

March 25, 2015



2015

# PROSPECTUS

- Greensboro
- Oak Ridge
- Pleasant Garden
- Sedalia
- Stokesdale
- Summerfield

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# **Prospectus**

for  
Continuing Transportation Planning  
for the

## **Greensboro Urban Area Metropolitan Planning Organization**

Adopted by the Transportation Advisory Committee  
March 25, 2015

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# I: INTRODUCTION

The City of Greensboro, Town of Pleasant Garden, Town of Oak Ridge, Town of Sedalia, Town of Stokesdale, Town of Summerfield, Guilford County, and the North Carolina Department of Transportation, in cooperation with the various administrations within the U.S. Department of Transportation, participate in a continuing transportation planning process in the Greensboro Urban Area as required by Section 134 (a), Title 23, United States Code. A Memorandum of Understanding approved by the municipalities, the counties, and the North Carolina Department of Transportation establishes the general operating procedures and responsibilities by which short-range and long-range transportation plans are developed and continuously evaluated.

The Prospectus contained herein is primarily a reference document for the transportation planning staff. Its purpose is to provide sufficiently detailed descriptions of work tasks so that staff and agencies responsible for doing the work understand what needs to be done, how it is to be done, and who does it.

A secondary purpose of the Prospectus is to provide sufficient documentation of planning work tasks and the planning organization and procedures so that documentation is minimized in a required annual Planning Work Program (PWP). The PWP identifies the planning work tasks that are to be accomplished in the upcoming fiscal year and serves as a funding document for the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) of the U.S. Department of Transportation.

The Metropolitan Planning Organization (MPO) is responsible for carrying out the transportation planning process in the Census-defined Urban Area. The MPO is an organization consisting of the representatives of general-purpose local government; the North Carolina Department of Transportation; a Transportation Advisory Committee; a Technical Coordinating Committee; and the various agencies and units of local and State government participating in transportation planning for the area.

The respective governing boards (the City or Town Council or County Board of Commissioners) make policy decisions for local agencies of government. The Board of Transportation makes policy decisions for the North Carolina Department of Transportation. The municipal governing board and the N.C. Department of Transportation have implementation authority for construction, improvement, and maintenance of streets and highways.

The Memorandum of Understanding established a Transportation Advisory Committee (TAC) composed of representatives from the policy boards to provide policy direction for the planning process, and to improve communications and coordination between the several Policy Boards. The TAC is responsible for (1) review and approval of the PWP; (2) review and approval of the area's Metropolitan Transportation Improvement Program (MTIP) which ensures coordination between local and State programs; (3) review of the National Highway System,



review and approval of changes to the Functional Classification Designation (as it pertains to the Surface Transportation Program) and review and approval of the Metropolitan Area Boundary; (4) endorsement, review, and approval of the Prospectus; (5) guidance on transportation goals and objectives; and (6) review and approval of changes to the adopted Long-Range Transportation Plan. As required by North Carolina General Statutes 136-66.2, revisions to the Comprehensive Transportation Plan (formerly the Thoroughfare Plan) must be jointly approved by the local governing boards and the North Carolina Department of Transportation.

A Technical Coordinating Committee (TCC), also established by the Memorandum of Understanding, is responsible for supervision, guidance, and coordination of the continuing planning process, and for making recommendations to the local and State governmental agencies and the Transportation Advisory Committee regarding any necessary action. The TCC is also responsible for review of the National Highway System and for development, review, and recommendation for approval of the Prospectus, PWP, TIP, Functional Classification Designation (as it pertains to the Surface Transportation Program), Metropolitan Area Boundary revisions, and technical reports of the transportation study. The membership of the TCC consists of, but is not limited to, key staff from the North Carolina Department of Transportation, Federal Highway Administration, the counties, transit operators, and the municipalities.

The City of Greensboro is designated as the Lead Planning Agency (LPA) and is primarily responsible for annual preparation of the Planning Work Program and Metropolitan Transportation Improvement Program. The City of Greensboro is the primary local recipient of planning funds received from USDOT for the Greensboro Urban Area MPO. The Piedmont Triad Council of Government serves as the E.O.12372 intergovernmental review agency.

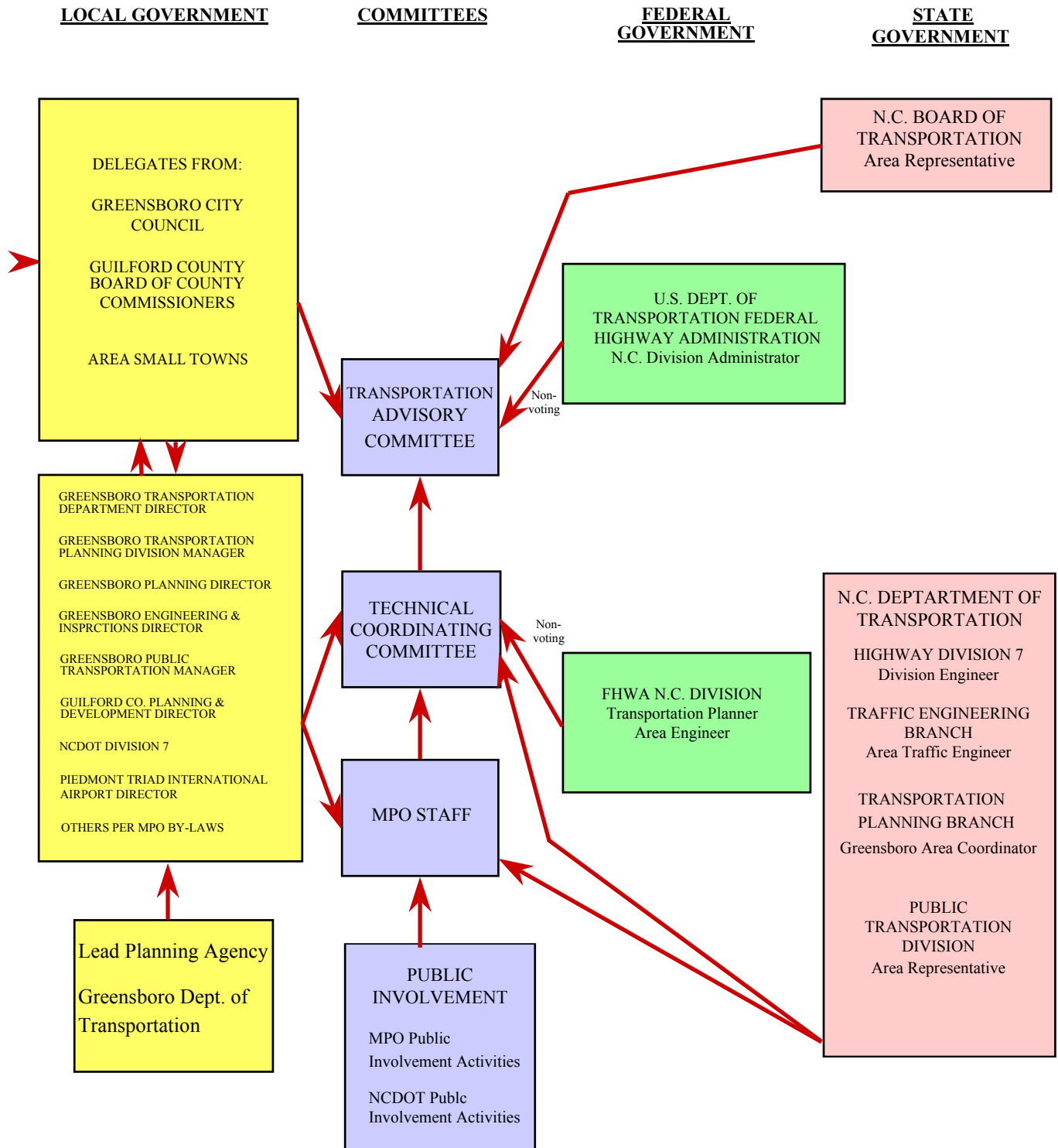
Transportation planning work is divided into two elements in the Prospectus according to type of activity:

Continuing Transportation Planning, Chapter II  
Administration, Chapter III

Citizen participation is an important element of the transportation planning process and is achieved by making study documents and information available to the public and by actively seeking citizen participation during the planning process. Involvement is sought through such techniques as goals and objective surveys, neighborhood forums, drop-in centers, workshops, seminars, and public hearings. Elected or appointed city and town representatives and municipal and county planning boards should serve as primary sources in gaining public understanding and support for the transportation planning activity.

An organization chart for continuing transportation planning for the Greensboro Urban Area MPO is shown in Figure 1. The history and status of transportation planning is given in Appendix A. The following are contact agencies for information concerning the transportation planning process in the Greensboro Urban Area MPO.

**FIGURE 1**  
**ORGANIZATION CHART**  
**CONTINUING TRANSPORTATION PLANNING PROCESS FOR THE**  
**GREENSBORO URBAN AREAMETROPOLITAN PLANNING ORGANIZATION**



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# II: CONTINUING TRANSPORTATION PLANNING

# II-A: Data and Planning Support

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## II-A-1: Networks and Support Systems

This section covers data and processes used to support transportation planning related to transportation infrastructure. It includes (but is not limited to):

### *Traffic Volume Counts*

Traffic counts will be taken on a biennial schedule at specified locations these summaries can also be calculated on an annual basis by TPB inside the transportation study area. Traffic data will be collected on weekdays for a minimum of 48 hours and converted to AADT counts. The respective municipal department is responsible for obtaining counts at specified locations on the municipal owned streets within the MPO region and for furnishing the raw daily traffic counts, count information, and location maps to the NCDOT Transportation Planning Branch the first week of November for each scheduled collection year. The Transportation Planning Branch is responsible for obtaining counts at specified locations on other segments of the major street system, for updating the count location map biennially to reflect any changes made in the major street system, for preparing the Annual Average Daily Traffic Volume Map, and for sending this information to the Lead Planning Agency. MPO counts will be available to the general public on the NCDOT web page in spring of each year. As a part of the required Congestion Management Process (CMP), the MPO may implement a Congestion Monitoring Program. Special counts may be taken during travel model updates or validations. These include counts at screen-line stations, external stations, major trip generators, and key intersections as needed. Traffic count types may include daily, hourly, vehicle classification, or turning movements. The Transportation Planning Branch will coordinate traffic data collection for these special counts.

### *Vehicle Miles of Travel (VMT)*

Vehicle miles of travel are computed by multiplying the length of each link times the annual average daily traffic volume on that link. Vehicle miles of travel are tabulated annually by county and functional classification by NCDOT-TPB. MPO's may also choose to estimate VMT for the municipal limits in their MPA, urbanized area and/or the entire MPA on a regular basis.

### *Street System Changes*

Records of improvements to the state highway system, whether planned, underway, or completed, are maintained by the Division Engineer of the NCDOT. Each municipality should maintain similar records for its municipal street system. The municipalities participating in the Powell Bill Program must certify city street mileage maintained annually. An inventory of the geometrics and signalization of the existing major street system for the planning area should be maintained by the MPO. Periodically or as changes or additions to the major street system occur, the inventory may be updated. This inventory will need to be current when the travel model is updated.

### *Traffic Crashes*

North Carolina law requires that any traffic crash involving personal injury and/or property damage in excess of \$1000.00 be reported in detail to the Division of Motor Vehicles (DMV) of the NCDOT. The DMV also receives a detailed report on any crash investigated by a law officer.

Copies of all these reports are forwarded to the Transportation Mobility and Safety Section of NCDOT, where the information is summarized and stored. Annual analysis is produced in online maps and is used to identify short term improvements, and identify problem areas for future improvements. High Frequency Crash location maps are available on NCDOT's website.

### *Transit System Data*

Items to be considered are transit patronage, route changes, service miles, load factor, route ridership changes, boarding and alighting counts, headways, frequency, and service hours.

### *Air Travel*

Data may be collected and analyzed to determine influence of local air travel on the area's transportation system and identify needs for additional services. Airport enplanements/deplanements may help relate air travel to ground travel in future updates. A ground transportation survey is a good example of this.

### *Central Area Parking Inventory*

Inventories of both on and off street parking supply in the MPO central areas are maintained by the MPO. Periodic updates and inventories of other parking facilities in other areas will be performed as determined by the MPO through the development of the Planning Work Program. Data collected should include parking policies, ownership, and rates.

### *Bicycle and Pedestrian Facilities Inventory*

An inventory of significant municipal, county and state, and bicycle and pedestrian transportation facilities shall be maintained and user counts gathered as needed. These systems shall be incorporated in the Metropolitan Transportation Plan update and analyzed in conjunction with other transportation performance measures.

### *Collection of Network Data*

Collection of the transportation network data is necessary to build a base network for the travel model and for other planning purposes. Data may include, but not be limited to: 1) posted speed limit; 2) width / number of lanes; 3) segment length; 4) traffic signal locations. These items are generally the standard parameters required, but others may be needed as models become more sophisticated.

### *Capacity Deficiency Analysis*

A system planning level capacity deficiency analysis will be made to determine existing and projected street deficiencies. Link capacities will be calculated in accordance with procedures based on the latest edition of the HIGHWAY CAPACITY MANUAL and other resources.

## **II-A-2: Travelers and Behavior**

This section covers data and processes used to support transportation planning related to socio-economic data and conditions. It includes (but is not limited to):

### *Dwelling Unit, Population, and Employment Changes*

Changes in population and development across the service area will be identified and evaluated to determine necessary restructuring of transportation services to meet current and forecasted demand. Census data, local parcel, zoning, and tax data records; Employment Security

Commission; and private vendors are acceptable sources of information for this purpose. This item may include the development and maintenance of a GIS database.

### *Collection of Base Year Data*

Collection of the following variables for existing conditions, by traffic zone, is required: (1) population; (2) housing units; and (3) employment. It is expected that re-projection of travel patterns, including transit, would require a re-tabulation of these factors used in developing the travel models. A GIS database may be used to maintain housing and land use information. The MPO will normally be responsible for providing socioeconomic data in spreadsheet form to TPB. This also includes creation & maintenance of traffic zones.

### *Travel Surveys*

These surveys may be implemented to attain such items as origins and destinations, travel behavior, transit ridership, commercial vehicle usage, workplace commuting, freight movement, etc. Therefore, these surveys may be home interviews, cordon O/Ds, and on-board transit surveys to name a few. New surveys will be conducted at such time as is necessary for the reevaluation of travel models. Because these surveys are very cost prohibitive, the survey responsibility and funding sources will be determined at the onset of the study.

### *Vehicle Occupancy Rates (Counts)*

Vehicle occupancy counts are collected across the service area to measure effectiveness of transportation investments and operations. Information will also be used to comply with the Clean Air Act and is useful in the trip generating process of modeling traffic during the travel modeling phase, as well as other parts of the Metropolitan Transportation Plan.

### *Travel Time Studies*

Peak and off-peak travel time studies may be conducted for those street segments that are included in the Congestion Management Process. The travel time studies may be required during the travel model calibration phase as well to help refine the model speeds.



## **II-A-3: Transportation Modeling**

This section covers data and processes used to forecast future conditions for planning horizons. It includes (but is not limited to):

### *Travel Model Updates*

For each MTP update, a “Modeling Agreement” between the MPO and TPB will be adopted, and it will become a part of the Prospectus or a stand-alone document. There are different kinds of models applied at different scales; the right balance of model types will be agreed upon by each MPO with TPB. The responsibility for building and applying the model will also be negotiated between each MPO and TPB as part of the Modeling Agreement.

### *Forecast of Data to Horizon Year*

The travel models determine what planning data must be projected to a new design year. In general, the procedure will be to project population and socio-economic factors independently on an area-wide basis, to cross check these projections and convert them to land use quantities if required, and to distribute the projected planning data to traffic zones on the basis of land capabilities, accessibility, and community goals as implemented through land use controls. The MPO will provide the approved socioeconomic forecasts.

### *Forecasts of Future Travel Patterns*

The forecast of future travel patterns will result from using the forecasted planning data as input to the travel demand models. The models are sensitive to changes in trip generation, trip purpose, trip length, vehicle occupancy, travel mode, and patterns of daily travel. The forecast of travel patterns will include a review of these factors and comparison to community goals and objectives to determine if changes in assumptions are warranted. The network development process is included in this task item.

### *Financial Planning*

As required by MAP-21, the MTP must have a financial plan. Project cost estimates, and revenue forecasts are required. Federal regulations allow flexibility in the methodologies used for analysis, but they must include estimates for maintenance and operations as well as construction. This item also covers identifying new and alternative funding sources, including new taxing strategies, impact fees, and public-private partnerships. This also includes a financial analysis for the TIP.

## II-B: Planning Process

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### II-B-1 Targeted Planning

This section includes non-modal specific planning, and focuses on themes across modes. It can include (but is not limited to):

#### *Air Quality Planning/Conformity Analysis*

Official air quality conformity determinations on the MTP are not required of every NC MPO at this time. However, due to the interest of local and state governments in the quality of the environment, including air quality, an analysis on the MTP may be performed. In non-attainment and maintenance areas, the transportation sector is a key participant in the development and application of the State Implementation Plan (SIP) for air quality.

MPOs have the responsibility to make a determination as to whether or not the MTP and TIP conform to the intent of the State Implementation Plan (SIP). Elements involved in this task include, but are not limited to: Participation in interagency consultation process as part of SIP development and conformity determination development; Providing assistance to NCDENR in developing and maintaining mobile source emission inventories; Participating in development of TCM's for the SIP; Implementation of TCM's as appropriate; and Performing analysis and approving conformity determination as required (the MPO must approve conformity determination).

#### *Alternative Fuels/Vehicles*

MPOs can support transportation projects that reduce mobile source emissions and reduce vulnerability of fuel supplies and enhance fuel security in times of extreme weather events or other reasons for petroleum scarcity. Eligible activities include transit improvements, travel demand management strategies, traffic flow improvements, and public fleet conversions to cleaner fuels, among others. Alternative fuel projects for the public and private sector fleet can include coordination of education and incentive programs and/or planning for the provision of fueling or charging infrastructure and pipeline security.

#### *Hazard Mitigation and Disaster Planning*

Conduct analysis in areas related to climate change and extreme weather adaptation such as assessments of transportation vulnerability to extreme weather events, or to develop options for improving resiliency of transportation facilities or systems related to climate changes and/or extreme weather events.

#### *Congestion Management Strategies*

The 3-C Transportation Planning Process, as enhanced by MAP-21, stresses efficient system management and operations. Transportation Management Areas are required to develop a Congestion Management Process (CMP). Planning for congestion management strategies such as these are included in this item: Congestion Management System (CMP), Transportation Demand Management (TDM), Intelligent Transportation System (ITS), High Occupancy Vehicle lanes or priorities (HOV), Access Control and Management, Traffic Operations Improvements, Incident Management, and Growth Management. This item covers the costs associated with planning for

these items, coordination with public and private stakeholders, and marketing or public education.

### *Freight Movement/Mobility Planning*

As one of the MAP21's eight planning factors, emphasis is placed on increasing accessibility and mobility options available to people and freight. Tasks included in this category may be a survey of freight carriers, recommendations for improving truck mobility or train/truck intermodal movements, and identifying acceptable truck routes.

## **II-B-2 Regional Planning**

This element includes development and creation of both the Comprehensive Transportation Plan (NC Requirement) and Metropolitan Transportation Plan (MAP-21 Requirement). To be valid and useful for corridor protection and other uses, the CTP must be mutually adopted by both the MPO and NCDOT.

### *Community Goals and Objectives*

In the evaluation of community goals and objectives, the MPO will formulate policies ensuring local goals and objectives are discerned and addressed during the development and implementation of the Metropolitan Transportation Plan.

### *Highway Element of the CTP/MTP*

The Comprehensive Transportation Plan (a subset of which is the highway element of the CTP/MTP) will be evaluated in terms of projected travel, capacity deficiencies, travel safety, physical conditions, costs, design, travel time, and possible disruption of people, businesses, neighborhoods, community facilities, and the environment. The evaluation will include an analysis of the MTP and the interrelationship between alternative travel modes.

Recommendations should include adequate right-of-way for improvements consistent with the Bicycle & Pedestrian Plan, Transit Plan and other intermodal connection facilities along logical corridors. If major deficiencies are found with the existing plan, alternative plans will be evaluated. In non-attainment areas, it should be noted that any regionally significant Metropolitan Transportation Plan revisions must be analyzed for conformity with the SIP in non-attainment/maintenance areas.

### *Transit Element of the CTP/MTP*

Transit planning incorporates all vehicular modes other than trucks and the single occupant automobile, including (but not limited to) fixed-route bus service, ridesharing, fixed-guideway transit, and demand responsive transit. The transit plan describes existing transit service and unmet needs, and identifies any additional potential markets. New types and areas of service may be recommended, supported by ridership forecasts and other analyses. Assumptions and implications related to land use, travel behavior, parking policies and other variables are clearly defined. Establishing objective measures of effectiveness is critical for evaluating transit alternatives. Measures of transit effectiveness include both the reduction of auto use and congestion, and the broadening of mobility options.

### *Bicycle and Pedestrian Element of CTP/MTP*

A bikeway and pedestrian plan is an essential part of the multi-modal CTP/MTP for an urban area. The report entitled, Incorporating Bicycle and Pedestrian Elements into Transportation Plans, produced by the Transportation Planning Branch, describes the essentials of this task. At

a minimum, an update to the inventory of existing and proposed bicycle and pedestrian elements should be included in the CTP/MTP.

#### *Airport/Air Travel Element of CTP/MTP*

The Airport Master Plan may be coordinated with the MPO (where feasible), and be an element of the CTP/MTP.

#### *Collector Street Element of CTP/MTP*

Collector street planning will be conducted as required to develop standards and preliminary locations for collector streets in advance of development. The objective of this planning activity is to ensure optimum traffic operations for the developing street system and transit accessibility to developing areas.

#### *Rail, Waterway, or Other Mode of the CTP/MTP*

Some MPO's may have additional transportation elements that link to the multi-modal CTP/MTP. The MPO should provide documentation to be included in the CTP/MTP.

### **II-B-3 Special Studies**

This element includes mode-specific plans and special studies that do not fall under Operational Planning

#### *Special Studies*

During the regular reevaluation of the Metropolitan Transportation Plan, there occasionally is a need to make a specific study of a transportation corridor to determine the best solution to a problem. While this may include development of a simple functional design for corridor protection, more detailed studies may include evaluations of alternative modes or alignments for cost, feasibility, environmental screening, and functional designs. In a similar manner, special problems may arise in relation to major land use changes when large-scale traffic generators (hospitals, regional malls, etc.) will either be developed or closed. These land use changes could significantly affect the regional distribution and/or amount of traffic that could require changes to the Metropolitan Transportation Plan to accommodate the newly forecasted growth. The extent, responsibility, and cost for a corridor or sub-area study, which should be conducted within the work plan of the TCC, would be determined prior to its initiation.

# III: ADMINISTRATION

# III-A Unified Planning Work Program

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## III-A-1: Unified Planning Work Program

### *Development of Unified Planning Work Program and Five-Year Plan*

A Unified Planning Work Program (PWP) will be prepared annually by the MPO in cooperation with other participating agencies and under the guidance of the Technical Coordinating Committee. The PWP will present the proposed planning work program for the next year and review the most recent accomplishments of the planning process. The PWP will be cross-referenced to the Prospectus to minimize repetitive documentation. The PWP will be reviewed and approved by the MPO Policy Board, the North Carolina Department of Transportation, and Federal agencies providing planning funds for continuing transportation planning. These Federal planning funds are provided by FHWA (Section 104(f)) and FTA (Section 5303). Preparation of a Section 5303 Grant application is also required in addition to the PWP to receive planning funds from FTA. The MPO must annually certify their 3-C Transportation Planning Process annually as part of the PWP adoption. This is used for the submittal of the STIP to FHWA. This should be a separate resolution that is then included in the PWP.

A 5-year plan that shows basic assumptions for work to be performed in future PWPs for the current year and subsequent 4 years should also be developed. This will reflect the high-level PWP categories and show the progression of projects that require more than one year to complete and ongoing maintenance tasks.

## III-A-2: Metrics and Performance Measures

Metrics & Performance Measures: This is a new section; waiting for MAP-21 guidance. Each metropolitan planning organization shall establish performance targets and measures that address performance of the transportation system. MPOs shall coordinate with appropriate State and transit agencies in developing targets for the transportation system. The MPO shall integrate in the metropolitan planning process directly or by reference the goals, objectives performance measures and targets described in other State transportation plans and processes, as well as, any plans developed under chapter 53 of title 49 by providers of public transportation, required as part of a performance-based program.

# III-B: Transportation Improvement Program

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## III-B-1 Prioritization

The MPO list of projects to evaluate under NCGS § 136-18 (42) is developed biennially to communicate the MPO's priorities regarding the funding schedule on already programmed projects, the acceleration of long term projects into the program, and the addition of new projects to the STIP. The List may include cost estimates, purpose and need statements, and other supporting materials. A prioritization process is a key step in cooperative TIP development between the MPO, the transit operator, and NCDOT. Local processes for prioritization such as STP-DA, TA or CMAQ projects should also be included here.

## III-B-2 Metropolitan TIP (TIP)

Every 2 years, the MPO will prepare a metropolitan programming document (TIP) which is coordinated with the State Transportation Improvement Program (STIP). The local programming document is a short range, five to ten-year multi-modal program which identifies transportation improvements recommended for advancement during the program period, identifies priorities, groups improvements into staging periods, includes estimated costs and revenues, and is fiscally constrained.

As conditions change, it may be necessary to amend the TIP to ensure consistency with the STIP. The MPO will coordinate with NCDOT to keep the documents aligned and bring modifications/amendments before the MPO boards as needed.

The MPO will coordinate with local governments to include major non-NCDOT projects in the TIP, with a blanket local STIP identifier to be assigned by NCDOT. The MPO will develop criteria to define "major" along with NCDOT and federal partners.

## III-B-3 Merger Process and Project Development

The proposed Comprehensive Transportation Plan (CTP) and selected alternative plans will be evaluated based on criteria established by the goals and objectives reevaluation study and impact on the environment. The Airport Master Plan or other modal plan not included in the CTP should also be evaluated on these criteria. It is anticipated that the evaluation will be in the following areas: efficiency in serving travel demands; energy conservation; cost; and impact on the physical, social, and economic environment. The physical environmental evaluation will include air quality, water quality, soils and geology, wildlife and vegetation. The social environmental considerations will include housing and community cohesion, low-income and minority populations, noise, churches and educational facilities, parks and recreational facilities, historic sites, public health and safety, national defense, and aesthetics. Effects on business, employment and income, land development patterns, and public utilities will be studied as part of the economic environmental evaluation.

### *Merger Process*

Merger is a process to streamline the project development and permitting processes, agreed to by the USACE, NCDENR (DWQ, DCM), FHWA and NCDOT and supported by other stakeholder agencies and local units of government. To this effect, the Merger process provides a forum for appropriate agency representatives to discuss and reach consensus on ways to facilitate meeting the regulatory requirements of Section 404 of the Clean Water Act during the NEPA/SEPA decision-making phase of transportation projects.

Each project team will consist of appropriate primary signatory agencies and partnering signatory agencies. The composition of agencies on each project team will vary depending on the specific project's location and scope.

FHWA, USACE, NCDOT and NCDENR are the primary signatories for the Merger Process agreement and are also known as the process owners or sponsors. The partnering agencies are as follows: U. S. Environmental Protection Agency; U. S. Fish and Wildlife Service; National Marine Fisheries Service; N. C. Wildlife Resources Commission; N. C. Department of Cultural Resources; U. S. Coast Guard, U. S. Forest Service; Tennessee Valley Authority; National Park Service; Metropolitan Planning Organizations (MPO's); and the Eastern Band of Cherokee Nation. Some of the partnering agencies will participate only when the project is in their respective geographic area of responsibility or statutory authority.

### *Feasibility Studies*

MPOs will participate as needed in NCDOT-sponsored feasibility studies identified in the STIP/TIP.



# III-C: Civil Rights Compliance (Title VI) and Other Regulatory Requirements

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## Civil Rights Compliance (Title VI) and Other Regulatory Requirements

### III-C-1 Title VI

Provide update of Civil Rights statistics report for submittal to FTA to determine MPO compliance to civil rights provisions. Title VI states: The MPO shall comply with all the requirements imposed by Title VI of the Civil Rights Act of 1964 (78 Stat. 252), 49 U.S.C. 2000D TO 2000D-4; the Regulations of DOT issued thereafter in the Code of Federal Regulations (commonly and herein referred to as CFR) Title 49, Subtitle A, Part 21), and the assurance by the MPO pursuant thereto.

### III-C-2 Environmental Justice

Executive Order (E. O.) 12898, Federal Actions to Address Environmental Justice in Minority Populations, requires all Federal agencies to identify and address Title VI and Environmental Justice requirements. Recipients of federal funds, including NCDOT and the MPO's, must assure compliance with these requirements. As mandated by the FHWA, planning activities should focus on complying with E. O. 12898 and the three basic principles of Environmental Justice as follows: a) ensure public involvement of low-income and minority groups in decision making; b) prevent disproportionately high and adverse impacts to low-income and minority groups resulting from decisions made; and c) assure low-income and minority groups receive a proportionate share of benefits resulting from decisions made. Specific tasks include mapping of populations, and businesses, conducting quantitative analysis of the benefits and burdens the transportation system/programs have on the MLI communities, etc.

### III-C-3 Minority Business Enterprise Planning (MBE)

There is a continuing need to address the Minority Business Enterprise (MBE) as a part of the planning and programming phases of project development. Areas are encouraged to give full consideration to the potential services that could be provided by MBE's in the development of transit plans and programs, and the provision of transit service. Transit properties with established MBE programs are encouraged to work with MPO's, utilizing transportation planning funds to update existing MBE programs as necessary.

### III-C-4 Planning for the Elderly and Disabled

The Americans with Disabilities Act of 1990 (ADA) ensures that persons with disabilities enjoy access to the mainstream of American life. The ADA expands on the Section 504 program to comprehensively address mobility needs of persons with disabilities. Joint FHWA and FTA regulations require that the urban transportation planning process include activities specifically emphasizing the planning, development, evaluation and reevaluation of transportation facilities and services for the elderly and disabled, consistent with ADA. This process should include an analysis of inventories of disabled persons, their locations, and special transportation services needed. These regulations emphasize estimation of travel needs through statistical analysis and a self-identification process. Both thoroughfare and transit planning activities should focus on complying with the key provisions of the ADA, and include special efforts to plan transportation

facilities and services that can be effectively utilized by persons with limited mobility, such as: a) Public transit authorities providing fixed route transit service must provide comparable level paratransit service to disabled individuals who cannot otherwise use the fixed route service; b) Transit authorities providing elderly and disabled oriented demand responsive service must also buy or lease accessible vehicles unless it can be demonstrated that the system provides a level of service to the disabled equivalent to that provided to the general public; c) New facilities built must be accessible and existing facilities with major alterations must be made accessible to the maximum extent feasible; and d) Planning for better mobility through such items as wheelchair curb cuts, longer pedestrian crosswalk times at certain intersections, and special parking spaces and rates for cars with one or more transportation disadvantaged occupant(s).

### **III-C-5 Safety/Drug Control Planning**

MPO's may pass planning funds through to transit operators for use in performing safety audits and in the resultant development of safety/ security improvement and in alcohol/drug control planning, programming, and implementation. Attention should be given to the development of policies and planning for the proper safety related maintenance of transit vehicles, fire safety, substance abuse where it affects employee performance in critical safety related jobs, emergency preparedness to improve the capability to respond to transit accidents/incidents, security to reduce theft and vandalism of transit property and to counter potential politically motivated terrorism directed against transit users, facilities, and equipment.

Additionally, two of the eight planning factors for metropolitan planning is to *increase the safety of the transportation system for motorized and non-motorized user*, and to *increase the security of the transportation system for motorized and non-motorized users..*

### **III-C-6 Public Participation**

An effective public involvement process provides for an open exchange of information and ideas between the public and transportation decision-makers. The overall objective of an area's public involvement process is that it be proactive, provide complete information, timely public notice, full public access to key decisions, and opportunities for early and continuing involvement (23CFR450.212(a) and 450.316(b)(1)). It also provides mechanisms for the agency or agencies to solicit public comments and ideas identify circumstances and impacts which may not have been known or anticipated by public agencies, and, by doing so, to build support among the public who are stakeholders in transportation investments which impact their communities. The MPO should have a formalized, written and adopted public participation process.

### **III-C-7 Private Sector Participation**

Federal regulations require that private operators be afforded the "maximum feasible opportunity" to participate in the planning and provision of local transportation services. The purpose of the private sector participation requirement is to give private operators the opportunity to initiate involvement. In an effort to more effectively address this requirement, the evaluation of private sector service alternatives has been incorporated into the transportation planning process. The general criteria for making public/private service decisions may include but is not limited to: a) comparative cost of private versus public services in similar situations; b) perceived quality and reliability of service; c) local control of services; d) responsiveness and flexibility of operators; and e) private operator financial stability.

# III-D: Statewide and Extra-Regional Planning

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This section covers planning and policy development outside the region and support of state and national user groups and organizations. Legislative issues also covered.

## *Statewide and Extra-Regional Planning*

Coordinate with state and federal agencies involved in transportation planning activities on the regional, state, and national levels. Examples of such activities include: Functional Reclassification of roads, designation of Urban Area Boundaries, National Highway System coordination, participation in statewide planning such as the Vision Plan, Highway Performance Monitoring System activities, and regional transit coordination. Involvement could include, but is not limited to: collection and compilation of data; participation in related workshops, conferences, and meetings; and review and administrative approval or endorsement of documentation. Extra-regional plans might include corridor plans that span multiple region boundaries (US 70, US 17), large-area transit plans that span multiple areas, or similar bike/trail plans (ECG, MTST, Carolina Thread Trail)

## *Statewide and Federal Policy Development and Implementation*

Coordinate with state and federal agencies as a partner for developing policy direction and implementation. Examples include participation in SPOT, CMAQ or other NCDOT workgroups to develop scoring criteria, provide technical expertise to AMPO, AASHTO, ITE or other organizations at the national and state level that provide policy development assistance; responding to requests from NCGA; or individual legislators as needed.

# III-E: Management, Operations, and Program Support Administration

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## *Board Support*

Support of advisory and governing bodies, including maintenance of membership and appointments, meeting planning, agenda preparation and posting, conducting meetings & hearings, minutes preparation, and compliance with Open Meetings & Public Records statutes.

## *Subcommittee Support*

Same as above for standing and ad-hoc subcommittees. Examples include Citizen's Advisory Committee, Complete Streets Subcommittee, Data and Modeling Subcommittee, Bike/Ped Subcommittee

## *Workgroup Support*

This includes support of staff-level committees that do not trigger Open Meetings/Public Records requirements. Examples include the Transit Operators' Workgroup, the Triangle's SE Data Workgroup.

## *Member Services*

This includes responding to specific members' needs not covered in other items. It includes presentations to local boards on MPO business and mission, assistance with transportation-related grant applications, or local staff technical assistance as examples.

## *Administration*

This includes day-to-day operational necessities not directly related to the UPWP. Examples include filling out paperwork for finance departments, including timesheets, leave requests, expense reports, benefit forms, etc. Staff meetings may fall under this category, particularly if they include non-MPO staff. Updates to the MOU, Prospectus, or other tasks that do not have another category are also covered here.

## IV: APPENDICES

## ***APPENDIX A. HISTORY AND STATUS***

### TRANSPORTATION PLANNING HISTORY AND STATUS

The development and adoption of a Thoroughfare Plan was provided for in North Carolina General Statutes 136-66, enacted by the State Legislature in 1959. These General Statutes require State-municipal cooperative development of a Thoroughfare Plan, provide for State-municipal adoption of the plan, require State-municipal agreement on street and highway system responsibilities, define State and municipal responsibilities, and provide for revision of the plan.

In 1962, Section 134, Title 23 of the United States Code was enacted by Congress which required a continuing and comprehensive transportation planning process carried on cooperatively by states and local communities for all urban areas over 50,000 (3C Planning Process). The Federal Highway Act of 1973 provided for Federal planning funds to be disbursed through the States to MPOs for the purpose of accomplishing transportation planning, and for the first time, permitted limited use of Federal highway funds for urban mass transit projects.

### LOCAL AREA TRANSPORTATION PLANNING HISTORY

Transportation planning has been underway for the Greensboro Urban Area for many years. The development of the Thoroughfare Plan, which serves as Greensboro's official street plan, dates back to 1953. At that time the City undertook the guidance of Dr. W. F. Babcock to develop a thoroughfare plan for the City. The plan was based primarily on the land development plan and was prepared by the City Planning Department. Mutual adoption of this Plan took place in 1960.

State statutes enacted in 1959 and Federal mandates passed by Congress in 1962, provided the legal basis for continuation of the long range planning process. Based on these mandates, the Bureau of Public Roads reviewed the transportation planning process in Greensboro in 1963 and determined it was generally adequate. Recommendations were made however, that comprehensive inventories of existing travel were needed.

In 1964 Greensboro contracted with Allen Voorhees and Associates to evaluate the transportation plan using 1980 travel forecasts. A 1000 sample home interview was conducted and data from the 1963 external origin and destination survey were analyzed. This study was completed in 1965 and resulted in several revisions to the 1960 Plan.

Following the consultant's study, the Greensboro Engineering Department and the Advance Planning Department of the Highway Commission did further studies and prepared functional designs for the new thoroughfares. These revisions were adopted by Greensboro on May 8, 1967 and the State Highway Commission on June 2, 1967.

As specified by Federal Law, a Memorandum of Understanding was signed by the City, Guilford

County and the State Highway Commission in June, 1965. This document set up the framework for long-range transportation planning in the area but did not establish a Technical Coordinating Committee or a Transportation Advisory Committee. This was the beginning of the “3-C” planning process for the Greensboro Urban Area.

In 1968 the first operations plan for the area was approved. This was the predecessor of the present day Planning Work Program.

As a result of growth indicated by the 1970 Census, the planning area was enlarged and a reevaluation of the Plan was initiated. This was the first study to use computerized travel demand modeling to predict growth in travel for the area. It required an external origin and destination survey, collection and projection of land use data and application of the four-step travel demand modeling process.

A comprehensive transit improvement study was initiated in 1974 in cooperation with the Thoroughfare Plan reevaluation. The transit study was done by William S. Pollard Consultant, Inc. and is documented in a report entitled Transit Improvement Study, Greensboro, North Carolina, 1976. Based on this and other information, a revised Thoroughfare Plan was approved in 1977. Two minor revisions to this plan were made in 1979.

As a result of the Federal-Aid Highway Act of 1973, a revised Memorandum of Understanding was approved in 1975. This for the first time established a Transportation Advisory Committee and a Technical Coordinating Committee with the responsibility of developing a coordinated multi-modal transportation improvement plan.

In 1975 new land use data was collected, which was used to develop a model to predicted travel for year 2000. In the 1980s most of the transportation planning work concerned refinement of the alignment for the Greensboro Loop and Bryan Boulevard. These studies resulted in a revised plan that was adopted in 1989.

Early in the 1990s it was recognized that a regional model needed to be developed for the entire Piedmont Triad Area. This resulted in external and internal origin and destination surveys, a 100% survey of housing and employment and the development of a calibrated multi-modal regional model. As a result of the 1990 Census, Greensboro barely missed becoming a TMA, and air quality analysis became a more important part of the process. This resulted in a multi-modal transportation plan that was adopted by the Transportation Advisory Committee in the summer of 1999.

In 2000 a new Memorandum of Understanding was developed and adopted. This document reflected the implications of TEA-21 and was produced to better reflect the contemporary activities of the MPO and the relationships between member governments as well as with newly incorporated small towns in the MPO service area.

In 2003 the Greensboro MPO was designated as a TMA and has since been allocated STP-DA funds to support various transportation transportation projects.

In 2005 SAFETEA\_LU, Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, was signed into law. SAFETEA\_LU promoted a more efficient and effective Federal surface transportation programs by focusing issues of national significance, while giving State and Local transportation decision makers more flexibility to solve issues.

In 2005 Guilford County was listed in the Federal Register as non-attainment for PM 2.5 standards as per the Clean Air Act.

In 2006 the MPO developed the BiPed Plan (Bicycle, Pedestrian and Greenway Master Plan) and was adopted by the TAC and later adoptions by the City of Greensboro, Guilford County, and the towns of Oak Ridge, Pleasant Garden, Sedalia, Stokedale, and Summerfield.

In 2009 under Governor Perdue's Executive Order for Transportation Reform, called for a professional approval process for projects selected for the STIP and the Prioritization Process 1.0 was used to develop highway projects the 2012-2018 STIP.

In 2009 Guilford County was listed as achieving attainment of PM.25 standards as per the Clean Air Act.

In 2010 the TAC approved a revision to the MOU to add to the TAC a representative for the areas five small towns.

In 2012 MAP-12, Moving Ahead for Progress in the 21st Century was signed into law and was the first long-term highway authorization since 2005. MAP-21 created a streamline and performance based surface transportation program.

In 2013 the North Carolina General Assembly created the Strategic Transportation Investments Act (STI), from which NCOT modified the Prioritization Process with formulas for all modes of transportation. The MPO followed up by creating a process to allocate points to local highway projects to be combined with NCDOT's process in developing the STIP.



## ***APPENDIX B. TRANSPORTATION PLANNING GOALS AND OBJECTIVES***

### **Goals and Objectives**

The transportation planning goals, strategies, and objectives of the Greensboro Urban Area Metropolitan Planning Organization as outlined in the Prospectus are listed below. These items serve as a guide in transportation plan, program, and project development. The eight planning factors identified in Congressional Transportation Funding Acts also provide a key set of goals and considerations that are substantially advanced by the Greensboro Urban Area Metropolitan Planning process. Additional factors, as may be established in future transportation legislation, or identified through the Long-Range Transportation Plan process, would further define the scope of the MPO's responsibilities.

### **Goals**

- I. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- II. Increase the safety of the transportation system for motorized and non-motorized users;
- III. Increase the security of the transportation system for motorized and non-motorized users;
- IV. Increase accessibility and mobility of people and freight;
- V. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- VI. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- VII. Promote efficient system management and operation and;
- VIII. Emphasize the preservation of the existing transportation system.

## Objectives

- Support the economic vitality of the metropolitan area, the Triad, and the State;
- Improve accessibility and mobility for people and freight;
- Increase the safety and security of the transportation systems for all users;
- Enhance the quality of life of the metropolitan area;
- Protect and enhance the natural and human environment;
- Enhance to integration and connectivity of the transportation system, across and between modes, for people and freight;
- Expand opportunities for travel choices including public transportation, walking, and bicycling;
- Promote efficient transportation system management and operations;
- Emphasize the preservation and maintenance of the existing transportation system.

**Appendix C: UPWP Tasks & Responsibilities**

AGENCY RESPONSIBILITIES  
FOR  
UPWP TASKS

- ▲ Primary Responsibility
- Supporting Responsibility

		City of Greensboro	Transportation Department	Planning Department	PART	Transportation Planning Branch	Guilford County	Triad Airport Authority	Piedmont Triad COG	NCDOT Division 7 Offices	NCDOT Traffic Engineering Branch	NCDOT Public Transportation & Rail	
II-A	Data & Planning Support	▲	●	▲	▲	●	●	●	●	●	●	●	
II-B	Planning Process	▲	●	●	●	●	●	●	●	●	●	●	
III-A	Planning Work Program	▲	●	●	●	●	●	●	●	●	●	●	
III-B	Transportation Improvement Plan	▲	●	●	●	●	●	●	●	●	●	●	
III-C	Civil Rights Compliance & Other Regulatory Requirements	▲			●	●				●		●	
III-D	Statewide & Extra-Regional Planning	▲			●					●		●	
III-E	Management, Operations & Program Support Administration	▲			●					●		●	

**RESOLUTION OF ADOPTION FOR  
2015 PROSPECTUS FOR CONTINUING TRANSPORTATION PLANNING**

A motion was made by TAC Member Cheryl McQueary and seconded by TAC Member Marikay Abuzuaiter for the adoption of the following resolution, and upon being put to a vote was duly adopted.

WHEREAS, The Metropolitan Planning Organization conducts a continuing transportation planning process; AND

WHEREAS, according to the Memorandum of Understanding entered into by the MPO, City of Greensboro, Guilford County, and the North Carolina Department of Transportation a Prospectus may be developed as a reference guide; AND

WHEREAS, a yearly Unified Planning Work Program is required of the MPO and a Prospectus for Continuing Transportation Planning may be used as a reference to assist in the development of and the documentation for the annual Unified Planning Work Program; AND

WHEREAS, the last Prospectus for Continuing Transportation Planning was adopted in 2001 and policies and practices developed since necessitate the development of a new prospectus; AND

WHEREAS, NCAMPO and NCDOT jointly developed a standard prospectus for use across the state;

NOW THEREFORE, be it resolved that the Greensboro Urban Area Transportation Advisory Committee adopts the 2015 Prospectus for Continuing Transportation Planning.

I, Nancy Vaughan, TAC Chair  
(Name of Certifying Official) (Title of Certifying Official)

do hereby certify that the above is a true and correct copy of an excerpt from the minutes of a meeting of the Greensboro Urban Area TAC duly held on this 25<sup>th</sup> day of March 2015.

Nancy Vaughan  
Mayor Nancy Vaughan  
Chair, Transportation Advisory Committee

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Subscribed and sworn to me this 25th day of March, 2015.

DEIDRE E. BROWN  
NOTARY PUBLIC  
GUILFORD COUNTY, NC  
My Commission Expires 2-17-2018

Deidre E. Brown  
Notary Public

My commission expires

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