rd.	7 Hwy. to Old Pink Hill	E-W	County	Existing	Collector
90	R.D. Mize Rd.	Pink Hill Rd. to I-70	N-S	Blue Springs	Existing	Collector
92	R.D. Mize Rd.	Buckner Tarsney Rd. to F Hwy.	E-W	County/Oak Grove	Existing	Collector
93	Raytown Rd.	Stadium Drive to I-435	N-S	Kansas City	Existing	Arterial
94	Raytown Rd	I-435 to High Grove Rd.	N-S	Kansas City/Raytown/Grandview	Existing	Arterial
95	Scherer Rd.	High Grove Rd. to Jefferson	E-W	Lee's Summit/Kansas City	Existing	Arterial

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96	Scherer Rd.	Jefferson to Hwy. 291	E-W	Lee's Summit	Proposed	Arterial
97	Ryan Rd.	Adams Dairy Pkwy. to Buckner Tarsney Rd.	E-W	County	Existing	Collector
98	S.W. 3rd St.	View High Dr. to Douglas Rd.	E-W	Lee's Summit	Existing	Arterial
99	Salisbury Rd.	291 Hwy. to Jones (future Jackson Drive)	E-W	Independence	Existing	Arterial
102	Smart Rd.	50 Hwy. to County Line Rd.	N-S	County	Existing	Collector
103	South Riverfront Expy. / Lewis & Clark	I-435 to 24 Hwy.	E-W	Kansas City	Existing	Arterial
104	State Line Rd.	85th St. to Blue Ridge Ext.	N-S	Kansas City	Existing	Arterial
105	Sterling Ave.	Kentucky Rd. to I-70	N-S	Sugar Creek/Indep.	Existing	Arterial
106	Todd George Rd.	US 50 to Colbern	N-S	Lee's Summit	Existing	Arterial
107	Todd George Rd.	Colbern to Woods Chapel	N-S	Lee's Summit	Existing	Arterial
108	Truman Rd.	Main St. to 435	E-W	Kansas City	Existing	Arterial
109	Truman Rd.	Noland to Buckner Tarsney	E-W	Independence	Existing	Arterial
110	Valley View Rd.	Little Blue Expy. to Woods Chapel Rd.	E-W	Blue Springs	Existing	Collector
111	Westridge	350 Hwy. to 75th St.	N-S	Raytown	Existing	Arterial
112	View High Dr.	I-470 to Longview	N-S	Kansas City/LS	Existing	Arterial
113	Valley View Rd.	Little Blue Expy. to Woods Chapel Rd.	E-W	Independence	Existing	Collector
114	Ward Rd	3rd St. to County Line Rd.	N-S	Lee's Summit	Existing	Arterial
116	Woods Chapel Rd.	I-70 to 40 Hwy	N-S	Blue Springs/Lake Tapawingo/ County	Existing	Arterial
117	Woods Chapel Rd.	40 Hwy. to Lee's Summit Road	N-S	Blue Spr/County/LS/KCMO	Existing	Arterial
118	Woodson Rd.	51st St. to 75th St.	N-S	Raytown	Existing	Arterial
119	22nd/23rd	Brooklyn to I-70	E-W	Kansas City	Existing	
121	Botts Road	M-150 to 139th	N-S	Kansas City	Existing	
122	Holmes Road	I-435 to M-150	N-S	Kansas City	Existing	
123	Kenneth Road	State Line to Mo-D	E-W	Kansas City	Existing	
124	Strother Road	I-470 to Lees Summit Road	E-W	Lee's Summit	Existing	
125	Little Blue Road	Woodson to Noland	E-W	Kansas City	Existing	
126	135th Street	Holmes to M-150	E-W	Kansas City	Existing	
127	Noland Road	23rd Street to 40 Hwy	N-S	Independence	Existing	
128	R D Mize	Hidden Valley to Pink Hill	E-W	Independence	Existing	
129	Little Blue Parkway	78 Hwy. to 24 Hwy.	N-S	Independence	Existing	Arterial
130	Pryor	470 to county line	N-S	Lee's Summit	Existing	Arterial
131	Pryor	Colbern to 470	N-S	Lees Summit/KCMO	Proposed	Arterial
132	Blue Parkway	Colbern to south of Chipman	N-S	Lee's Summit	Existing	
133	Blue Parkway	Chipman to 3rd	N-S	Lee's Summit	Existing	

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134	Lakewood Way	Woods Chapel Rd. to Lakewood Way	N-S	Lee's Summit	Existing	
135	Dillingham	Truman to Duncan	N-S	Grain Valley	Existing	
136	Dillingham	Duncan to AA Hwy.	N-S	Grain Valley	Proposed	
137	Stillhouse	RD Mize to Old 40	N-S	Grain Valley	Existing	
138	Old Pink Hill	I-70 to Pink Hill	N-S	Grain Valley	Proposed	
139	Wyatt Road	Route 7 to Lichfield Road	E-W	Blue Springs	Existing	Collector

APPENDIX B: ROADS IN UNINCORPORATED JACKSON COUNTY

101ST ST	92ND TER	BOGART RD
10TH ST	97TH ST	BONE HILL RD
113TH ST	99TH CT	BORGMAN RD
114TH ST	99TH ST	BOSWELL RD
115TH ST	ADAMS CEMETERY RD	BOTEN RD
116TH ST	ADAMS RD	BOWLIN RD
117TH ST	ADAMS ST	BRIZENDINE RD
118TH ST	AIRPORT RD	BROADWAY ST
12TH ST	AL GOSSET RD	BROWN RD
130TH ST	ALICE AV	BROWNING RD
130TH TER	ALLEN RD	BRYAN AV
135TH ST	ALLEY AND JACKSON RD	BUCKNER TARSNEY RD
137TH ST	ALLEY RD	BURGESS RD
14TH TER	ARAPAHOE CT	BURNLEY RD
155TH ST	ARGO RD	BURRIS RD
16TH TER	ARNELD RD	BYNUM RD
17TH CT	ARNETT RD	CAMPBELL RD
17TH ST	ASHLAND AV	CASEY RD
17TH TER	ASHLEY DR	CAVE RD
18 ST N	ATHERTON COURTNEY RD	CEMETERY RD
18TH ST	ATHERTON RD	CHEROKEE ST
18TH TER	ATHERTON SIBLEY RD	CHERRY LA
19TH CT	AUSTERMAN RD	CHILES RD
19TH ST	AXLINE RD	CHRISTIE CIR
19TH TER	BAKER RD	CHURCH RD
1ST ST	BARNES RD	CLINE RD
20TH ST	BAY AV	COGSWELL RD
20TH TER	BEACH DR	COLBERN RD
21ST ST	BEDFORD RD	COLONY LA
21ST TER	BELLECHASE DR	CONCORD CT
22ND ST	BELMERE RD	CONCORD RD
22ND TER	BENSON RD	COOK RD
23RD ST	BETH CT	CORN CEMETERY RD
30TH ST	BETTILLE CT	CORN RD
38TH ST	BILYOU RD	CORN SPUR RD
42ND ST	BLUE AV	COUNTRY SUMMIT CT
51ST STREET TER	BLUE MILLS RD	COUNTRYSIDE RD
62ND ST	BLUE RIDGE BLVD	COUNTY LINE RD
65TH ST	BLUE SUMMIT RD	COURTNEY ATHERTON RD
88TH ST	BLUE VALLEY RD	COURTNEY RD
8S EXTENSION HWY	BLUFF ST	COWHERD RD
90TH TER	BOB WHITE RD	CRYSTAL AIRE CT

CRYSTAL AIRE DR	HANNA RD	KARLEEN ST
CUMMINGS RD	HAPPY HOLLOW RD	KEMPER NATURE CENTER
CURTIS RD	HARDSAW RD	DRIVE
CYCLONE LA	HARDSHAW RD	KENDALL RD
CYCLONE SCHOOL RD	HARRIS AND POTT RD	KETTERMAN RD
DAVIDSON ST	HARRIS RD	KEYSTONE DR
DIECKMAN RD	HARTFORD ST	KIEFER RD
DILLINGHAM RD	HAYES AV	KIRBY RD
DORIS NEER RD	HAZEL AV	KNORPP RD
DOUGLAS RD	HEDGECOCK RD	KOGER RD
DOVER DR	HEIDELBERGER RD	LAKE CITY BUCKNER RD
DOVER ST	HELWIG RD	LAKE JACOMO PARK DRIVE
DRINKWATER RD	HENDRICKS RD	LAKE JACOMO PARK RD
DUNCAN RD	HERRING RD	LAKE TAPAWINGO BLOCK E RD
EASLEY DR	HERTZOG RD	LAKESHORE DR
EASLEY RD	HIENER RD	LAMBERT DR
EAST SIDE DR	HIFNER ST	LANGSFORD RD
EASY ST	HILLSIDE DR	LAUREL ST
EATON RD	HILLSIDE SCHOOL RD	LAZY BRANCH RD
ECKLES RD	HINES RD	LEANNE LA
ELSEA SMITH RD	HOLLY RD	LEFHOLZ RD
ENOCHS MILLS RD	HOOVER RD	LEINWEBER RD
ETHAN LN	HOSTETTER RD	LENTZ RD
FALKENBERRY RD	HOWARD RD	LEXINGTON RD
FARVIEW DR	HOWELL RD	LIGGETT RD
FIELDS RD	HUDNALL RD	LITCHFORD RD
FLYNN RD	HUDSON RD	LITTLE RD
FRICKE RD	HUNT RD	LJ LEES SUMMIT RD
FRISTOE RD	HUNTER RD	LOCHKIRK DR
GALVIN RD	HUTT RD	LONE JACK RD
GARDNER RD	INDUSTRIAL BLVD	LOOKOUT DR
GERONIMO DR	JA AA HWY	LORENZE RD
GIBSON RD	JA F HWY	LYNCHBURG CT N.
GILLESPIE RD	JA FF HWY	LYNCHBURG PL N.
GRAHAM RIDGE RD	JA H HWY	MABEL ST
GRASSY RIDGE RD	JA VV HWY	MACKEY RD
GRAYUM RD	JACOB LN	MAHRY RD
GREEN FOREST WY	JASPER BELL RD	MAIN ST
GREENRIDGE DR	JELLISON RD	MAJOR RD
GROVE CT	JENKINS RD	MANOR CIR
GROVE DR	JENNINGS RD	MANOR CT
H ST	JIM OWINGS RD	MANOR DR
HAINES RD	JOHN HALL RD	MARBRY RD
HALLOWAY RD	JOHNSON RD	MARSH AV
HAMILTON RD	JURAY RD	MASON SCHOOL RD
HAMMOND RD	JW CUMMINS RD	MAUD ST

MC KINLEY ST	PLEASANT AV	SLAUGHTER RD
MCQUERRY RD	PLYMOUTH CT	SMART RD
MEADOW LA	PLYMOUTH RD	SNOW RD
MEADOW LARK RD	POINDEXTER ST	SPAINHOUR RD
MECKLIN RD	PONCA CT	SPENCER RD
MECKLIN SCHOOL RD	PONCA DR	SPRING AV
MESKER RD	POWELL AVE	STANDFAST RD
MIDDLETON RD	PRATT RD	STARK AV
MILLER DR	QUAIL RIDGE RD	STATELINE RD
MILLER RD	QUARRY RD	STEINHAUSER RD
MILTON THOMPSON RD	R D MIZE RD	STEWART RD
MINTOR RD	RAGSDALE RD	STILLHOUSE RD
MORELAND RD	RANKINS RD	STOCK RD
MORRIS RD	RANSON RD	STOENER RD
MOUNTAIN DR	REBER RD	STONEHAUS DR
MUNRO RD	REDWOOD DR	STONY POINT RD
MURPHY RD	RENICK RD	STONY POINT SCHOOL RD
MURPHY SCHOOL RD	REYNOLDS RD	STRINGTOWN RD
MYERS RD	RF GAMMON RD	SUMMIT DR
NEBGEN RD	RIPPERGER RD	SUNDOWN VALLEY RD
NEIL CHILDS RD	ROGERS RD	SUNNY NOOK SCHOOL RD
NEVINS RD	ROUND PRAIRIE RD	SUNRISE DR
O DONNELL RD	ROY HARRA RD	SUNSET DR
OAK HILL SCHOOL RD	RUSSELL RD	SWEENEY RD
OAKLAND SCHOOL RD	RUST RD	TAPAWINGO LN
OLD 50 HWY	RUSTIC CIR	TAPSCOTT RD
OLD ATHERTON RD	RYAN RD	TARSNEY RD
OLD CYCLONE SCHOOL RD	S RD	TILDEN ST
OLD LEXINGTON RD	SALEM CT	TIMBER MEADOWS CT
OLD LIGGETT RD	SALEM DR	TIMBER MEADOWS DR
OLD MAJOR RD	SALEM ST	TIMBERLAKE DR
OLD PINK HILL RD	SAM MOORE RD	TIMBERLAKE TRL
OLD TWYMAN RD	SANTA FE ST	TONYA ST
OSAGE TRL	SCHOONOVER RD	TRENT CT
OUTER BELT RD	SCHUSTER RD	TRUMAN RD
OVERHILL RD	SCHUSTLER RD	TUCKER RD
OWENS SCHOOL RD	SEDWEEK DR	TWIEHAUS RD
PARENT RD	SEDWEEK RD	TWYMAN RD
PARK LA	SEMINOLE DR	TYER RD
PARK ST	SHIPPY RD	U ST
PATTON RD	SHORES RD	UNION SCHOOL RD
PERDUE RD	SHOSHONE CT	VESPER ST
PERRIN RD	SHOSHONE DR	VIEW HIGH DR
PERRY RD	SHROUT RD	VIKING DR
PETERSON RD	SIBLEY ST	VINCIL ST
PINK HILL RD	SIX MILE CHURCH RD	VISTA DR

JACKSON COUNTY DEVELOPMENT PLAN

WASHBOARD RD
WASHINGTON AV
WEBSTER RD
WHIPPOORWILL LN
WHITNEY RD
WILL ST

WINDSOR DR
WOLF RD
WOOD RD
WOODLAND CIR
WOODS CHAPEL RD
WYATT RD

YOCUM RD
YORK RD
YORK ST
ZUMWALT RD