



**Guide to
Policies, Procedures and Products
of the
Capital Area
Metropolitan Planning Organization
(MPO)**

June 2011

Guide to Policies, Procedures and Products

Cover photograph: Fayetteville Street in downtown Raleigh, looking north toward the State Capitol.

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NC Highway 50 in Granville County

I. Introduction

This guidebook addresses the key functions and products of the Capital Area Metropolitan Planning Organization (MPO). The Capital Area MPO is a transportation policy-making body comprised of elected officials and technical representatives from local government and transportation agencies. The MPO conducts a continuing, cooperative, and comprehensive transportation planning process in the Raleigh, North Carolina metropolitan area. The purpose of this document is to provide information on the transportation planning process as practiced by the Capital Area MPO.

The intended audiences for this guidebook are:

- First—Transportation Coordinating Committee (TCC) members and staff of member organizations, including Capital Area MPO staff.
- Second—Transportation Advisory Committee (TAC) members.
- Third—the general public.

An Executive Summary is also available. That document provides general information and can serve as an introduction to the functions and products of the MPO, as well as to this guidebook.

Chapters of the guidebook contain information as follows:

Chapter II describes the policy context within which the Capital Area MPO conducts transportation planning, referencing key federal and state laws and regulations.

Chapter III provides information on the **organizational structure** of the Capital Area MPO, including a map of the Capital Area MPO's planning area, brief statistics on the planning area, and a list of the Capital Area MPO members.

Chapter III also highlights key points of the **Memorandum of Understanding (MOU)** between the Capital Area MPO and its member organizations, and the **Prospectus**, which describes the work tasks that the Capital Area MPO is charged to conduct. Finally, that chapter describes the roles and responsibilities of the TAC and the TCC.

Chapter IV provides information on Capital Area MPO **core functions/products**, including:

1. Transportation Plans:
 - **Comprehensive Transportation Plan (CTP)**
 - **Long-Range Transportation Plan (LRTP)**

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- **Transportation Improvement Program (TIP)**—including the Locally Administered Projects Program (LAPP), and State Transportation Improvement Program (STIP)
 - **Bicycle & Pedestrian Plan**
2. **Unified Planning Work Program (UPWP)**
 3. **Congestion Management Process (CMP)**
 4. **Public Involvement Policy (PIP)**

Chapter V provides information on **associated transportation processes/functions**, and **regional transportation planning support** activities involving other organizations. While the Capital Area MPO is involved in these processes/functions, they are not the MPO's core functions, nor does the MPO serve as the lead agency. Processes/functions described in this chapter include:

1. Associated Products/Functions
 - Air Quality Conformity Determination
 - Triangle Regional Model (TRM)
 - Environmental Justice
2. Regional Transportation Planning Support:
 - Regional Transportation Demand Management (TDM)
 - Corridor Management Teams (Councils of Planning)
 - Intelligent Transportation Systems (ITS) Strategic Deployment Plan
 - Regional Transportation Alliance (RTA)

Finally, this chapter briefly illustrates key working relationships between the Capital Area MPO and other organizations involved in metropolitan transportation planning activities.

Chapter VI provides information on **funding**, including sources of funding for planning activities as well as for implementing transportation projects.

Chapter VII provides information on **procedures to amend** the various Capital Area MPO planning documents.

Chapter VIII provides a list of **acronyms** and a **glossary** of transportation planning terms.

Chapter IX provides an **index** to the guidebook.

Appendices provide information on federal and state transportation funding programs and links to additional/complete resource materials, such as applicable statutes and regulations, and planning documents.

II. Policy Context



View of the downtown Raleigh skyline

Metropolitan transportation planning processes are guided by laws, rules and policies set by the federal and state governments. This section of the guidebook provides a brief overview of the **federal context** of transportation planning and **key federal and state laws and regulations**.

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1. The Federal Context of Transportation Planning

Federal law requires that a Metropolitan Planning Organization (MPO) take the lead in regional transportation planning in urbanized areas. The Capital Area MPO is the designated MPO for the Raleigh-Wake County urbanized area and surrounding urbanized/transitioning areas that are expected to be urbanized in the next 30 years.

Federal law also requires that each urbanized area with a population over 200,000 be designated as a Transportation Management Area (TMA). A TMA must cover the entire urbanized area and any contiguous area likely to become urbanized within, at minimum, a 20-year period. A TMA must have a Congestion Management Process (CMP) that identifies actions and strategies to reduce congestion and increase mobility (refer to Chapter IV, Section 1D for information on the Capital Area MPO CMP).

In addition, transportation planning in the Capital Area MPO's metropolitan area is subject to additional requirements as a result of the area's designation as an air quality maintenance area. Transportation plans, programs, and projects must conform to the state's air quality plan, known as the State Implementation Plan (SIP). The MPO is responsible for coordinating transportation and air quality planning in a maintenance area for air quality.

A 2007 Federal Highway Administration/Federal Transit Administration (FHWA/FTA) document identified **five "core" planning functions** of an MPO:¹

1. **Establish a setting:** Establish and manage a fair and impartial setting for effective regional decision-making in the metropolitan area.
2. **Identify and evaluate alternative transportation improvement options:** Use data and planning methods to generate and evaluate alternatives. Planning studies and evaluations are included in the Unified Planning Work Program (UPWP).
3. **Prepare and maintain a Metropolitan Transportation Plan (MTP):** Develop and update a long-range transportation plan for the metropolitan area covering a planning horizon of at least twenty years that fosters: (1) mobility and access for people and goods; (2) efficient system performance and preservation; and, (3) good quality of life.
4. **Develop a Transportation Improvement Program (TIP):** Develop a short-range (four-year) program of transportation improvements based on the long-range transportation plan; the TIP should be designed to achieve the area's goals, using spending, regulating, operating, management, and financial tools.

¹ *The Transportation Planning Process: Key Issues*. Transportation Planning Capacity Building Program, FHWA/FTA (September 2007), <http://www.planning.dot.gov/documents/BriefingBook/BBook.htm>.

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5. **Involve the public:** Involve the general public and other affected constituencies in the four essential functions listed above.

Federal laws and regulations require the regional transportation planning process to produce the following five short- and long-range **products**:

1. Unified Planning Work Program (UPWP)
2. Long-Range Transportation Plan (LRTP)
3. Transportation Improvement Program (TIP)
4. Congestion Management Process (CMP)
5. Planning Process Certification

The most recent federal legislation authorizing surface transportation planning funds (the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, or SAFETEA-LU) requires that Long-Range Transportation Plans specifically address eight **planning factors**:

1. Support **economic vitality** of the metropolitan areas, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the **safety** of the transportation system for motorized and non-motorized users;
3. Increase the **security** of the transportation system for motorized and non-motorized users;
4. Increase **accessibility and mobility** of people and freight;
5. 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;
6. Enhance the **integration and connectivity** of the transportation system, across and between modes, for people and freight;
7. Promote **efficient** system management and operation; and
8. Emphasize the **preservation** of the existing transportation system.

Federal regulations not only require a long-range plan, they also stipulate the contents of the plan and the process to be used in its development. The long-range transportation plan must have:

1. A **vision** that meets community goals.

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2. A **multi-modal approach** that includes not only highway projects, but provides for other modes such as public transportation, walking, and bicycling.
3. A minimum **20-year planning horizon**.
4. A financial plan that balances revenues and costs to demonstrate that the plan is **financially responsible and constrained**.
5. An appropriate **air quality analysis** to show that forecasted emissions will not exceed air quality emissions limits.
6. A **public involvement process** that meets federal guidelines, and is sensitive especially to those groups traditionally left out of the planning process.

2. Federal Statutes

The requirements and responsibilities for metropolitan transportation planning are contained in the following federal laws and regulations that implement the law. A brief description of key points from each follows:

1. **Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU);** Public Law 109-59.² The most recent law to authorize funds for surface transportation programs. Since 1973, federal transportation law has placed the responsibility for carrying out the regional transportation planning process in urbanized areas on MPOs. SAFETEA-LU requires MPOs to develop plans and programs to accomplish the act's objectives in metropolitan areas, using a continuing, cooperative, and comprehensive process. Reauthorization acts typically identify planning factors that the metropolitan transportation planning process must address, require that the process be certified as compliant with federal law, and designate the major products of the process.
2. **Metropolitan Planning;** United States Code (U.S.C.): Title 23, Section 134.³ Defines a Metropolitan Planning Organization (MPO), outlines general requirements for MPOs, describes metropolitan planning area boundaries, describes MPO consultation in transportation plans and coordination activities for the Transportation Improvement Program (TIP), and identifies the activities to be conducted in the development of a long-range transportation plan and metropolitan TIP. Stipulates additional requirements for MPOs lying within a Transportation Management Area.
3. **Metropolitan Transportation Planning;** 49 U.S.C. §5303 et seq., (formerly 49 U.S.C.1607).⁴ Same content as 23 U.S.C. §134.
4. **Statewide Transportation Planning;** 23 U.S.C. §135.⁵ Requires the development of a statewide long-range transportation plan and a Statewide Transportation Improvement Program (STIP). It requires coordination between the state and MPOs to conduct transportation planning activities and to develop the State Implementation Plan required by the Clean Air Act (42 U.S.C. §7401 et seq.).

² Available on the Internet at: http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109_cong_public_laws&docid=f:publ059.109.pdf

³ Available on the Internet at: http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=browse_usc&docid=Cite:+23USC134

⁴ Available on the Internet at: <http://www.gpo.gov/fdsys/pkg/USCODE-2007-title49/pdf/USCODE-2007-title49-subtitleIII-chap53-sec5303.pdf>

⁵ Available on the Internet at: http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=browse_usc&docid=Cite:+23USC135

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5. **Congestion Mitigation and Air Quality Improvement Program (CMAQ);** 23 U.S.C. §149.⁶ Describes projects eligible to receive funds, applicability of U.S.C. Sections 134 and 135 to programming and expenditure of funds, partnerships with nongovernmental entities, cost-effective emission reduction guidance, and interagency consultation with air quality agencies.
6. **Code for Clean Air Act;** 42 U.S.C. §7401 et seq.⁷ Contains information regarding processes, procedures, and methods to reduce or control pollutants in transportation; reduction of mobile source related pollutants; reduction of impact on public health; and State Implementation Plans for national primary and secondary ambient air quality standards.
7. **Code for Civil Rights Act (Title VI);** 23 U.S.C. §324.⁸ Prohibits discrimination on the basis of gender.
8. **Code for Civil Rights Act (Title VI);** 29 U.S.C. §794.⁹ Nondiscrimination under Federal grants and programs.
9. **Code for National Environmental Policy Act (NEPA);** 42 U.S.C. §4321 et seq.¹⁰ Promulgates a national policy to promote efforts to prevent or eliminate damage to the environment and stimulate the public health and welfare, and to enrich the understanding of ecological systems and natural resources.
10. **Americans with Disabilities Act (ADA);** Public Law 101-336.¹¹ Provides for equal opportunities for individuals with disabilities as related to employment, public services, public accommodations and services operated by private entities, and wire or radio communications.
11. **Presidential Executive Order 13166:** “Improving Access to Services for Persons with Limited English Proficiency”¹². Requires federal agencies to examine the services they provide, identify any need for services to those with limited English proficiency (LEP), and develop and implement a system to ensure that their programs and activities normally provided in English are accessible to LEP persons and thus do not discriminate

⁶ Available on the Internet at: http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=browse_usc&docid=Cite:+23USC149

⁷ Available on the Internet at: <http://frwebgate.access.gpo.gov/cgi-bin/usc.cgi?ACTION=BROWSE&TITLE=42USCC85>

⁸ Available on the Internet at: <http://www.fhwa.dot.gov/legsregs/directives/fapg/cfr0200.htm>

⁹ Available on the Internet at: http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=browse_usc&docid=Cite:+29USC794

¹⁰ Available on the Internet at: http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=browse_usc&docid=Cite:+42USC4321

¹¹ Available on the Internet at: <http://www.ada.gov/pubs/adastatute08.htm>

¹² Available on the Internet at: <http://www.justice.gov/crt/about/cor/Pubs/eolep.php>

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on the basis of national origin in violation of Title VI's prohibition against national origin discrimination.

3. State Statutes

The primary North Carolina statutes relating to metropolitan planning include:

1. **Comprehensive Transportation Plan;** North Carolina General Statutes (N.C.G.S.) Chapter 136, Article 3A, Section 136-66.2(a).¹³ Development of a coordinated transportation system and provisions for streets and highways in and around municipalities—calls for MPOs, with the cooperation of the Department of Transportation, to develop a Comprehensive Transportation Plan in accordance with 23 U.S.C. §134. Stipulates that the CTP may include projects that are not included in a financially constrained plan or are anticipated to be needed beyond the horizon year. Requires that after completion of the plan, it is to be adopted by both the governing body of the MPO and the NCDOT as the basis for future transportation improvements within the MPO. Also requires the provision of an opportunity for public comments prior to adoption of the transportation plan. Finally, the statute stipulates that no changes to the plan will be effective until it is adopted by both the NCDOT and the MPO.
2. **Metropolitan Planning Organizations;** N.C.G.S. Chapter 136, Article 16, §136-200 through §136-202.¹⁴ Recognizes Metropolitan Planning Organizations (MPOs) in accordance with 23 U.S.C. §134; requires a review of MPO boundaries, structure, and governance at least following each decennial census in order to make recommendations for adjustments to them; provides additional provisions to 23 U.S.C. §134 regarding MPO governance; provides additional requirements for MPOs located in air quality non-attainment areas; and requires MPOs to base all transportation plans, TIPs, and conformity determinations on the most recently completed regional travel demand model.

¹³ Available on the Internet at:

http://www.ncleg.net/EnactedLegislation/Statutes/HTML/BySection/Chapter_136/GS_136-66.2.html

¹⁴ Available on the Internet at: <http://www.ncleg.net/gascripts/statutes/StatutesTOC.pl?Chapter=0136>

III. The Capital Area MPO



Capital Area MPO staff presenting information during a TAC training event in the MPO Conference Room

This chapter provides information on the following:

- A brief **historical background** of the Capital Area MPO;
- A description of the Capital Area MPO's **boundaries**;
- Information on the **Memorandum of Understanding** among local governments, and the State to work cooperatively with the U.S. Department of Transportation to participate in a continuing, cooperative, and comprehensive transportation planning process;
- Information on the **Prospectus** that describes work tasks to be conducted by the Capital Area MPO; and
- The Capital Area MPO's **organizational structure**.

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1. Background

The 1962 Federal Aid Highway Act required states and local governments to conduct continuing, cooperative, and comprehensive (3-C) transportation planning as a condition for receiving federal funds for highway and transit.

Subsequently, in 1973 an amendment to the 1962 Act required the governor of each state, with local concurrence, to designate a Metropolitan Planning Organization (MPO) for every urbanized area to coordinate area-wide transportation planning. In 1972, following passage of federal legislation providing for disbursement of federal planning funds through the states to MPOs, the Greater Raleigh Urban Area Metropolitan Planning Organization was formed. Members included Wake County, the City of Raleigh and the Towns of Cary and Garner.

Over time, the MPO expanded with the addition of the Towns of Apex and Morrisville in 1985; the Towns of Fuquay-Varina, Holly Springs, Knightdale and Wake Forest in 1993; the Towns of Rolesville, Wendell and Zebulon in 1995; and the Towns of Angier, Bunn, Clayton, Creedmoor, Franklinton and Youngsville in 2005 along with portions of Franklin, Granville, Harnett and Johnston Counties. Today the Capital Area MPO represents a region of over one million people.

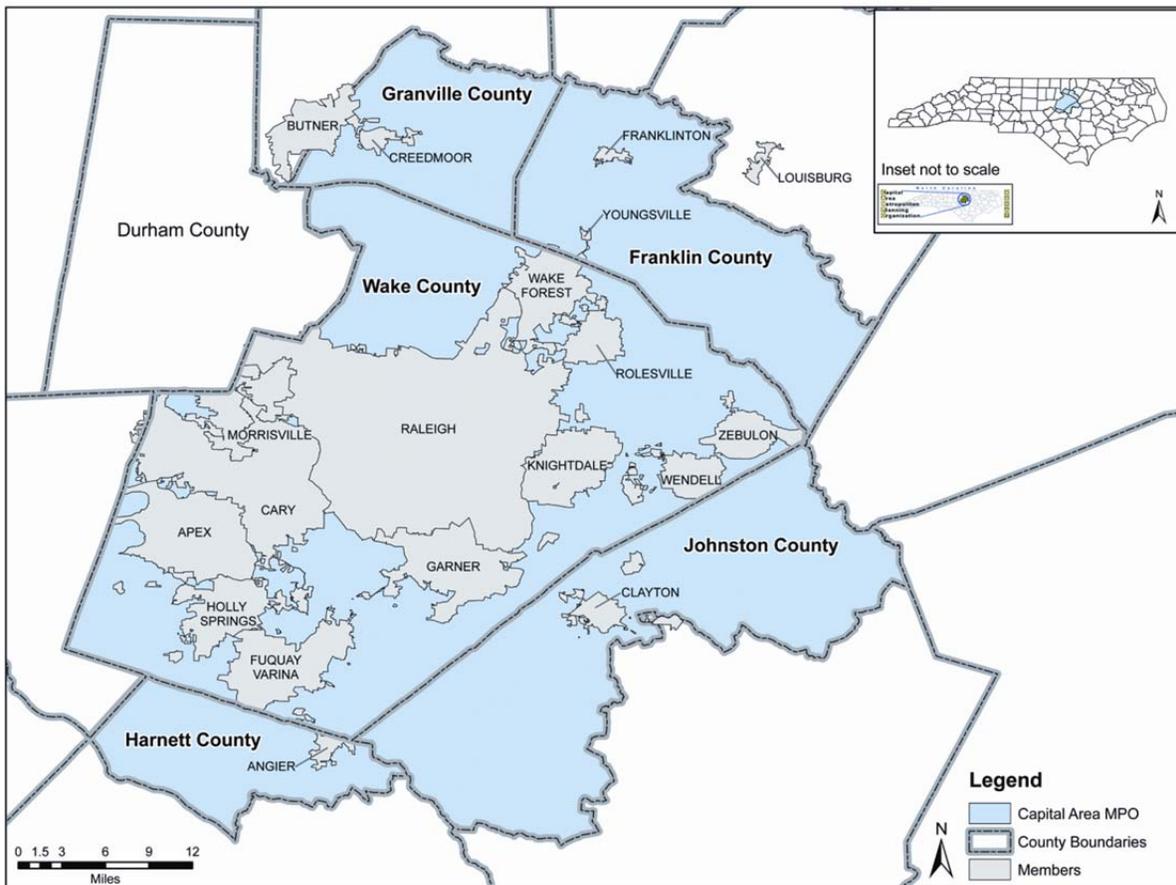
In 1991, the role of the MPO changed with the passage of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). ISTEA placed emphasis on the efficiency of the intermodal transportation system and the MPO responded by shifting its focus accordingly. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was enacted August 10, 2005, as Public Law 109-59. SAFETEA-LU authorized the Federal surface transportation programs for highways, highway safety, and transit for the 5-year period 2005-2009.

Each year the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) identify specific planning factors for consideration in the metropolitan planning process. In recent years, the Capital Area MPO focused on the areas of supporting economic vitality, increasing the safety of the transportation system, and increasing the accessibility and mobility of people and freight. The MPO participates in cooperative planning efforts with Triangle Transit, Capital Area Transit (CAT), Cary Transit (C-TRAN) and other local transit providers.

2. The Capital Area MPO's Jurisdictional Boundaries

Based on the 2000 Census, the U.S. Census Bureau defined a new boundary for the Raleigh urbanized area. The Capital Area MPO planning area includes all of Wake County, and portions of Franklin, Granville, Harnett, and Johnston Counties. The Capital Area MPO Metropolitan Area Boundary is shown on the map in Figure III-1.

Figure III-1: Capital Area MPO Metropolitan Area Boundary



A few summary statistics will help to better understand the characteristics of the area within the Capital Area MPO. The area covered by the Triangle Regional Model as of 2010 included 1,579 square miles with a population of over 1,016, 000. Residents comprised approximately 402,000 households, and occupied approximately 434,000 dwelling units. More than 531,000 people were employed in the area.

3. Memorandum of Understanding (MOU)

Purpose

The Memorandum of Understanding (MOU) is a multi-party agreement that provides the basis for conducting a comprehensive multimodal transportation planning process in a metropolitan (urbanized) area. The MOU establishes the general operating procedures and responsibilities by which short-range and long-range transportation plans are developed and continuously evaluated.

Description

The Memorandum of Understanding (MOU) is an agreement among municipalities and counties within the Capital Area MPO planning area, and the State of North Carolina, in cooperation with the U.S. Department of Transportation, to participate in a continuing, cooperative, and comprehensive (3-C) transportation planning process.

Background

The MOU references federal and state statutes and regulations that set the basis for metropolitan transportation planning.¹⁵ The MOU explains that the transportation planning process should include the operational procedures and working arrangements by which short and long-range transportation plans are soundly conceived and developed, and continuously evaluated in a manner that will:

1. Assist governing bodies and official agencies in determining courses of action and in formulating attainable capital improvement programs in anticipation of community needs; and,
2. Guide private individuals and groups in planning their decisions, which can be important factors in the pattern of future development and redevelopment of the area.

Participating Governments/Departments

Governmental units/departments that are signatories to the MOU include:

- Capital Area Metropolitan Planning Organization (Capital Area MPO);
- The Governor of the State of North Carolina;

¹⁵ Statutes include: Title 23 United States Code (U.S.C.), Section 134(a); Chapter 136, Article 3A, Section 136-66.2(a) of the General Statutes of North Carolina (N.C.G.S.); N.C.G.S., Chapter 136, Article 3A, Section 136-66.2(b); and N.C.G.S., Chapter 136, Article 3A, Section 136.66.2(d).

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- The Towns of Angier, Apex, Bunn, Cary, Clayton, Franklinton, Fuquay-Varina, Garner, Holly Springs, Knightdale, Morrisville, Rolesville, Wake Forest, Wendell, Youngsville, Zebulon;
- The Cities of Creedmoor and Raleigh;
- The Counties of Franklin, Granville, Harnett, Johnston, and Wake;
- Triangle Transit Authority; and
- The North Carolina Department of Transportation; in cooperation with
- The U.S. Department of Transportation.

The initial MOU was dated January 28, 1993. Updated versions, such as that approved with the addition of new members in 2005, are approved by the Capital Area MPO Transportation Advisory Committee as necessary.

Responsibilities of the Various Parties

The MOU stipulates responsibilities for the municipalities and counties, and for the NCDOT, as summarized below.

The Municipalities and the Counties

The Municipalities and the Counties are to provide assistance, data and inventories in accordance with the Prospectus. The Municipalities and the Counties are to coordinate zoning and subdivision approval within their respective jurisdictions in accordance with the adopted Comprehensive and Long-Range Transportation Plans.

The City of Raleigh is designated to serve as the **Lead Planning Agency** for the Capital Area MPO. The City provides some administrative services to the Capital Area MPO such as human resources, finance, and information technology. While Capital Area MPO employees are City employees, their time is dedicated to Capital Area MPO matters.

The Municipalities and the Counties fund the 20% portion of the costs of the MPO's work program not covered by federal or state funding as approved by the Transportation Advisory Committee. The portion paid by each Municipal and County member government is based upon its pro rata share of population within the MPO Planning Area. MPO members may also voluntarily contribute additional funds for other purposes such as supplementing the costs of special studies or other specialized services.

North Carolina Department of Transportation (NCDOT)

The NCDOT provides planning assistance, data and inventories in accordance with the Prospectus. The NCDOT also helps to protect necessary rights-of-way for transportation corridors designated on the Comprehensive and Long-Range Transportation Plans.

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Relationship to Other Processes/Products

The MOU charges the TAC with responsibility for review and approval of:

- A **Prospectus** for transportation planning that defines work tasks and responsibilities for the various agencies participating in the transportation planning process;
- The **Urbanized Area Boundary** and the **Metropolitan Area Boundary** as well as recommendations for changes to the **National Highway System**;
- The **Comprehensive Transportation Plan (CTP)**;
- The **Long-Range Transportation Plan (LRTP)**;
- The **Transportation Improvement Program (TIP)**; and
- The **Unified Planning Work Program (UPWP)**.

The MOU charges the TCC with responsibility for development, review, and recommendations for the Prospectus, UPWP, TIP, Metropolitan Area Boundary, Urbanized Area Boundary, and National Highway System. The TCC is also responsible for revisions to the Transportation Plan.

Provisions

The MOU includes four sections. **Section I:**

1. Describes the area included in the Metropolitan Area Boundary (also known as the Planning Area Boundary)—all of Wake County and parts of Franklin, Granville, Harnett, and Johnston Counties.
2. Lists the parties to be included in the Capital Area MPO—the local municipal and county governments, the NCDOT, a Transportation Advisory Committee, a Technical Coordinating Committee, and the various agencies and units of local, regional, and state government participating in transportation planning for the area.
3. Calls for review and revision to the Urbanized Area Boundary and the Metropolitan Area Boundary in light of new developments and basic data projections.
4. Stipulates conducting a continuing transportation planning process in cooperation with the NCDOT and with respect to municipal and county comprehensive plans in the region, as well as with neighboring metropolitan and rural planning organizations.
5. Requires conducting the transportation planning process in accordance with Title VI of the Civil Rights Act of 1964, as amended.
6. Outlines shared responsibilities for making transportation policy decisions within the planning area among the North Carolina Board of Transportation, the Transportation Advisory Committee and the governing bodies of the participating local governments.

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7. Calls for the coordination of transportation plans and programs and land use policies and programs having regional impacts with the applicable regional Council of Governments.
8. Establishes the Transportation Advisory Committee (TAC) and describes its responsibilities (refer to Section 5 of this Chapter for more detail on the TAC).
9. Establishes a Technical Coordinating Committee (TCC) and describes its responsibilities and membership (refer to Section 5 of this Chapter for more detail on the TCC).
10. Stipulates that the governing boards of the Municipalities and the County and the North Carolina Board of Transportation serve as the primary means for citizen input to the transportation planning process. The TAC also provides opportunities for citizen participation.

Section II describes the responsibilities of the member agencies, specifically for the municipalities and counties, and for the NCDOT.

Section III outlines procedures for parties to terminate their participation in the Capital Area MPO.

Section IV includes signatures from participating parties, assuring that they have been authorized by appropriate and proper resolutions to sign.

The MOU also provides detailed notes on:

- Qualifications of TAC and NC Board of Transportation members;
- Designation of TAC voting representatives;
- The number of members required for a quorum; and
- A majority vote and a weighted vote.

Resources and Tools

The MOU is available online:

<http://www.campo-nc.us/documents/CAMPO-MOU-no-signatures.pdf>.

4. Prospectus

Purpose

The Prospectus is primarily a reference document for transportation planning staff. It provides descriptions of work tasks in sufficient detail to allow staff and agencies responsible for doing the work to understand what needs to be done, how it is to be done, and who does what.

A secondary purpose of the Prospectus is to provide documentation of planning work tasks and the planning organization and procedures in sufficient detail to minimize the documentation required in the annual Unified Planning Work Program (UPWP).

Description

The Prospectus describes the methodology, responsibilities, and schedules for conducting continuing transportation planning work tasks (in Chapter II), and the administration of the planning process (in Chapter III). The major work tasks listed in Chapter II include:

- A. Surveillance of Inventory Data—conditions that need to be continuously surveyed and compiled annually to determine whether previous projections are still valid or if plan assumptions need to be revised.
- B. Long-Range Transportation Plan (LRTP)—updating and proving conformity with the State Implementation Plan (SIP) for air quality every three years. The TCC prepares recommendations for work required for plan reappraisal for review and approval by the TAC. Agency responsibilities for various work tasks in the LRTP evaluation elements are provided in Appendix E of the Prospectus.

Refer to Chapter IV, Section 1B of the guidebook for more information on LRTP work elements that may be required.

The administration of the planning process is organized into five areas:

1. **Unified Planning Work Program (UPWP)**—prepared annually by the Capital Area MPO in cooperation with other agencies and under the guidance of the TCC. Refer to Chapter IV, Section 2 of this guidebook for more information on the UPWP.
2. **Transportation Improvement Program (TIP)**—prepared every two years, and includes two parts: a metropolitan programming document coordinated with the State Transportation Improvement Program (STIP), and a priority needs list. Refer to Chapter IV, Section 1C for more information on the TIP.
3. **Civil Rights Compliance (Title VI) and Other Regulatory Requirements**—provide an update of Civil Rights statistics report for submittal to the Federal Transit Administration

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(FTA) to determine compliance with provisions of Title VI of the Civil Rights Act of 1964 (78 Stat. 252), 49 U.S.C.2000-D to 2000-D-4. Other regulatory requirements include compliance with:

- Environmental Justice (Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations)—recipients of federal funds must assure compliance with the requirements of the Order.
 - Minority Business Enterprise Planning (MBE)—give full consideration to services that could be provided by MBEs in the development of transit plans and programs, and the provision of transit service.
 - Planning for the Elderly and Disabled—assure that transportation planning, development, evaluation and reevaluation of transportation facilities and services for the elderly and disabled are consistent with the provisions of the Americans with Disabilities Act of 1990 (ADA).
 - Safety/Drug Control Planning—pass planning funds through to transit operators for use in performing safety audits and in developing safety/security improvements and in alcohol/drug control planning, programming, and implementation.
 - Public Involvement—conduct an effective public involvement process to provide for an open exchange of information and ideas between the public and transportation decision-makers.
 - Private Sector Participation—afford the maximum feasible opportunity for private operators to participate in the planning and provision of local transportation services.
4. **Incidental Planning and Project Development**—includes conducting one or more of the following:
- Transportation Enhancement Planning—provide assistance to applicants, review applications, prepare endorsements, and approve all proposed enhancement projects for inclusion in the TIP prior to forwarding to NCDOT for inclusion in the STIP.
 - Environmental Analysis and Pre-TIP Planning—evaluate the proposed LRTP and selected alternative plans based on criteria established by the TCC and TAC. Public review is incorporated as part of the alternatives analysis. The TCC, Lead Planning Agency, NCDOT Transportation Planning Branch, and resource agencies jointly recommend projects for Pre-TIP Planning.
 - Special Studies—conduct studies as required. Examples include a study of a transportation corridor, assessing problems anticipated to result from development or closure of large-scale traffic generators, etc.
 - Regional or Statewide Planning—coordinate with state and federal agencies involved in regional, state, and national level transportation planning activities.

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5. **Management and Operations**—administrative time to prepare for and to attend committee meetings, attend training, prepare quarterly progress reports, document expenditures, and file for reimbursement of expenditures, as well as periodically review and update the Prospectus, MOU, and other administrative agreements and procedures.

Appendices provide historical information, goals and objectives for the transportation system, and describe responsibilities of member agencies and other stakeholders. The appendices also include documents such as the Triangle Regional Model Protocol, and the Air Quality Conformity Memorandum of Agreement.

Responsibility

The **Capital Area MPO** is responsible for carrying out the transportation planning process in its urbanized area. The MPO is an organization consisting of the boards of general purpose local governments; the North Carolina Department of Transportation (NCDOT); a Transportation Advisory Committee (TAC); a Technical Coordinating Committee (TCC); and the various agencies and units of local and state government participating in transportation planning for the area.

Policy decisions for local agencies of government are made by the respective governing boards (the City or Town Council or County Board of Commissioners). Policy decisions for the NCDOT are made by the Board of Transportation. The municipal governing boards and the NCDOT have implementation authority for construction, improvement, and maintenance of the transportation infrastructure.

The **TAC**, as established by the MOU, is to provide policy direction for the planning process, and to improve communications and coordination between the governmental jurisdictions. The **TCC**, as also established by the MOU, is responsible for supervision, guidance, and coordination of the continuing planning process, and for making recommendations to local and state governmental agencies and the TAC regarding any necessary action.

The **City of Raleigh** is designated as the Lead Planning Agency (LPA) and is primarily responsible for maintaining and supporting staff for the MPO to provide annual preparation of the UPWP and Transportation Improvement Program (TIP). The City of Raleigh is the primary local recipient of federal planning funds for the Capital Urbanized Area. The Triangle J Council of Governments (TJCOG) serves as the intergovernmental review agency.

Resources and Tools

The Prospectus is available online:

<http://www.campo-nc.us/documents/Adopted-Prospectus-2001.pdf>.

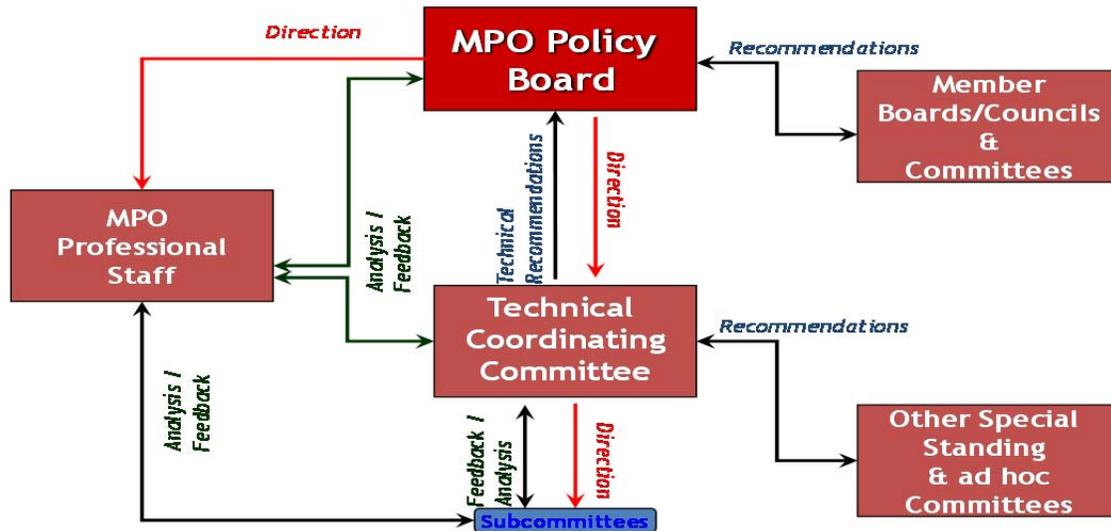
5. Organizational Structure

The Capital Area MPO is comprised of three parts:

1. A 28-member Policy Board, called the Transportation Advisory Committee (TAC),
2. A 48-member Technical Coordinating Committee (TCC), and
3. A technical staff that serves the members of these committees.

Figure III-2 illustrates the relationships among these three components.

Figure III-2: Capital Area MPO Organizational Structure



A. TAC and TCC

Roles and responsibilities of the TAC and TCC are outlined in the MOU, and in the TAC Bylaws¹⁶ and the TCC Bylaws¹⁷. The membership of the TAC and TCC are summarized in Table III-1, as is the weighted voting schedule of the TAC.

¹⁶ Available on the Internet at: http://www.campo-nc.us/tac_tcc_documents/TACBYLAWS.pdf.

¹⁷ Available on the Internet at: http://www.campo-nc.us/tac_tcc_documents/TCCBYLAWS.pdf.

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Table III-1: Membership of the Capital Area MPO TAC/TCC

Unit of Government/Organization	TAC	TAC Weighted Voting	TCC
Town of Angier	1	1	1
Town of Apex	1	3	1
Town of Bunn	1	1	1
Town of Cary	1	11	3
Town of Clayton	1	2	1
City of Creedmoor	1	1	1
Town of Franklinton	1	1	1
Town of Fuquay-Varina	1	2	1
Town of Garner	1	3	1
Town of Holly Springs	1	2	1
Town of Knightdale	1	1	1
Town of Morrisville	1	2	1
City of Raleigh	1	33	7
Town of Rolesville	1	1	1
Town of Wake Forest	1	2	1
Town of Wendell	1	1	1
Town of Youngsville	1	1	1
Town of Zebulon	1	1	1
Franklin County	1	3	1
Granville County	1	2	1
Harnett County	1	2	1
Johnston County	1	6	2
Wake County	1	18	4
NC Board of Transportation	3	6	--
NC Department of Transportation	--	--	6
Triangle Transit Authority	1	1	1
FHWA Division Administrator (non-voting)	1	--	--
Triangle J Council of Governments	--	--	1
Research Triangle Foundation	--	--	1
Carolina Trailways	--	--	1
Capital Area Transit	--	--	1
Raleigh Durham Airport Authority	--	--	1
NC State University	--	--	1
Total	28	107	48

The notes below provide more detailed information on TAC and TCC membership criteria:

TAC Membership and Voting:

- Members of the TAC must be a member of a governing board, e.g. City Council, Board of Commissioners, etc. The NC Board of Transportation members must represent Highway Divisions 4, 5 and 6.

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- Voting representatives of the Municipalities and the Counties are designated by their respective governing boards. A quorum of the TAC consists of a majority of voting members (14) who together represent a at least more than fifty percent (50% + 1) of the total optional weighted votes.
- A majority vote of the quorum present is sufficient for approval, with the exception that any voting TAC member may invoke weighted voting provisions on any matter. When a weighted vote is taken, a majority of the total weighted votes present are required for a motion to pass. A weighted vote may not be split by the representative casting the vote. The schedule of weighted votes in the table above (as of February 2006) applies.
- Each member government is apportioned weighted voting based on its population¹⁸ with one vote for each 10,000 persons, or portion thereof.
- County populations (Franklin, Granville, Harnett, Johnston, and Wake Counties) include the estimated persons within the Metropolitan Area Boundary including the area within the Municipalities' Extraterritorial jurisdictions assigned by the County but outside the corporate limits of the Municipalities.

TCC Membership:

Harnett County and Johnston County are located within the North Carolina Highway Divisions 4 and 6 respectively. Therefore, the North Carolina Department of Transportation membership includes representatives of those divisions as well as Division 5, which includes Wake, Franklin and Granville Counties.

Transportation Advisory Committee (TAC)

The TAC is the agency's governing or policy board. As spelled out in its Bylaws, the **purpose** of the TAC is:

- To develop and direct a continuing, cooperative, and comprehensive transportation planning process carried on cooperatively by the State and local communities in concurrence with Federal guidelines.
- To advise the policy boards within the Capital Area MPO on the status of needs identified through the continuing transportation planning process.
- To facilitate coordination and communication between policy boards and agencies represented on the TAC and the Technical Coordinating Committee (TCC).

¹⁸ Municipal populations are from the most recent certified North Carolina Population Estimates for Municipalities and Counties.

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- To facilitate coordination between the policy boards of the Capital Area Metropolitan Planning Organization and the North Carolina Board of Transportation.
- To assist the general public in understanding decisions and policies of the policy boards.
- To act as a forum for cooperative decision-making by elected officials of this metropolitan area in cooperation with the State, thereby serving as the basis for a cooperative planning process.

Duties/Responsibilities

Key roles and responsibilities of the TAC, as established in the MOU include:

- a. Establishing goals and objectives for the transportation planning process;
- b. Reviewing and approving:
 - A Prospectus for transportation planning;
 - Changes to the Urbanized Area Boundary, the Metropolitan Area Boundary, and the National Highway System;
 - The Unified Planning Work Program;
 - The Comprehensive and Long-Range Transportation Plans;
 - The Transportation Improvement Program; and
 - Committee Bylaws.
- c. Providing opportunities for citizen participation and input into the planning process.

The TAC is responsible for carrying out provisions of 23 U.S.C. Section 134, and Sections 5(1) and 8(a) and 8(c) of the Urban Mass Transportation Act of 1964 as amended, 49 U.S.C. Section 1604(1) and 1607(a) and 1607(c).

Membership

TAC members remain on the Committee until their governing board rescinds their designation, designates another member, or the TAC member ceases to be a member of the local governing board that appointed them. Member governments may appoint a qualified alternate. The TAC may create an executive committee and/or subcommittees.

Refer to Table III-1 for a list of jurisdictions/agencies with representatives on the TAC.

Officers

Officers consist of a Chairman and a Vice-Chairman, elected by members at the first regularly scheduled meeting of the calendar year. The term of office is one year, and officers may serve successive terms. The TCC Bylaws specify the duties of each officer. The MOU calls for a secretary; Capital Area MPO staff serve as the secretary.

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Voting

The Chairman and any member may call for a vote on any issue. A majority vote of the eligible members (or authorized alternates) present is required for approval unless a weighted voting procedure is invoked. The weighted voting procedure gives more votes to jurisdictions with larger populations (refer to Table III-1). However, this procedure has been used only infrequently, if at all.

Meetings

Regular meetings are held on the third Wednesday of each month. Special meetings may be called by the Chairman with seven days' notice, or at the request of the majority of the eligible voting members. A quorum requires the presence of at least fourteen eligible voting members (50% plus 1).

Members are expected to attend each meeting. For members not attending three consecutive meetings, the Chairman will request reaffirmation or redesignation of the jurisdiction's representative.

Amendments to the TAC Bylaws

Amendments to the TAC Bylaws require an affirmative vote representing at least two-thirds of the weighted vote, provided that members received written notice at least seven days prior to the meeting at which the amendment is considered.

Technical Coordinating Committee (TCC)

The TCC's 48 members are technical representatives from local and State governmental agencies directly related to and concerned with the transportation planning process in the planning area. The chief administrative officer of each agency designates that agency's representative(s).

The TCC's **purpose**, as outlined in its Bylaws is:

- To provide general review, guidance and coordination of the continuing, cooperative, and comprehensive transportation planning process in the Capital Urban Area.
- To prepare and make recommendations to the Transportation Advisory Committee (TAC) regarding matters relating to transportation planning.
- To facilitate coordination and communication between policy boards and agencies represented on the TAC and TCC.
- To facilitate coordination of transportation planning with other planning efforts such as those concerning land use, public utilities and maintenance of air quality.

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Duties/Responsibilities

The MOU establishes a Technical Coordinating Committee (TCC) and describes its responsibilities and membership, to include:

- a. General review, guidance and coordination of the transportation planning process for the planning area
- b. Making recommendations to the TAC and to other entities regarding any actions necessary to the continuing transportation planning process.
- c. Development, review and recommendations of:
 - The Prospectus, Unified Planning Work Program, Transportation Improvement Program, Metropolitan Area Boundary, Urbanized Area Boundary, and National Highway System;
 - Revisions to the Transportation Plan;
 - Planning citizen participation; and
 - Documenting reports of the transportation study.

Membership

Members of the TCC include technical representatives from local, regional and State governmental agencies; as well as major modal transportation providers directly related to the transportation planning process for the planning area. Each municipal and county government member is apportioned a representative number of TCC participants based on population estimates. There is no limit on the length of time a member may serve on the TCC. Each member agency may appoint an alternate representative.

The TCC may create an executive committee and/or subcommittees to carry out its responsibilities.

Officers

Officers include a Chairman and Vice-Chairman, elected by a majority vote at the first regularly scheduled meeting each calendar year. The term of office is one year. The TCC Bylaws specify the duties of each officer.

Voting

The Chairman and any member may call for a vote on any issue. A majority vote of the members (or authorized alternates) present and eligible to vote is required for approval. Abstentions are considered affirmative votes.

Meetings

Regular meetings are held on the first Thursday of each month. Special meetings may be called by the Chairman with seven days' notice, or at the request of the majority of the eligible voting

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members. A quorum requires the presence of at least more than fifty percent of the eligible voting members at the beginning of the meeting.

Members are expected to attend each meeting. Voting members not attending three consecutive meetings will be considered non-voting members for the purpose of determining a quorum as of the third meeting.

Amendments to Bylaws

Amendments to the TCC Bylaws require an affirmative vote of at least two-thirds of the eligible voting members, provided that members receive written notice of the proposed amendment at least seven days prior to the meeting at which the amendment is to be considered.

B. Other Committees/Subcommittees, and Working Groups

The Capital Area MPO creates and utilizes standing committees/subcommittees, and working groups as necessary. The standing committees for the UPWP, LAPP, and CMP advise the TCC on issues related to those particular areas of interest. The committees are involved in recommending priority projects and plans that meet the goals for the UPWP, LAPP and CMP programs.

The Capital Area Bicycle and Pedestrian Stakeholders Group (BPSG) is composed of citizens, bicyclists, and planners interested in pedestrian and bicycle issues in Wake, Franklin, Johnston, Harnett, and Granville Counties. The BPSG acts as an advisory group to the Capital Area MPO. Meetings are held monthly, usually on the 4th Tuesday of every month, and are open to all.

The Capital Area MPO adopted "*The Capital Area MPO Bicycle Facility Planning and Engineering Guidelines*," in February 2006¹⁹.

C. Staff

Capital Area MPO employs approximately ten professional staff with management, planning, engineering, mapping, grant administration and website development capabilities. The staff act as secretary to the TCC, and administer all work associated with federal and state planning requirements, as well as implement projects in the Unified Planning Work Program.

¹⁹ Available on the Internet at: [http://www.campo-nc.us/BPSG/docs/Capital Area MPO Bicycle Facility Planning and Engineering Guidelines 2006 02 20.pdf](http://www.campo-nc.us/BPSG/docs/Capital%20Area%20MPO%20Bicycle%20Facility%20Planning%20and%20Engineering%20Guidelines%202006%2002%2020.pdf).

IV. Capital Area MPO Core Functions/ Products



Ten Ten Road between Holly Springs and US 1

This chapter describes the core functions conducted by, and/or the products developed by the Capital Area MPO. The information is organized as follows:

1. Plans
 - A. Comprehensive Transportation Plan (CTP)
 - B. Long-Range Transportation Plan (LRTP)
 - C. Transportation Improvement Program (TIP)—including the Locally Administered Projects Program (LAPP); and the State Transportation Improvement Program (STIP)
 - D. Bicycle & Pedestrian Plan
2. Unified Planning Work Program (UPWP)
3. Congestion Management Process (CMP)

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4. Public Involvement Policy

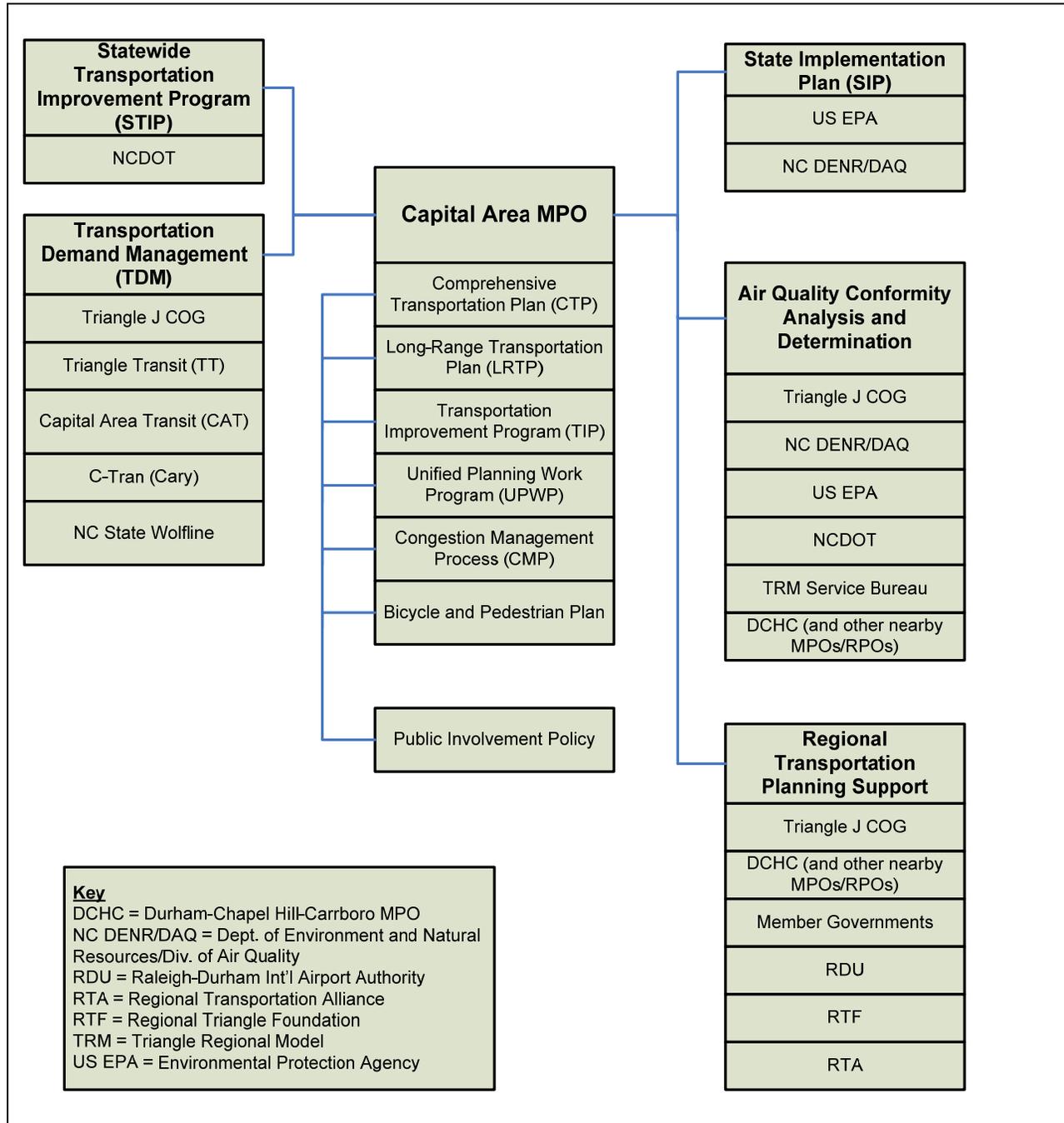
As applicable, the following information is provided for the functions/products:

- Purpose—the primary purpose of the function/product.
- Description—a brief description of what is involved in conducting the function and/or what the product contains.
- Background—providing context for the function/product.
- Scope—the persons/departments/agencies that the function/product applies to or affects.
- Frequency—how often the function is performed, or the product is developed.
- Responsibility/Partnering Agencies—the party(s) involved in conducting the function/developing the product, and their roles.
- Relationship to Other Functions/Products—interrelationships with other related agencies and functions/products.
- Steps/Activities—describes the major steps and/or activities involved in conducting the function/developing the product.
- Timetable/Flowchart—a list of key steps/activities and associated timeframes.
- Resources and Tools—hyperlinks, URLs, or references to available resources/documents.

Figure IV-1 illustrates relationships among the core functions and activities of CAMPO (in the center column) and associated functions and activities in which the Capital Area MPO participates. The Statewide Transportation Improvement Program is addressed in the section of this chapter describing Transportation Improvement Program activities conducted by the MPO. Air Quality Conformity Analysis and Determination, the State Implementation Plan, and Transportation Demand Management activities are described in Chapter V.

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Figure IV-1: Key Capital Area MPO Functions/Activities



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Figure IV-2 provides an overview of the general timelines for the major core functions/products, illustrating the length of time involved in the process of preparing or updating a function/product, and the relationships among the start and end times for each of those functions/ products.

Figure IV-2: Illustrative Timetable for Core Planning Functions/Products

	Calendar Year 1												Calendar Year 2												Calendar Year 3												Calendar Year 4												
	1Q			2Q			3Q			4Q			1Q			2Q			3Q			4Q			1Q			2Q			3Q			4Q															
Plans/Processes/Products	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	
1 Comprehensive Transportation Plan (CTP)																																																	
2 Long-Range Transportation Plan (LRTP)																																																	
3 Transportation Improvement Program (TIP)																																																	
4 Unified Planning Work Program (UPWP)																																																	
5 Air Quality Conformity																																																	

Note that the figure includes one cycle for the CTP, the LRTP, the TIP, and Air Quality Conformity processes, but includes four cycles for the UPWP, as that process is conducted annually.

1. PLANS

North Carolina metropolitan areas develop and update three related transportation plans—the Comprehensive Transportation Plan (CTP), the Long-Range Transportation Plan (LRTP), and the Transportation Improvement Program (TIP).

The CTP shows all existing and recommended transportation facilities/services (roads, transit services, bicycle and pedestrian accommodations, etc.) an area within the planning jurisdiction should have to meet anticipated growth and mobility needs. The CTP does not have a defined future date by which those facilities and services would be provided, nor is it constrained by the region’s ability to pay for them. The CTP also does not identify nor assess impacts of those facilities and services on the region’s air quality. Finally, the CTP is required by the state, not the federal government. [Refer to separate section on the CTP in this chapter of the guidebook]

By contrast, the LRTP must be fiscally-constrained and demonstrate that the construction of new facilities and services will enable the region to meet federal air quality standards. The LRTP is comprised of maps, lists of projects, and the text of the document that applies to the Capital Area MPO area.

The TIP is a seven-year program of transportation projects that serves as the main implementing document of the LRTP for projects that use state and federal funding. Only projects that appear in a LRTP may be included in the TIP for funding.

Table IV-1 provides some comparative information for the CTP, the LRTP, and the TIP.

Table IV-1: Comparison of TCP, LRTP and TIP

Plan	Adopted by MPO TAC	Adopted by NCDOT BOT	Fiscally-constrained	Air Quality Analysis Required	Approximate Plan Horizon
CTP	Yes	Yes	No	No	40 Years
LRTP	Yes	No	Yes	Yes, for non-attainment areas	20 Year Minimum
TIP	Yes	Yes, STIP	Yes	Yes, for non-attainment areas	7 Years

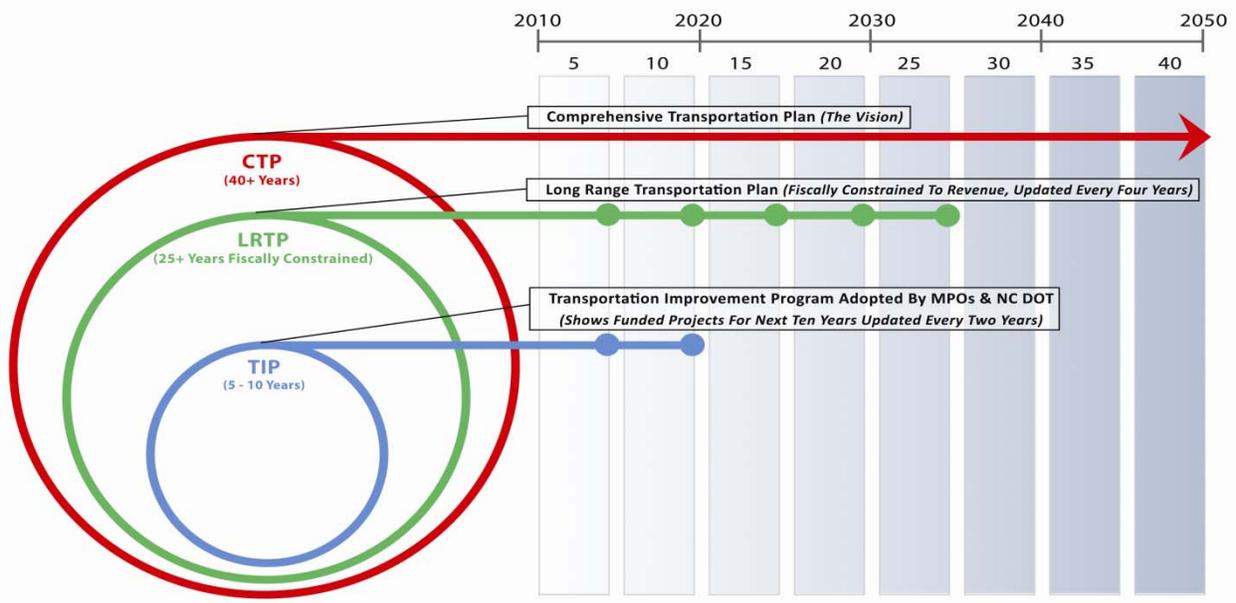
The Capital Area MPO also has a Bicycle & Pedestrian Plan, which once adopted, becomes a part of the LRTP.

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The transportation planning framework involves several nested plans, illustrated in Figure IV-3:

- 40-Year CTP—the overarching plan; required by NCGS §136-66.2. The CTP includes the 25-year LRTP and any additional projects required to address transportation deficiencies.
- 25-Year MPO Long-Range Transportation Plan—developed by MPOs and submitted to FHWA; includes fiscal constraint, and demonstrates air quality conformity.
- 5-10 Year Transportation Improvement Program—adopted by the MPO and NCDOT; includes all projects, programs, and services.

Figure IV-3: Illustration of “Nested” Transportation Plans



A. Comprehensive Transportation Plan (CTP)

Purpose

The Comprehensive Transportation Plan (CTP) creates a regional vision that describes all of the transportation investments anticipated to meet the growth and mobility aspirations of the region’s citizens into the foreseeable future.

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Description

The CTP is a long-range vision plan that defines an organization's philosophy in regard to decisions related to the integration of transportation and land use. It includes a highway plan, public transit and rail plan, bicycle plan, and a pedestrian plan. It depicts the transportation infrastructure needed to accommodate the area's projected traffic for a minimum 30-40 year planning horizon. The CTP is folded into the LRTP as a chapter of that document

The CTP is comprised of an adoption sheet plus a series of four map overlays, each of which is developed on the same base map at the same scale. The base map displays the infrastructure for the area and includes the existing roadway system, rail lines, water features, and other significant features such as county boundaries, schools, parks, MPO planning boundary, and surrounding city/town locations. The CTP map overlays include:

- Highway Map;
- Public Transportation and Rail Map;
- Bicycle Map; and
- Pedestrian Map.

The highway map, public transportation and rail map, pedestrian map, and bicycle map independently offer insight into future plans for each of the modal elements in the region. Together, the maps form an all-inclusive picture of the transportation system.

Background

North Carolina General Statute 136-66.2 requires each municipality or MPO, with the cooperation of the NCDOT, to develop a CTP serving present and anticipated travel demand in and around the municipality or MPO. The plan is based on the best information available including population growth, economic conditions and prospects, and patterns of land development in and around the municipality. The CTP is intended to provide for the safe and effective use of the transportation system.

Prior to 2005, the equivalent plan to the CTP was the Thoroughfare Plan, which only included highways. Thoroughfare Plans were county-based, resulting in the lack of a single comprehensive plan that covered the entire Capital Area MPO area. The CTP is a multi-modal plan intended to provide local municipalities' long-range transportation vision and goals. The CTP helps to ensure that local transportation plans are coordinated with those from adjoining units of government. The CTP can be used in the same way as a Thoroughfare Plan for local land use planning, for example to protect right-of-way for future transportation facilities, etc.

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Scope

As the regional long-range vision for transportation in the area, the CTP provides a backdrop or framework for other Capital Area MPO planning efforts, both long- and short-term, and for related planning efforts by local governments and other agencies in the region.

Frequency

The CTP is updated in conjunction with updates to the LRTP.

Responsibility/Partnering Agencies

The CTP is developed cooperatively by the Capital Area MPO and the NCDOT Transportation Planning Branch. The TCC is involved in the development of the CTP, and the TAC adopts the plan. Following endorsement by the NCDOT Transportation Planning Branch, the NCDOT Board of Transportation also adopts the CTP.

For the NCDOT to participate in the development and adoption of a CTP, all local governments within the area covered by the CTP must have adopted land development plans within the previous five years. Qualifying land development plans include a comprehensive plan, land use plan, master plan, or strategic plan that expresses a jurisdiction's goals and objectives for the development of land within its jurisdiction. The NCDOT Transportation Planning Branch helps to coordinate the various county transportation plans in the Capital Area MPO area to ensure that they are aligned, e.g., that a four-lane highway in one county does not become a two-lane highway at the border with an adjoining county.

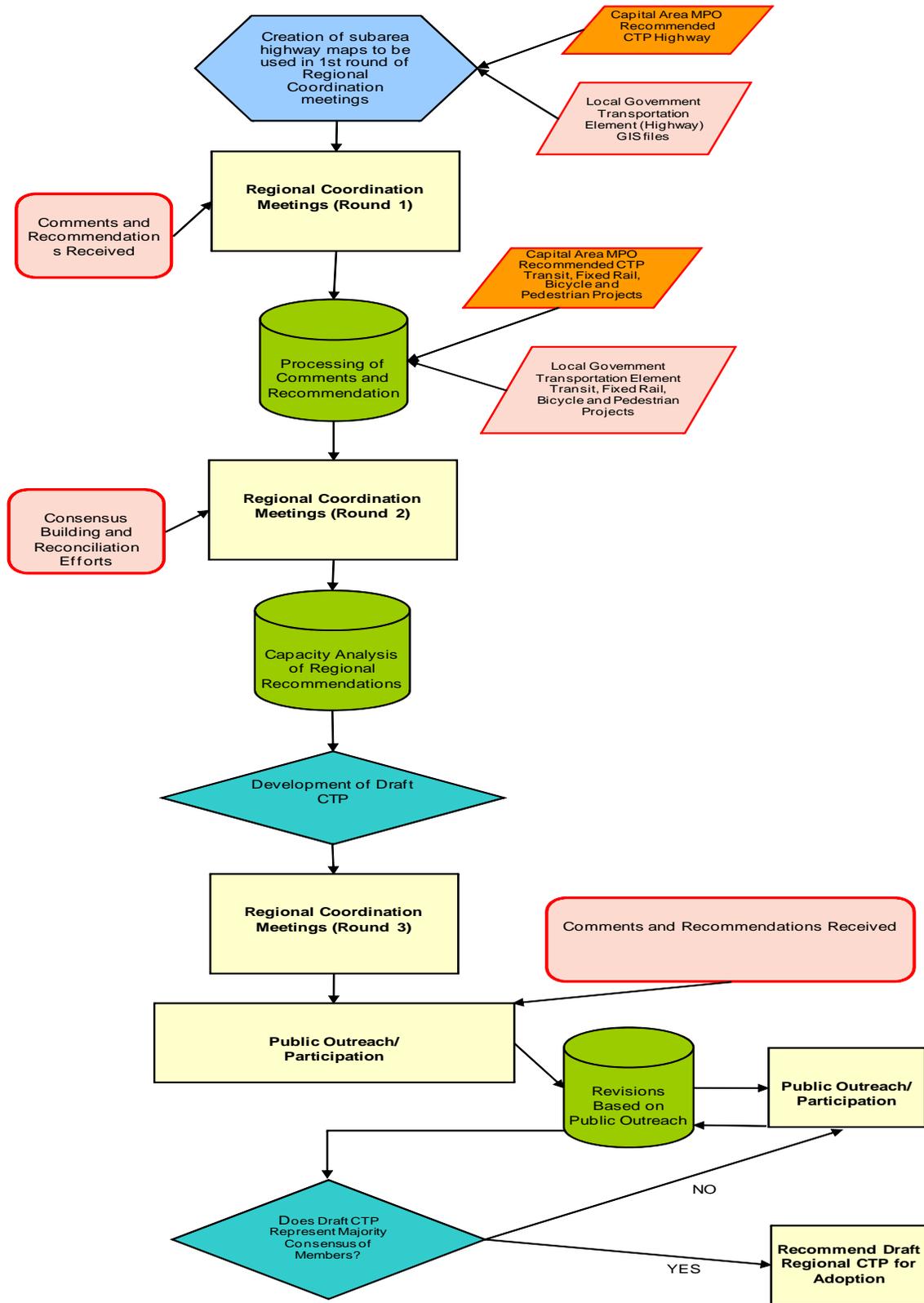
Relationship to Other Capital Area MPO Policies/Procedures/Products

The CTP is intended to be the overarching vision that provides a framework and guidance for subsequent planning efforts and products. This framework involves several "nested" plans as illustrated in Figure IV-2.

Tasks/Activities

Figure IV-4 illustrates the various tasks and activities involved in the CTP development/update process.

Figure IV-4: CTP Development Update Process



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Timetable/Flowchart

The steps involved in developing/updating the CTP occur during the time period that coincides with updates to the Long-Range Transportation Plan, and include the following, as illustrated in Figure IV-5:

Figure IV-5: Illustrative Comprehensive Transportation Plan (CTP) Timetable

Public Involvement Activities																																						
W = Public Workshops/meetings	H = Public Hearings																																					
N = LRTP Newsletter	O = Other Public Involvement Activities																																					
M = Mailing List - flyers, information, materials																																						

(diagonal stripe) = TAC task/action
(crosshatch) = First TAC review/action
(light grey block) = task/action

Task #	Plan Tasks	Pub. Involve.	Calendar Year 1												Calendar Year 2												Calendar Year 3																													
			1Q			2Q			3Q			4Q			1Q			2Q			3Q			4Q			1Q			2Q			3Q			4Q																				
			1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12																		
1	Regional Coordination Meetings (1st Round)	W																																																						
2	Regional Coordination Meetings (2nd Round)	W																																																						
3	Capacity Analysis (CA)																																																							
4	Regional Coordination Meetings (3rd Round)	W																																																						
5	CTP 2.0 Work Group Sessions	W																																																						
6	Collar County CTP Adoptions/Endorsements																																																							
7	LRTP/CTP Public Involvement/Outreach	O																																																						
8	Plan Documentation is Developed																																																							
9	Revisions Based on Public Input and CA																																																							
10	Additional Public Involvement as Requested	O																																																						
11	MPO Adoption	H																																																						

Note: Public Outreach sessions will be concurrent with the Long-Range Transportation Plan (LRTP) Public Outreach

Resources and Tools

NC General Statute 136-66.2—Comprehensive Transportation Plans:

<http://www.ncga.state.nc.us/gascripts/statutes/statutelookup.pl?statute=136-66.2>

B. Long-Range Transportation Plan

Purpose

Long-Range Transportation Plans are the guiding documents used by local, state and federal agencies to allocate resources for future investments in roads, transit services, bicycle and pedestrian facilities, and related transportation activities and services, and to match land use and development decisions with planned infrastructure investments. The Capital Area MPO Long-Range Transportation Plan (LRTP) is the fiscally-constrained regional transportation plan that identifies the affordable, multimodal transportation system that can be achieved over a minimum 20-year planning horizon with financial resources that are expected to be reasonably available, and that will meet federal air quality standards.

Description

The Capital Area MPO LRTP is part of a single document containing the Long-Range Transportation Plans for the two organizations charged with transportation decision-making in the Research Triangle Region—the Capital Area MPO and the Durham-Chapel Hill-Carrboro Metropolitan Planning Organization (DCHC MPO).

The LRTP include the following information:

- An Executive Summary
- A brief description of the plan, why it is needed, and how it will be used
- A description of the Research Triangle Region
- The vision for the transportation system, including associated goals and objectives, and performance targets and measures of effectiveness
- A description of how the plan was developed
- An explanation of how choices were analyzed
- A description of proposed transportation investments for various modes, as well as alternatives to driving alone, the use of advanced technologies, and projects to improve safety and traffic flow without adding new capacity (this section is the core of the plans)
- A financial plan that provides information on anticipated costs and sources of funds to pay for transportation improvements

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- Critical factors in the planning process, including Transportation-Air Quality Conformity, Environmental Justice, and Safety and Security
- Appendices with detailed information on a list of road projects, a list of bus transit services, a list of bicycle and pedestrian facilities, illustrations of road cross-sections, the Air Quality Conformity Report, public comments, tables summarizing Environmental Justice Projects, a list of acronyms, greenhouse gas emissions (for the DCHC MPO), and Year of Expenditure tables for the Financial Plan.

The Capital Area MPO and DCHC MPO LRTPs typically address a 25-year planning period.

Background

Federal regulations require the fiscally-constrained LRTP to identify and document the regional transportation policies, facilities, improvements, and services comprising the integrated multimodal transportation system. That system facilitates the safe and efficient movement of people and goods, addressing current and future transportation demand, within fiscal constraints.

Beginning with the *2035 Long-Range Transportation Plan (LRTP)*, the Capital Area MPO and the DCHC MPO started to use a joint plan development process. The resulting *2035 LRTP* contains the LRTPs for both MPOs, and won a national award. The joint development of the LRTPs and the Triangle Regional Model are the cornerstones of regional transportation planning in the Research Triangle area. The Triangle Regional Model covers the entire region, encompassing an area greater than that of the two MPOs, and is used to model estimated transportation flows and emissions in the region.

While the current LRTP includes the Long-Range Transportation Plans for both the Capital Area MPO and the DCHC MPO, each of these organizations retains independent authority within its area of jurisdiction. The single plan for the Research Triangle region provides a consistent reference to consult, but two plans, in order that each MPO may be responsible for the plans, projects and services, funding, and air quality conformity within its jurisdiction. The two MPOs have a single vision for what the region's transportation system should achieve. However, each MPO has adopted goals and objectives to accomplish this vision that reflect the unique characteristics and aspirations of the communities within each of the two MPOs.

Federal regulations stipulate the contents of the plan and the process used in its development. The LRTP must have:

- A vision that meets community goals.
- A multi-modal approach that includes not only highway projects, but also other modes such as public transportation, walking, and bicycling.

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- A minimum 20-year planning horizon.
- A financial plan that balances revenues and costs so that the plan is financially responsible and constrained.
- An appropriate air quality analysis showing that forecasted emissions will not exceed air quality emissions limits.
- A public involvement process that meets federal guidelines, and is sensitive especially to those groups traditionally left out of the transportation planning process.

In addition to the geographic areas within the formal boundaries of the Capital Area MPO and the DCHC MPO, there are two other areas that factor into the LRTP:

1. The Triangle Air Quality Region which consists of all of Wake, Durham, Orange, Franklin, Granville, Harnett and Johnston Counties, plus four townships in northeastern Chatham County; and
2. The Triangle Regional Model (TRM) modeled area, which includes the area covered by the region's travel demand forecasting model, the tool that estimates future travel on existing and planned roads and transit services. Most of the data highlighted in the LRTP represents travel within this modeled area.

CFR Reference: 23 CFR Ch. 1(4-1-06) Section 450.214 and 450.332

Scope

LRTPs are used for several important decisions, including:

- **Programming projects.** Only projects that appear in a LRTP may be included in the Transportation Improvement Plan (TIP) for funding.
- **Preserving future rights-of-way for roads and transit facilities.** State and local governments use the LRTP to identify land to be acquired and to ensure that new development does not preclude the eventual construction of planned roads and transit routes.
- **Designing local road networks.** LRTPs chiefly address larger transportation facilities with regional impact. Communities can then use these “backbone” projects to plan the finer grain of local streets and local transit services that connect to these larger facilities.

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- **Land use decisions.** Communities use the LRTP to help ensure that land use decisions will match the investments designed to support future growth and development.
- **Private investment decisions.** Businesses, homeowners and developers use the LRTP to understand how their interests may be affected by future transportation investments.

Frequency

In a **transportation management area** such as the Research Triangle region, federal law requires the LRTP to be reviewed and updated at least every four years to validate air quality conformity. In addition, the plan must be amended if any regionally significant transportation investments that are not reflected in the plans are to be undertaken. Regionally significant transportation projects are facilities that connect urban, urbanizing or rural areas within multi-county regions or otherwise serve important regional travel purposes.

Developing a long-range transportation plan involves conducting a complex series of interrelated and overlapping tasks spanning approximately three years.

Responsibility/Partnering Agencies

In addition to the Capital Area MPO, other parties involved in developing, updating, and amending the LRTP, and their responsibilities include:

- **DCHC MPO**—jointly develops the LRTP to include information that parallels that from Capital Area MPO. Joint activities include developing goals, defining the roles and responsibilities of each MPO, and agreeing on a division of labor for specific tasks. The Triangle Metropolitan Planning Organizations Coordinating Council was established by a Memorandum of Agreement between the two MPOs to integrate the transportation planning process for regional projects and programs.
- **NCDOT**—provides technical support to the MPOs for development of the LRTP as part of the Comprehensive Transportation Plan (CTP). Modal divisions, e.g., the Public Transportation Division (NCDOT/PTD), and the Division of Bicycle and Pedestrian Transportation (NCDOT/DBPT) provide funding for some projects in the LRTP.
- **Triangle Regional Model (TRM) Service Bureau**—develops and maintains the regional transportation model; runs scenarios for the alternatives analysis; determines compliance with air quality “budgets.”
- **Triangle J Council of Governments (TJCOG)**—leads the air quality conformity determination process. Refer to Air Quality Conformity (Chapter V, Section 1.A) for additional parties and their responsibilities.

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- **U.S. Department of Transportation** (US DOT)—the Federal Highway Administration (FHWA) is involved in the development and monitoring of the LRTP, as well as funding planning activities. The Federal Transit Administration (FTA) provides funding for transit planning activities as well as for transit capital investments and operations.
- **Local governments** (Wake, Franklin, Granville, Harnett, and Johnston Counties; plus the following municipalities—Angier, Apex, Bunn, Cary, Clayton, Creedmoor, Franklinton, Fuquay-Varina, Garner, Holly Springs, Knightdale, Morrisville, Raleigh, Rolesville, Wake Forest, Wendell, Youngsville, and Zebulon)—provide accuracy checks on local population and employment data, and guide prioritization of projects.
- **Local transit agencies**—Triangle Transit, Capital Area Transit, Cary Transit, NCSU Wolfline, Wake Coordinated Transportation Services, Harnett Area Rural Transit System, Johnston County Area Transportation Services, Kerr Area Regional Transportation System—provide input to the transit element of the LRTP.
- **Air Quality Conformity partners**—Triangle J Council of Governments, North Carolina Department of the Environment and Natural Resources, Division of Air Quality (DENR/DAQ), Federal Highway Administration (FHWA), Federal Transit Administration (FTA), Burlington-Graham MPO, and adjoining Rural Transportation Planning Organizations (RPOs)—Kerr-Tar RPO, Mid-Carolina RPO, Triangle RPO, and Upper Coastal Plain RPO.
- **Others**—Raleigh-Durham Airport Authority, NC Turnpike Authority, Research Triangle Foundation; Fish and Wildlife Commission; Army Corps of Engineers; area school systems; and NC State University.

Relationship to Other Capital Area MPO Processes/Products

Other Capital Area MPO products and/or activities related to the LRTP include:

- CTP (Comprehensive Transportation Plan)—see Chapter IV, Section 1, A
- TIP (Transportation Improvement Plan)—see Chapter IV, Section 1, C
- Bicycle & Pedestrian Plan—see Chapter IV, Section 1, D
- Air Quality Conformity Analysis—see Chapter V, Section 1, A

Although the LRTPs developed jointly by the Capital Area MPO and the DCHC MPO serve as the main guiding document for regional transportation investments, many related transportation plans and studies feed into the development of the LRTPs and provide a more detailed assessment of issues related to the LRTPs. These plans and studies can include:

- Corridor plans addressing specific major transportation corridors;

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- Small area plans looking at transportation and development issues in a particular part of the region;
- Functional plans guiding investments in individual transportation functions, such as bicycle and pedestrian travel, Transportation Demand Management, or Intelligent Transportation Systems; and
- Transit plans ranging from broad regional vision plans to short-range investment plans for specific transit providers.

Tasks/Activities

Tasks and activities typically conducted to develop and update the LRTP include those below.

Task 1: Develop a Work Plan and Schedule

The Capital Area MPO develops, reviews, and endorses a work plan and schedule to be used to guide the LRTP development/update process.

Task 2: Update Public Involvement Plan and Conduct Public Involvement Process

A public involvement plan is updated, released for comment, and following a public hearing, approved. The public involvement plan results in the MPO conducting an extensive public involvement process to gather input from stakeholders throughout the development of/update to the LRTP. The process includes regional coordination efforts between the Capital Area MPO and the DCHC MPO, as well as activities to involve the public, and local elected officials.

Task 3: Develop and Adopt Goals, Objectives, and Targets

Goals, related objectives and targets are developed, provided for comment, and following a public hearing, adopted.

Task 4: Compile Socio-Economic Data and Input from Other Plans

As part of the process to better understand the choices facing the region, the MPO develops growth forecasts that reflect market trends and community plans. Socio-economic data forms the foundation of regional travel and air quality modeling. Forecasts are developed to estimate “base year” and “plan year” population, household, and employment data for each of the Traffic Analysis Zones (TAZs) in the Triangle Regional Model area. The estimates are used to develop maps showing the distribution of population and employment for the “base year” and “plan year” and where the net new population and employment are forecast to locate in the period between those years.

Local comprehensive plans outline each community’s vision for their future and set policies to guide future development to support that vision. The MPO translates community plans into travel demand model parameters to generate travel forecasts for the region.

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Community plans also identify environmentally sensitive areas, and places where existing neighborhoods warrant protection. By gaining an understanding of the roles that different areas and communities play in the region the MPO can establish a framework for forecasting growth and designing transportation choices to serve that growth.

Task 5: Update and Run Triangle Regional Model

The Triangle Regional Model (TRM) is a tool used to understand how future growth in the region will impact transportation facilities and services. The model identifies the locations and scales of future transportation problems, and tests potential solutions to those problems. The model is housed at the Institute for Transportation Research and Education (ITRE), and serves the DCHC MPO, NCDOT, and Triangle Transit, as well as the Capital Area MPO.

The model is an advanced four-step travel demand forecasting model. In addition to summary statistics, the model also computes trip statistics for each of the Traffic Analysis Zones (TAZs), categorized by mode, general trip purposes, and origin or destination zone. Statistics on speed and vehicle miles of travel by type of roadway are used to make air quality conformity determinations for the LRTP. Refer to Chapter V, Section 1.B for more information on the TRM.

Task 6: Generate Deficiency Analysis and Develop Needs Assessment

Estimates of “base year” and “plan year” highway congestion as measured by Vehicle Miles Traveled (VMT) are developed. Outputs include maps illustrating levels of congestion for the highway network. A needs assessment is conducted to address the resulting deficiency in transportation infrastructure needed to meet future needs.

Task 7: Start Financial Plan

Conduct initial activities to develop a financial plan, basing revenue forecasts on an NCDOT forecast spreadsheet and financial information from Triangle Transit.

Task 8: Conduct Alternatives Analysis and Identify Preferred Option

Several transportation investment options can be selected as solutions to meet transportation needs. The MPO creates and tests alternative transportation scenarios, and compares the alternatives to one another and to performance measures that reflect the MPO’s adopted goals and objectives.

The outcome from assessing alternative transportation investments is the development of a “Preferred Option.” No single alternative is selected in its entirety as the “Preferred Option,” rather, alternatives are designed to emphasize a particular mode to meet future travel demands in order to better understand how each mode addresses travel demand. Various projects can then be selected to create the final LRTP. Activities conducted for the alternatives analysis include:

- Developing and evaluating combinations of transportation systems and a land use scenario that distribute the forecasted population and employment for the plan year;

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- Running the alternatives on the Triangle Regional Model (TRM) to produce a set of transportation performance measures that describe how the transportation system will handle the travel demand generated from each alternative;
- Evaluating and comparing the performance of the alternatives;
- Developing a preferred option that incorporates road, transit, and rail networks;
- Securing endorsement of the networks by the TACs of both the Capital Area MPO and the DCHC MPO; and
- Modeling the networks, using the TRM Service Bureau.

The performance of the future transportation system is evaluated through measures that determine the best approach to invest in the regional transportation system.

Task 9: Develop Preferred Option

The preferred option, developed from the previous task, is further developed. A list describing the planned transportation investments, when they are planned to be made, and the associated land use development activities that promote an effective and efficient transportation system forms the heart of the LRTP. Land use and development planning is conducted by local governments, not MPOs. However, the locations, types, intensities, and designs of new developments significantly influence the functionality and effectiveness of the transportation system. Therefore, it is important to match land use decisions with transportation investments. The Capital Area MPO works with member communities and regional organizations such as Triangle Transit and the Triangle J Council of Governments to match land use decisions with transportation investments.

Examples of cases in which the ties between regional transportation interests and local land use decisions are most pronounced include:

- **Transit Station Area Development**—ensuring that well-designed, compact, mixed use development occurs near transit stations to maximize the cost-effectiveness of major transit investments.
- **Major Roadway Access Management**—ensuring that investments in expanded highway capacity are not degraded by excessive driveways and median cuts.
- **Complete Streets and Context-Sensitive Solutions**—ensuring that roads are appropriately designed to accommodate the full range of travel choices and that adjoining development is sited and designed to promote alternatives to auto travel.

Transportation investments in the LRTP are summarized according to the following categories:

- **Roadways**—including maps and a list of major road investments by time period.
- **Fixed Guideway and premium transit services**—including light rail and commuter rail, and associated bus and circulator services, as well as protection and preservation of rail corridors.

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- **Bus transit services**—including a map and a list of transit projects with the implementation year and type of service.
- **Bicycle and pedestrian facilities**—including maps and identification of bicycle/pedestrian corridor and facilities.
- **Freight movement**—working with the trucking industry and other freight carriers to ensure efficient infrastructure to accommodate freight transportation.
- **Programs to manage transportation demand**—Transportation Demand Management (TDM) marketing and outreach activities targeted to commuters and their employers.
- **Intelligent Transportation Systems (ITS)**—diverse technologies that improve the efficiency and safety of the existing transportation system.
- **Transportation System Management (TSM)**—relatively inexpensive, cost effective solutions that can be relatively quickly implemented to allow the transportation network to operate with fewer travel delays and increased capacity.
- **Special plans, projects and studies**—corridor studies, small area plans, financial analyses, functional plans or other efforts to provide additional analysis or detail, or to clarify issues raised in the development of the LRTP.
- **Alternative plan in case of plan lapse**—the set of projects deemed “exempt” under federal law that are permitted to move forward in case the LRTP lapses.

Once the preferred option has been completed, it must be approved by the TAC.

Task 10: Incorporate Related Studies

The LRTP incorporates several other studies/activities, such as those involving Freight Movement, Environmental Justice, Safety and Security, etc. Several examples of these studies/activities are described below.

Freight—MPOs are encouraged to effectively address freight transportation in order to help expedite the movement of freight. The Capital Area MPO has partnered with the North Carolina Trucking Association to help ensure that the freight industry is aware of developments to the transportation network, and to pursue the industry’s input and participation in future transportation development processes.

Environmental Justice—to avoid, minimize, or mitigate disproportionately high and adverse effects on minority and low-income populations, and ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.

The Capital Area MPO and the DCHC MPO conduct public participation and plan analysis activities to ensure that disadvantaged persons do not suffer discrimination in the transportation planning and implementation process, including:

- Ensuring that all individuals, regardless of race, ethnicity, income, age, or disability, have access to the planning process.

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- Ensuring that transportation investments will provide increased mobility, safety, time savings, economic development, and recreational opportunities to the MPO's population.
- Ensuring that potential negative project impacts do not disproportionately impact environmental justice communities.
- Ensuring that disadvantaged populations do not bear a disproportionate share of the financial cost of the plan.

Refer to Chapter V, Section 1.C for more detailed information on Environmental Justice.

Safety and Security—effectively address safety and security issues, such as.

- **Safety**—pursuing activities such as funding “Safe Routes to School” projects, including an “Accident/Safety” variable when determining the technical scoring and prioritization of highway projects for the TIP, adopting bicycle and pedestrian plans and other activities to encourage bicycle and pedestrian safety, and promoting the inclusion of safety countermeasures in the review and design of roadways.
- **Security**—pursuing activities such as enhancing security at transit facilities and on board vehicles, supporting increased safety and security training for transit agency staffs, and supporting the development of transit system security and emergency preparedness plans.

Task 11: Refine the Financial Plan

Federal regulations require the LRTP to be fiscally-constrained, which means that the cost of the various highway, transit and other transportation investments must be covered by state, federal, local, private and other transportation revenues that can be reasonably expected to be available. The LRTP provides a comparison of projected revenues and costs to demonstrate the balance between them.

- a) **Costs**—assumptions used to develop the plan, as well as the period for which costs are presented, and the base year used for calculating the dollar value of the costs.
- b) **Revenues**—traditional revenues and new revenue sources that are planned to fund transportation investments.
- c) **Reconciling Costs and Revenues**—a table demonstrating how new revenue sources will eliminate the deficit projected to result from applying current revenue sources to expected costs for planned transportation investments.

Task 12: Adopt the LRTP

The fiscally-constrained LRTP is provided for public review and comment. Public input is received through one or more hearings, and from local government agencies. The fiscally-constrained LRTP conformity finding requires public review and adoption by the TAC, and approval by FHWA. The approval process for the LRTP involves the following steps:

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- Capital Area MPO staff presents the LRTP to the TCC, recommending adoption;
- The TCC forwards the LRTP to the TAC, with a recommendation for adoption;
- The TAC approves the LRTP;
- Following approval, the LRTP is provided to NCDOT and FHWA for review and approval;
- FHWA provides the LRTP to the FTA for review and approval;
- FTA approves the LRTP and certifies that it is in compliance with federal regulations; and
- FHWA approves the LRTP, certifying that it is in compliance with federal regulations.

Task 13: Determine Transportation – Air Quality Conformity

Demonstrate that transportation plans will accomplish clean air goals and meet air pollutant standards and ensures that federal funding and approval go to transportation activities that are consistent with air quality goals. In addition to the LRTP, conformity applies to Transportation Improvement Programs (TIPs), and to projects funded or approved by the FHWA or the FTA in areas that do not meet or previously have not met air quality standards for ozone, carbon monoxide, particulate matter, or nitrogen dioxide. These areas are known as “non-attainment areas” or “maintenance areas,” respectively.

A conformity determination demonstrates that the total emissions projected for a plan or program are within the emissions limits (“budgets”) established by the State Implementation Plan (SIP) for air quality, and that Transportation Control Measures (TCMs) are implemented in a timely fashion. All of the area within the Research Triangle Region covered by the two MPOs, except for Harnett County, is designated as a “maintenance area” for the 8-hour ozone standard, effective December 26, 2007. Durham and Wake Counties are also “maintenance areas” for carbon monoxide.

Conformity is determined by comparing projected regional emissions based on highway and transit usage from transportation plans and TIPs with emissions limits (“budgets”) established by the SIP.

A formal interagency consultation process involving the U.S. Environmental Protection Agency (US EPA), FHWA, FTA, and state and local transportation and air quality agencies is required in developing SIPs, TIPs, and transportation plans, and in making conformity determinations. In the Triangle Ozone Maintenance Area, in addition to the Capital Area MPO, the DCHC MPO, the Burlington-Graham MPO, and the NCDOT, are responsible for making conformity determinations for their respective areas.

Task 14: Final LRTP/Air Quality Conformity Adoption

The final conformity determination is made at the federal level by FHWA/FTA. These determinations must be made at least every four years, or when LRTPs or TIPs are amended or updated, or within one year of the effective date of a non-attainment designation. Conformity determinations must also be made within two years after the approval of a SIP containing motor vehicle emissions budgets or determination of adequacy of those budgets.

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The *Conformity Analysis and Determination Report* for the Capital Area MPO and DCHC MPO is included in the LRTPs.

Refer to Chapter V, Section 1/A for more information on Air Quality Conformity.

Amendments to the LRTP

Most amendments, particularly those involving regionally significant transportation projects, require an update to the LRTP to ensure air quality conformity. If an amendment to the LRTP requires conducting an air quality conformity analysis, the amendment process may take as long as 18 months, as it will require running the TRM and air quality models to determine conformity.

An amendment to the fiscally-constrained LRTP **and** new air quality conformity finding are required for highway or transit network changes of regional significance.

An amendment to the fiscally-constrained LRTP, but **no** new air quality conformity finding, is required for:

- Changes in the proposed funding source; and
- Substantive changes to elements of the LRTP that are not specifically included in the air quality conformity modeling (such as revision of the bicycle corridors map).

An amendment to the fiscally-constrained LRTP is **not required** for lesser revisions.

Timetable/Flowchart

Approximately three years are required to develop or update the LRTP. Figure IV-6 illustrates activities involved in developing the LRTP and an accompanying timetable.

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Resources and Tools

Hyperlinks to useful resources/documents:

Capital Area MPO 2035 LRTP:

http://www.CapitalAreaMPO-nc.us/LRTP/2035/2035JointLRTP_3-24-09_publicreviewdraft_LT.pdf

23 CFR Ch. 1 (4-1-06) Section 450.214:

<http://cfr.vlex.com/vid/450-214-statewide-transportation-plan-19724956>

23 CFR Ch. 1 (4-1-06) Section 450.322:

<http://cfr.vlex.com/vid/450-322-metropolitan-planning-process-19725008>

C. Transportation Improvement Program (TIP)

Purpose

The Transportation Improvement Program (TIP) provides a prioritized multiyear program of transportation projects—highway, public transportation, bicycle and pedestrian, and passenger rail. The MPO develops the TIP as part of the metropolitan transportation planning process and it must be consistent with the MPO’s Long-Range Transportation Plan (LRTP). The TIP must include any projects that are to be funded under Title 23 U.S.C. (Federal-Aid Highways), and Title 49 U.S.C. Chapter 53 (Federal Transit Laws).

Description

The TIP is a document containing tables that list all the projects approved as part of the TIP process. Information includes:

- The project route and city
- The location, a description and where applicable, length in miles of the project
- The type of work (e.g. right-of-way, planning/design, or construction)
- The source(s) of funding for the project
- Cost estimates for the project elements or phases
- A schedule for the various project phases

The Capital Area MPO’s TIP currently spans a seven-year period. By federal regulation, it must address a period of at least four years. If the TIP covers a longer period, the first four years must be fiscally-constrained (costs must match anticipated revenues).

The TIP includes an air quality Conformity Determination Report that involves the Capital Area MPO, the Durham-Chapel Hill-Carrboro (DCHC) MPO, the Burlington-Graham MPO, and NCDOT (for the portions of the Triangle Ozone Maintenance Area that lie outside MPO boundaries)

The document also includes, in whole or by reference, the following appendices:

- A. Air Quality Regulations
- B. Federal (Air Quality) Conformity Finding on Long-Range Transportation Plans
- C. Transportation Improvement Projects for the TIP period
- D. Comments from Interagency Consultation Meeting
- E. Comments and Responses from Public Involvement Process
- F. TIP Adoption and Conformity Resolutions
- G. Public Notifications (re: the draft TIP)
- H. Motor Vehicle Emission Budgets (per Federal Register Notice—Dec. 26, 2007)
- I. Motor Vehicle Emission Budgets (county-by-county comparisons)

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Similar to the fiscally-constrained LRTP, the TIP must conform with the requirements of the Clean Air Act. It must therefore identify **all** regionally significant transportation projects, regardless of funding source, to be constructed during the TIP period. That includes roadway capacity projects built by local governments with local funds, new tollways or capacity increases to existing ones by public highway authorities, and major projects being implemented by any transit systems with their own funds.

The TIP is considered to be a subset of the LRTP (particularly in regard to air quality conformity determinations). The TIP must be certified by the Capital Area MPO as being in conformity with the state's State Implementation Plan (air quality plan).

Background

A TIP is a key element in a transportation planning process that is designed to progress from community goals, to long-range transportation plans, to a short-range program of projects (the TIP), and finally to actual project implementation. Federal law requires the MPO to have a TIP as part of the 3-C (continuing, cooperative and comprehensive) transportation planning process.

CFR Reference: 23 CFR Ch. 1, Sections 450.206, 450.216, 450.324, 450.326, 450.328, and 450.332.

Scope

The TIP determines which transportation projects in the Capital Area MPO region will be funded. Therefore it affects many local, regional and state agencies that want various transportation projects to proceed, as well as the agencies and programs that plan, fund and/or approve those projects.

Frequency

The TIP is updated every two years. Amendments and administrative modifications may be made as circumstances require. Federal law (SAFETEA-LU) defines an amendment as a change that affects the fiscal constraint, thereby requiring the TIP to go through the full amendment process. An administrative modification is defined as a minor funding change that is *not* required to go through the full TIP amendment process.

Responsibility/Partnering Agencies

The Capital Area MPO leads the TIP Process, working closely with its MOU partners, air quality agencies, local governments, and others. The TIP must be approved by the Capital Area MPO's Transportation Advisory Committee (TAC). It must also conform with the state's Statewide Transportation Improvement Program (STIP). Several state and federal agencies are involved in

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a process to ensure that any discrepancies between the TIP and STIP (and LRTP) are eliminated (see the next section). Partnering agencies for the TIP include:

- **Local governments**—counties (Wake and adjacent counties including Franklin, Granville, Harnett, and Johnston), and municipalities (various municipal planning and/or transportation departments)
- **Transit agencies**—Triangle Transit, Capital Area Transit, Wake Coordinated Transportation Service, C-Tran, and NCSU Wolfline
- **NCDOT**—Strategic Office of Transportation (SPOT), Transportation Planning Branch, Program Development Branch, Transportation Program Management Unit, Highway Divisions 4, 5, & 6, Public Transportation Division (NCDOT/PTD), Rail Division, and Division of Bicycle and Pedestrian Transportation (NCDOT/DBPT). SPOT utilizes a data-driven process to prioritize projects for the State Transportation Improvement Program (STIP). SPOT provides the list of prioritized transportation projects to the Program Development Branch TIP Development Unit, which develops the Draft STIP. The STIP is developed based on NCDOT's 5, 10 and 20-year plans, requests from MPOs, and input from statewide public meetings.

The Transportation Planning Branch helps to ensure that the Capital Area MPO meets federal transportation planning requirements, primarily through involvement in administering the Capital Area MPO's annual UPWP, an associated annual self-certification process, and a formal federal certification process.

The Transportation Program Management Unit becomes involved when approved projects become part of the Capital Area MPO's Locally Administered Projects Program (LAPP). NCDOT's role is to ensure that local governmental agencies administer projects in accordance with all state and federal rules and regulations.

Highway Divisions are generally responsible for constructing and maintaining state-maintained routes in the MPO planning area. The Divisions work closely with the MPO to keep local governments updated on projects, and to prioritize projects across the area.

The PTD administers state and federal grant programs and provides technical assistance to public transportation systems throughout the state. PTD funds many of the public transportation projects in the Capital Area MPO's TIP.

The DBPT is responsible for overseeing local bicycle/pedestrian plans funded by the NCDOT Bicycle and Pedestrian Planning Grant programs, and has worked with the Capital Area MPO on several corridor planning initiatives. DBPT is responsible for prioritizing TIP bicycle/pedestrian projects through SPOT.

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- **North Carolina Department of Environment and Natural Resources, Division of Air Quality (DENR/DAQ)**—involved in ensuring conformity between the TIP and the STIP, in terms of meeting air quality emissions budgets.
- **Durham-Chapel Hill-Carrboro (DCHC) MPO**—review projects crossing between the two MPO areas to ensure that projects are not terminated inappropriately at the boundary between the two MPOs.
- **U.S. DOT (FHWA and FTA)**—provide funding for planning, operations, and capital investment, oversee funded projects, and monitor the TIP.
- **U.S. Environmental Protection Agency (EPA)**—promulgates and enforces air quality standards.

Relationship to Other Capital Area MPO Policies/Procedures/Products

The TIP is considered to be a conforming subset of the LRTP. Therefore, if changes are made to the TIP, they must also be reflected in the LRTP (and vice versa, as appropriate). As part of the process of ensuring conformance between the TIP/STIP and LRTP, Interagency Consultation meetings are held to identify and resolve any differences. Participants include the Capital Area MPO, NCDOT, FHWA, FTA, DENR/DAQ, and the US EPA. The Interagency Consultation meetings occur on a regular basis during the process of determining Air Quality conformity, and are generally organized by the Triangle J COG and conducted on behalf of both the Capital Area and DCHC MPOs.

Similar to the LRTP, the TIP must undergo an Air Quality Conformity Determination. In accordance with 40 CFR Parts 51 and 93, no further regional emissions analysis is required for the TIP as long as it is a subset of the LRTP and if the following conditions are met:

- The TIP is consistent with the conforming LRTP such that the regional emissions analysis performed on the LRTP applies to the TIP.
- The TIP contains all projects which must be started in the TIP's timeframe to implement the highway and transit system envisioned by the LRTP in each of its horizon years.
- All federally funded TIP projects that are regionally significant are part of the specific highway or transit system envisioned in the LRTP horizon year.
- The design concept and scope of each regionally significant project identified in the TIP is not significantly different from that described in the LRTP.

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An important component in the process of developing the TIP is the Locally Administered Projects Program (LAPP). The LAPP is the means by which the Capital Area MPO programs projects using federally-designated Surface Transportation Program – Direct Allocation (STP-DA) funds in the TIP. In response a 2009 Federal funding rescission, the Capital Area MPO’s TAC directed staff to create the LAPP in March 2010. The following goals were established for the program:

- Develop a holistic approach to identifying and prioritizing small but highly effective transportation projects.
- Utilize available funding sources in a more efficient manner.
- Avoid future federal rescissions to the maximum extent possible.
- Establish an annual modal investment mix to guide locally administered investments
- Create an appropriate tracking system to monitor project status and better ensure obligation and expenditure of programmed funds.
- Establish a training program for LAPP participants.

The LAPP program guidebook includes project eligibility and administrative requirements, a project prioritization methodology, an annual schedule and project timeline, and the development of a target modal investment mix to determine the percentage of funds that should go toward highway projects, bicycle and pedestrian projects, and transit projects during a given year. The LAPP uses a Web-based application forms and submittal process. The Capital Area MPO conducts training on the application process and jointly with NCDOT holds a series of workshops on implementing projects that use federal TIP funds. Relevant material is also available on the Capital Area MPO Website.

Tasks/Activities

Development and adoption of a TIP takes approximately 2½ years. A general description of the tasks involved follows.

Task 1: MPO Develops Policy for TIP Project Prioritization

Each time a new TIP is prepared, the first step is to establish or confirm the process, procedures, criteria, etc. that will be used to develop and revise it. Items typically considered and discussed include:

1. Defining the regional objectives and strategies for project selection. Because the TIP is the mechanism to identify the projects and strategies from the fiscally-constrained LRTP that are the highest priority to implement in the immediate future, the goals and

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objectives from the LRTP and/or the Comprehensive Transportation Plan (CTP) are reviewed to provide a TIP project prioritization basis.

2. Establishing project eligibility (including and perhaps beyond federal criteria) for Capital Area MPO-proposed categories. This task typically defines “project types” consistent with regional goals/objectives.
3. Specifying other application requirements, such as financial requirements including responsibility for providing local match and funding possible project cost increases, and recipient responsibility for timely implementation.
4. Defining the evaluation criteria by project type to rank/rate applications for Capital Area MPO-proposed categories. A typical ranking methodology considers a wide range of evaluation factors such as cost, funding source, user benefits (travel time savings, operating cost savings, accident cost savings, etc.), number of modes benefited, air quality impacts, environmental justice, benefits per mile, benefit-cost ratio, and project readiness.
5. Determining the subsequent methods or procedural steps that result in project selection.

Task 2: SPOT Solicitation for Capital Area MPO-selected Projects

The NCDOT/Strategic Planning Office of Transportation (SPOT) issues a solicitation for MPO-proposed projects to be considered for the draft Statewide TIP (STIP).

Task 3: MPO Selects/Prioritizes Projects, Submits to SPOT

Using the process decided in Task 1, proposed projects are selected and ranked by MPO staff and appropriate subcommittees. The list of projects is reviewed by the TCC and approved by the TAC. It is then submitted to NCDOT/SPOT.

Task 4: NCDOT Statewide Investment Summits

Projects are categorized by NCDOT/SPOT using NCDOT’s three key goals (safety, mobility and infrastructure health), and system tiers (statewide, regional and subregional). A series of “investment summits” are then held to determine the funding allocation for each category based on estimated costs vs. anticipated revenues. Participants in the summits include NCDOT Executive Staff and MPO/RPO representatives.

Task 5: NCDOT Project Selection

The outcome of the summits (Task 4) is a statewide investment strategy for allocating funding to the transportation categories. This overall strategy is then used in selecting specific projects.

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Task 6: Transit Project Selection

Area transit systems collectively have the primary responsibility for selecting and ranking projects for the STIP that use federal transit formula (“Section 5307 and 5309”) and transit discretionary funds. The NCDOT Public Transportation Division plays a role here, in particular because it provides funding toward the non-federal share of most transit projects.

Task 7: NCDOT Develops Financial Plan

The final step of the state’s prioritization process is to apply other financial and scheduling constraints to the recommended investment strategy. These constraints include complying with federal and state laws regarding funding distribution and air quality standards, as well as taking into consideration which projects are technically ready.

Task 8: Prepare Draft STIP

The final step in the NCDOT project selection, prioritization and programming process is the preparation of a draft STIP that conforms to the Financial Plan (Task 7).

Task 9: NCDOT STIP Public Involvement

Once the draft STIP is prepared, it undergoes a lengthy public involvement process.

Task 10: AQ Conformity Activities (State and MPO)

As required by federal and state laws and regulations, the draft STIP undergoes an extensive “air quality analysis and conformity determination” process. This is done to ensure that implementation of the proposed projects will meet federal air quality standards. (Because the Triangle Ozone Maintenance Area extends beyond the Capital Area MPO’s boundaries, the local air quality conformity process is coordinated by TJCOG which also involves the Durham-Chapel Hill-Carrboro (DCHC) MPO, and other MPOs/RPOs in the air quality region.)

Task 11: MPO Develops Draft TIP

Based on the state’s draft STIP and after interagency review, the CAMPO Area MPO develops its own draft TIP. The tentatively-selected projects from the Capital Area MPO process and the potentially-revised submittals from NCDOT and area transit agencies are reviewed for consistency with the fiscally-constrained LRTP. The Capital Area MPO then assembles a consolidated draft TIP document. (In the end, by federal regulation the Capital Area MPO’s TIP must conform with the state STIP.)

Task 12: MPO Public Involvement

Once prepared, the draft TIP undergoes the Capital Area MPO’s own public involvement process.

Task 13: MPO TIP Adoption

After public comments have been received and addressed, a Final TIP is prepared and submitted to the TCC and TAC for approval. TAC approval includes a formal public hearing.

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Task 14: NCDOT Final STIP Adoption

The last step in the state's process is for the NC Board of Transportation to approve a Final STIP.

Figure IV-7 illustrates the timeline for these tasks.

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Resources and Tools

The following resources are available online:

Capital Area MPO TIP:

<http://www.campo-nc.us/MTIP/2009-2015%20MTIP/Final-MTIP-9-15.pdf>

LAPP Guidebook:

http://www.Capital Area MPO-nc.us/LAPP/2010_HANDBOOK_LAPP.pdf

NCDOT Transportation Reform Website:

<http://www.ncdot.gov/performance/reform/default.html>

D. Bicycle & Pedestrian Plan

Purpose

The purpose of the Capital Area MPO Bicycle & Pedestrian Plan is to make bicycle and pedestrian travel throughout the metropolitan area convenient, efficient, viable, and safe. Implementation will enable citizens to shop, to commute to work, or to travel for recreation safely by walking or bicycling anywhere within the Capital Area MPO transportation system.

Description

The goals of the Bicycle and Pedestrian Plan are to:

1. Ensure compliance with federal regulations and requirements of state and local authorities.
2. Promote the transportation benefits of bicycle and pedestrian travel, including improvements to air quality and health.
3. Make travel by bicycling and walking efficient and viable by ensuring connections to usable venues.

The plan describes a new paradigm for bicycle and pedestrian transportation called “universal access” in which bicycle and pedestrian movement or access to retail, commercial, and institutional destinations is not restricted. The Bicycle and Pedestrian Plan includes seven major policy statements:

1. Establish bicycle and pedestrian access as fundamental means of travel in regional transportation planning.
2. Implement bicycle and pedestrian-friendly elements with existing and future land use, travel demand management, and clean air policies.
3. Identify all potential funding opportunities to implement bicycle and pedestrian transportation.
4. Encourage safe and efficient bicycle/pedestrian travel.
5. Promote an integrated, seamless, interconnected transportation network through bicycle and pedestrian planning.

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6. Promote and implement education and encouragement plans aimed at youth, motorists, and sedentary populations.
7. Promote education and law enforcement.

Each of these policies has accompanying strategies to further the achievement of each policy. The policies are enacted through outreach to the regional community by a Bicycle-Pedestrian Advisory Committee. The committee is to develop an annual work plan that ties into the Capital Area MPO's UPWP. The work plan will include the development of an extensive Bicycle Transportation Plan Inventory that will grade suitable routes and determine the most appropriate bicycle accommodations for those routes.

Background

The plan articulates a Capital Area MPO vision, purpose and mission, and incorporates three key elements:

1. A policy statement that bicycling and walking facilities will be incorporated into all transportation projects unless exceptional circumstances exist.
2. An approach to achieving this policy that has already worked in state and local agencies.
3. A series of action items that a public agency, professional association, or advocacy group can take to achieve the overriding goal of improving conditions for bicycling and walking.

The North Carolina Board of Transportation (BOT) has become a strong advocate of these concepts. A North Carolina BOT resolution (adopted September 8, 2000) "encourages municipalities throughout the state to make bicycle and pedestrian improvements an integral part of local transportation planning."

Frequency

The Bicycle and Pedestrian Plan should be updated concurrently with the LRTP update.

Responsibility/Partnering Agencies

The parties involved in developing and updating the Bicycle & Pedestrian Plan include:

- Capital Area MPO staff
- Bicycle and Pedestrian Stakeholders Group—open to all, and comprised of local government staff and citizen bicycle enthusiasts who desire to improve bicycle travel within the Capital Area MPO region

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The plan is approved by:

1. Bicycle and Pedestrian Stakeholders Group
2. Capital Area MPO TCC
3. Capital Area MPO TAC

Relationship to Other Functions/Products

The Bicycle and Pedestrian Plan is an integral part of the Capital Area MPO Long-Range Transportation Plan (LRTP). The Bicycle and Pedestrian Plan is approved separately from the LRTP.

Resources and Tools

The Capital Area MPO Bicycle & Pedestrian webpage:

<http://www.Capital Area MPO-nc.us/bikepedestrian.html>

2. Unified Planning Work Program (UPWP)

Purpose

The Unified Planning Work Program (UPWP) describes the annual transportation planning and related activities to be performed during the year by the MPO and its partnering entities. The document addresses who will perform the work, the schedule for completing it, how much it will cost, how it will be funded, and the expected products.

Each work element in the UPWP satisfies at least one of the eight factors required by SAFETEA-LU.

Description

The annual UPWP includes sections that describe the Capital Area MPO's history, geographic boundaries, organization, funding sources, existing and new program implementation plans and activities, planned emphasis areas and projects for the coming year, and task descriptions of the various elements of the proposed work program. It also includes a detailed description of the major work elements of the Capital Area MPO's overall planning process, including a listing of key planning objectives and specific activities to achieve them.

A federally-required Self-Certification Checklist is included as an appendix. This checklist is meant to ensure that the Capital Area MPO meets all pertinent requirements related to the transportation planning and implementation process. The final appendix is a detailed description of the Triangle J Council of Governments' (TJCOG) role in regard to regional and statewide planning.

Background

The 1962 Federal Aid Highway Act required states and local governments to conduct continuing, cooperative, and comprehensive (3-C) transportation planning as a condition for receiving federal funds for highways and transit. The UPWP is a key component of the 3-C process.

CFR Reference: 23 CFR Ch. 1, Section 450.314

Scope

The UPWP is an annual document describing the planning activities that the Capital Area MPO will conduct and/or coordinate in the coming fiscal year, and how they will be funded. It covers only planning activities, not transportation projects that are funded and implemented through the Comprehensive Transportation Plan (CTP), Long-Range Transportation Plan (LRTP) and Transportation Improvement Program (TIP) processes. The UPWP reflects funds passed

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through the MPO to transit systems for planning purposes, and also reflects local or state funds contributed to various local plans and studies undertaken by the MPO.

Frequency

The UPWP is developed annually. It is typically developed and adopted between January and March prior to the beginning of the fiscal year of work it covers.

Responsibility/Partnering Agencies

The UPWP is primarily developed by the Capital Area MPO in collaboration with its various state, regional and local planning partners. Upon adoption, it is sent to NCDOT for approval. Partnering agencies include:

- **NCDOT Transportation Planning Branch**—administers the UPWP, an associated annual self-certification process, and a formal federal certification process.
- **Triangle J Council of Governments (TJCOG)**—the Capital Area MPO provides task descriptions and summary narratives to the TJCOG.
- **U.S. DOT (FHWA and FTA)**—copies of the adopted UPWP and associated documents are provided to FHWA/FTA.
- **Other**—the Capital Area MPO requests proposals from partnering agencies for planning projects to be conducted by the MPO. The MPO also informs local funding agencies of their anticipated financial contributions.

Relationship to Other Capital Area MPO Policies/Procedures/Products

Because the UPWP covers all of the Capital Area MPO's planning activities for one year, it affects all of the various planning processes and products including the CTP, LRTP and TIP. The UPWP reflects the staff time devoted to each of the MPO's functional duties for these and other plans and processes.

Tasks/Activities

The following tasks/activities describe the process used to develop the annual UPWP.

Task 1: Assess Progress of Current UPWP

At the start of the UPWP planning cycle, the progress of work under the current UPWP should be reviewed and assessed. The progress of work is incorporated within a "Quarterly Report" document that sent to NCDOT's Transportation Planning Branch. Any projects or issues that will need to be included or dealt with in the next UPWP should be identified.

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Task 2: Review Geographic Boundaries

If necessary due to population changes and/or U.S. Census results, identify any boundary changes that may be necessary.

Task 3: Review Objectives/Activities; Update Five-Year UPWP and MPO Certification

Objectives and activities associated with the management and certification of the federally-required 3-C transportation planning process should be reviewed and revised where necessary. These objectives and activities provide the overall framework for the ongoing planning program. Update the Five-Year UPWP and complete the MPO self-certification.

Task 4: Determine Available Funding

The amount of federal, state and local funding that is estimated to be available should be determined. This provides guidance in terms of the overall level of planning activities and projects that can be undertaken during the year. Federal funds come primarily from FHWA and FTA, state funds from NCDOT, and local funds from matching shares from member agencies. Other local funds may be sought to support the work program or contribute to special studies.

Task 5: Announce Request for Projects

An announcement should be sent to the various partnering agencies requesting proposals for planning projects for the following year. The process and criteria to be used in ranking proposals are worked out with the UPWP Subcommittee of TCC. Proposals received are then assessed and ranked.

Task 6: UPWP Subcommittee Meets to Select Projects

The TCC UPWP subcommittee meets to review and select projects to be considered for inclusion in the draft UPWP.

Task 7: Amend Current Year UPWP

Any project(s) that can be accomplished in the current year should be included in a UPWP amendment for the current year. (Sooner is better, but any amendments must be accomplished no later than May 1.)

Task 8: Identify New Programs and “Emphasis Areas”

Any new programs and/or processes to be implemented in the following year should be identified and described. In addition, proposed “emphasis areas” for the following year should be identified and their costs estimated. These programs and emphasis areas are then considered in the development of the next UPWP.

Task 9: Review Ongoing Planning Tasks

Ongoing planning tasks and subtasks should be reviewed and a decision made as to which of them will involve any activities in the following year (and therefore need to be funded). The major ongoing tasks (each having several subtasks) are as follows:

- Surveillance of Change

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- Long Range Transportation Plan Activities (to include the Comprehensive Transportation Plan)
- Unified Planning Work Program
- Transportation Improvement Program
- Civil Rights Compliance/Other Regulations and Requirements
- Incidental Planning/Project Development
- Management and Operations

Task 10: Review Final List of Projects, Prepare Budget, and Develop Draft UPWP

Based on the previous tasks, the final list of projects to be considered for the next UPWP are reviewed, a budget is prepared, and a draft UPWP is developed. The draft UPWP should include Task Descriptions and Summary Narratives for TJCOG. Update the Five-Year UPWP and complete the MPO certification.

Task 11: Present Projects and Draft UPWP to TCC, TAC and NCDOT

The final list of projects and draft UPWP are submitted to the TCC, TAC and NCDOT for review and comments.

Task 12: Conduct Public Comment Process

Submit the draft UPWP to the public for a public comment period. Make revisions to the draft UPWP as appropriate.

Task 13: Submit Budget to City of Raleigh

The budget is submitted during early December to the City of Raleigh in order to inform the City of the local share that will be expected from Raleigh. This amount has to be included in Raleigh's budget development process for the subsequent fiscal year (July-June). In addition, other Capital Area MPO members are informed of their anticipated local share requirement for the following year.

Task 14: Review and Approval of the final UPWP by TCC and TAC

The final UPWP is reviewed by a subcommittee of TCC, and then submitted to TCC and TAC for approval. A public hearing is held in connection with TAC approval.

Task 15: Submit Adopted UPWP to NCDOT and FTA

Upon adoption, the UPWP and all associated documents are submitted to NCDOT (the Transportation Planning Branch), with copies to the NCDOT Public Transportation Division and the Region IV FTA Administrator in Atlanta. This submission includes the adopting resolution, a five-year planning calendar, and the MPO self-certification required by FHWA/FTA.

Notes:

1. The UPWP Subcommittee of the TCC is usually involved at various stages of the UPWP development process outlined above.

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2. In general, all UPWP tasks are performed using Capital Area MPO staff and the assistance of its partnering entities. However, depending upon local resources and federal funding availability, outside contractors may be hired to perform needed studies.
3. In addition to its member agencies and other planning partners, the Capital Area MPO seeks input into the planning process by meeting with the Regional Transportation Alliance, the North Carolina Turnpike Authority, the Bicycle and Pedestrian Stakeholders Group, the Congestion Management Process Stakeholder Group, and other interested parties.

Timetable/Flowchart

The UPWP program year is the state fiscal year which begins July 1. Preparation usually begins in September of the preceding year. The NCDOT provides final approval and notification for funding the UPWP by June 30 each year. Figure IV-9 describes the key tasks and dates. (The key driver of this timetable is the need to submit a budget to the City of Raleigh in time for its annual budget cycle.)

Note: the timetable on the following page is “ideal.” The process is not always completed by January-February. However it must be completed in time to provide a final document to NCDOT no later than May.

3. Congestion Management Process (CMP)

Purpose

The Congestion Management Process (CMP) measures and manages congestion of the current and future transportation system through data collection, travel demand modeling, transit analysis, and highway performance analysis. The CMP helps decision makers in selecting cost-effective strategies and actions to improve the efficiency, effectiveness and safety of the transportation infrastructure.

Description

There are three key components of a typical CMP (the “3 Ms”):

1. **Supply Management**—Intelligent Transportation Systems, Intersection Improvements, Traffic Engineering, Signal Systems, and Roadway Widening. These types of congestion management strategies will have an impact on the work of highway planners and engineers, and state and local agencies involved in constructing, operating and maintaining highway facilities and systems.
2. **Demand Management**—Alternate Work Schedules, Telecommuting, Employer Support Program, Alternative Modes, Congestion/Value Pricing. These strategies will impact transit systems, employers, agencies that operate ridesharing and vanpooling programs, bicycle and pedestrian programs, etc.
3. **Land Use Management**—Planning and Zoning, Urban Design, Mixed Use Development, Density. These strategies have impacts on county and municipal land use planners, zoning officials, transportation planners, real estate developers, and others.

The CMP document includes sections describing the Capital Area MPO’s activities including: Current Conditions; Travel Time Studies; Public Transportation and Parking; Bicycle and Pedestrian Transportation; Transportation System Management; Travel Demand Management; Performance Measures, Goals, and Performance Monitoring Plan; Relationship to the Triangle Regional ITS Strategic Deployment Plan; and Implementing Strategies and Monitoring Effectiveness.

The CMP document includes a CMP Toolbox as an appendix. The Toolbox provides a menu of congestion reduction and mobility strategies in the following categories:

- Highway Projects
- Transit Projects
- Bicycle and Pedestrian Projects

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- Transportation Demand Management (TDM) Strategies
- Intelligent Transportation Systems (ITS) and Transportation Supply Management (TSM) Strategies
- Access Management Strategies
- Land Development Strategies
- Parking Management Strategies

Each strategy includes a description of:

- Congestion impacts
- Implementation costs
- Implementation timeframe
- Analysis method

Background

The CMP (a “process” indicating that it is performed on a continuing basis) is a relatively new requirement for the Capital Area MPO that was triggered by the designation of the region as a Transportation Management Area (TMA) by the U.S. Census. A TMA is an urbanized area with a population greater than 200,000. The current plan is the first such plan for the Raleigh area. Federal regulations require that the CMP result in multi-modal system performance measures and strategies that can be reflected in Long-Range Transportation Plans (LRTPs) and Transportation Improvement Programs (TIPs).

CFR Reference: 23 CFR Ch. 1, Section 500.109

Scope

In addition to the Capital Area MPO, many other organizations are involved in the various aspects of congestion management, e.g. municipal and state traffic engineers, bicycle and pedestrian planners, transit operators, TDM program managers, etc. The CMP is developed by, and impacts many different parties—municipalities, transit agencies, NCDOT highway divisions, etc.

Frequency

The CMP is more of an ongoing process than a document and is therefore not conducted according to a set schedule. The recommendations from the CMP process are incorporated in the LRTP, TIP and UPWP as appropriate.

Responsibility/Partnering Agencies

The CMP is primarily developed and coordinated by Capital Area MPO staff. A Congestion Management Subcommittee monitors the effectiveness of the CMP and makes changes as necessary. This subcommittee is made up of more than 30 members representing various

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municipalities, NCDOT (congestion, ITS, highway and transit divisions), TJCOG, local transit systems, FHWA, the NC Trucking Association, and Capital Area MPO staff. The standing subcommittee is tasked to work with MPO staff on:

- Developing tasks for future Unified Planning Work Programs.
- Developing and managing the Corridor Improvement Program process.
- Preparing and presenting the “Status of the System Report” for presentation to the TCC and TAC.
- Providing input in the development of future Long-Range Transportation Plans.
- Coordinating tasks with existing and future Council of Planning groups.

Relationship to Other Capital Area MPO Policies/Procedures/Products

Congestion management is part of the overall regional planning process. The CMP is a key element of the Capital Area MPO’s LRTP. Its recommended studies and implementation efforts need to be included in the MPO’s UPWP. A Wake County Transit Plan subcommittee composed of representatives from Wake County, municipalities, local transit systems, the Regional Transportation Alliance, and Capital Area MPO staff works in concert with the CMP committee to address CMP strategies through transit planning.

Tasks/Activities

The CMP follows an eight-step process:

1. Develop congestion management objectives
2. Identify geographic area of application
3. Define system/network of interest
4. Develop performance measures
5. Institute system performance monitoring plan
6. Identify and evaluate congestion management strategies
7. Implement selected strategies and manage system
8. Monitor strategy effectiveness

Some of the key elements of this process are described in more detail below.

Performance Measures

The volume to capacity ratio (V/C) is used to measure highway performance. A V/C ratio of less than one indicates a road segment has capacity available for additional traffic. A V/C ratio greater than one indicates a road segment on which demand is greater than the capacity available, and on which there is likely to be stop-and-go, or highly impeded traffic conditions.

While the majority of the roadways in the MPO area operate at acceptable levels, some roads have and will continue to experience chronic congestion problems. Eventually, the congestion

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management process will use “delay” as the preferred measure of performance instead of V/C ratios.

Performance Monitoring

The Capital Area MPO assembles congestion information from a variety of sources including the regional travel model, traffic counts, and outside sources such as the national *Urban Mobility Report* prepared by the Texas Transportation Institute. Reports present updated information and new types of measures.

Strategy Identification and Evaluation

This component examines the causes of congestion and explores congestion management strategies. This activity takes place at two distinct levels, the regional level and the project level, as described below:

1. **Regional level:** Strategies for congestion management are identified and evaluated during the development of long-range regional transportation plans. The region’s preferred strategies are identified as part of the Comprehensive Transportation Plan (CTP). The fiscally-constrained LRTP identifies the subset that will be “emphasized” within reasonably expected funding resources. Separate but consistent documents may be prepared for certain strategies, such as a regional intelligent transportation system (ITS) strategic plan or a travel demand management strategic plan.
2. **Project level.** For major highway and transit capacity projects, project level evaluation examines specific congestion management actions either alone, in combination, or in support of the project. Project level analysis is a more detailed and geographically-focused evaluation of costs, benefits, and impacts of specific strategies. The Capital Area MPO Congestion Management Toolkit provides information on possible strategies. The agency managing project development is responsible for project level congestion management evaluations. There are two key examinations:
 - Identification and evaluation of a “management strategy only” alternative to determine whether or not it could substitute for the additional capacity of the “build” alternatives being considered.
 - If building additional highway or transit capacity is necessary, then congestion management strategies that most effectively support the operation of the “build” alternative are included in and implemented by the project.

Implementation

Projects must implement specific congestion management actions defined in the project level evaluation. Decisions as to schedule, responsibilities, and funding sources for the more regional congestion management strategies are made during the TIP process.

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Monitoring of Strategy Effectiveness

Recipients of Congestion Mitigation/Air Quality (CMAQ) program funds are required to report benefits to FHWA. The Capital Area MPO TCC and/or TAC may direct projects funded from other sources to conduct effectiveness studies upon completion of the project, or that projects install monitoring devices so that their effectiveness can be examined.

Timetable/Flowchart

At this time there are no fixed deadlines for the CMP; the emphasis is on a continuing process, not the development of a specific plan or product.

Resources and Tools

The Congestion Management Process is available online:

http://www.campo-nc.us/CMP/Congestion_Management_Process-2010-08-27.pdf

4. Public Involvement Policy

Purpose

The Public Involvement Policy outlines the required public involvement process for each of the Capital Area MPO's work products.

Description

The Public Involvement Policy provides for an open process with free exchange of information and opportunity for input at all stages of the transportation planning process, as well as at scheduled meetings of the full Technical Coordinating Committee (TCC) and Transportation Advisory Committee (TAC).

The Capital Area MPO has an official **Public Involvement Plan** which is easily available on the MPO website or in person at the MPO office.

The plan includes, or is being expanded to include:

- Public Involvement Policy
- Public Involvement Planning Goals
- Public Outreach Activities
- Public Meetings Procedures
- Limited English Proficiency (LEP) Guidelines
- Americans with Disabilities Act (ADA) Procedures
- Environmental Justice Policy

Background

The goal of MPO's public participation plan is to ensure early and continuous public notification about, and participation in, major actions and decisions by the MPO. In seeking public comment and review, the MPO makes a concerted effort to reach all segments of the population, including people from minority and low income communities, individuals with limited English proficiency, and organizations representing these and other protected classes.

On August 11, 2000, President William J. Clinton signed **Executive Order 13166: Improving Access to Service for Persons with Limited English Proficiency**, to clarify Title VI of the Civil Rights Act of 1964. Its purpose was to ensure accessibility to programs and services to eligible persons who are not proficient in the English language. Individuals who do not speak English well and who have a limited ability to read, write, speak, or understand English are entitled to language assistance under Title VI of the Civil Rights Act of 1964 with respect to a particular type of service, benefit, or encounter.

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Scope

The public involvement policy applies to or affects the following:

- Comprehensive Transportation Plan (CTP);
- Long-Range Transportation Plan (LRTP);
- Transportation Improvement Program (TIP);
- Unified Planning Work Program (UPWP); and
- General availability of any plans, programs or amendments, publication of legal notices, open formal public comment periods at TCC and TAC meetings, methods to inform, involve, and empower the public in the transportation planning process. Public participation efforts for Locally Administered Planning Program (LAPP) projects are conducted according to the LAPP Handbook.

Frequency

The public involvement policy provides for various activities to be performed in conjunction with applicable transportation planning functions/products. Examples of public involvement activities include the following:

- TIP—30-day minimum public review period for the Draft TIP; opportunity for public comment on the Draft TIP at one TCC and one TAC meeting; and a 30-day minimum public comment period after development of the draft project priority list and the mechanism for evaluating projects has been released.
- LRTP—42-day minimum period for public review and comment of the Draft LRTP prior to approval by the TAC; at least three open meetings to receive public comment (either in conjunction with regularly scheduled TAC meetings or at dedicated sessions; and a 42-day minimum period for public review and comment of the LRTP prior to approval by the TAC.
- General—30-day minimum period for public review and comment for all plans, programs, or amendments, and an open formal public comment period at the beginning of each regularly scheduled board meeting.
- Public Involvement Policy—45-day minimum period for public review and comment on any changes to the policy.

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Responsibility/Partnering Agencies

The parties involved in conducting activities associated with the public involvement policy and their responsibilities are as follows:

1. Capital Area MPO:
 - LRTP—establishing stakeholder list; conducting special outreach to low-income, limited English proficient and minority populations within the Capital Area MPO area; disseminating newsletters and summaries to stakeholder groups; developing public information on the Internet; and distributing press releases to public news agencies in the Capital Area MPO area.
 - TIP—providing legal notices for publication in news media to notify the public of comment periods, and providing a summary of changes to the appropriate plan, program, or product accompanied by a press release.
 - General
 - a. making copies of proposed plans, programs or amendments available to any interested party upon request;
 - b. providing copies of proposed plans, programs or amendments to member jurisdictions to have available for public review during the official comment period;
 - c. providing legal notices for publication in news media to notify the public of comment periods; conducting an open formal public comment period at the beginning of each regularly scheduled board meeting; and where possible, using innovative methods to inform, involve, and empower the public in the transportation planning process;
 - d. Special outreach to limited English Proficient populations through news, both print and radio media, and other sources as may be identified.
2. Member jurisdictions:
 - LRTP, TIP, and General—notifying citizens of the public meetings and the opportunity for public comment during regularly scheduled board and council meetings as well as through distributing notification to citizens via email.

Relationship to Other Functions/Products

The Public Involvement Policy applies to all plans, programs, and amendments developed by the Capital Area MPO, with particular emphasis on the LRTP and TIP.

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Tasks/Activities

The major activities involved in conducting the public involvement process include:

1. The **L RTP** is open to public review and comment for a minimum of 42 days prior to Capital Area MPO approval. Development of the L RTP considers the following:
 - a) Establishing a stakeholder listing.
 - b) Conducting special outreach to low-income, limited English proficient and minority populations within the Capital Area MPO.
 - c) Disseminating newsletters and summaries to stakeholder groups.
 - d) Providing contact information that includes telephone, facsimile, and email listings.
 - e) Providing public information on the Internet.
 - f) Receiving comments at a minimum of three open public meetings (either regularly-scheduled TAC meetings or at dedicated sessions).
 - g) Notifying citizens of public meetings and the opportunity for public comment during regularly scheduled member jurisdictions' board and council meetings.
 - h) Disseminating press releases to public news agencies, monthly publications, and minority newspapers.
 - i) Disseminating press releases to public TV and radio news agencies, including minority stations.
 - j) Making the draft L RTP open for public review and comment for at least 42 days prior to approval by the TAC.
 - k) Making a summary, analysis and report on the disposition of significant written or oral comments a part of the final Long-Range Transportation Plan.

2. The **TIP** includes the following opportunities for public involvement:
 - a) The Draft TIP is available for public review for a minimum of 30 days. Outreach methods utilized to notify the public of the comment period include use of legal notices or display notices in newspapers, posting a summary of changes to the TIP on the Capital Area MPO website, providing information to the City of Raleigh public information contact list, and notifying organizations representing minority and environmental interests.
 - b) An opportunity for public comment on the Draft TIP at one TCC and one TAC meeting (the latter being a public hearing).
 - c) Member jurisdictions involved also notify citizens of the public comment period during regularly scheduled board and council meetings as well as through distributing notification to citizen contacts via email;

In addition, there is a formal public comment period of at least 30 days after development of the draft project priority list and the mechanism for evaluating projects has been released. This comment period is an opportunity for public agencies and interested members of the public to comment on the project priorities and the method(s) used to derive them. When significant written and/or oral comments are

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received, a summary, analysis, and report on the disposition of comments shall be made part of the final TIP.

3. **In general**, the following opportunities for public involvement are available. Any plans, programs or amendments are on file at the City of Raleigh Planning Department, the Lead Planning Agency for the Capital Area MPO. Copies of the proposed plans, programs, or amendments are distributed to all TAC and TCC members. This information is also available to any interested party upon request. Each MPO member jurisdiction has a copy available for public review during the official comment period.

A legal notice is published indicating that plans, programs, or amendments have been prepared and are available for public review and comment at all MPO member jurisdiction offices as well as MPO offices. The public review period is at least 30 days.

Both the TAC and TCC have an open formal public comment period at the beginning of each regularly scheduled board meeting.

Where possible, innovative methods are utilized to inform, involve and empower the public in the transportation planning process. These methods may include displays at public gathering places such as malls or libraries, radio public service announcements, open house forums, project specific web areas, the use of PowerPoint presentations, and other graphic depictions where practicable, etc.;

Member jurisdictions involved in the development or amendment of any plan or program also notify citizens of the opportunity for public comment during regularly scheduled board and council meetings as well as through distributing notification to citizens contacts via email.

These general guidelines apply to the development or amendment of any plan or program administered by the Capital Area MPO with the exception of the LRTP and the TIP. The Public Involvement Policy is available upon request and viewable on the Internet.

Timetable/Flowchart

Not applicable to this function, as time requirements vary by function/product; refer to the CTP, LRTP, and TIP for more information.

Resources and Tools

The Public Involvement Policy is available online:

<http://www.campo-nc.us/Public-Involvement/CAMPO-Public-Involvement-Policy-2008-08-20.pdf>

V. Other Transportation Processes/Functions



NC Highway 39 in Franklin County

This chapter describes planning processes/functions that are conducted in association with the MPO's core functions/products, regional transportation planning support activities, and a summary of some of the relationships between the Capital Area MPO and other organizations involved in transportation planning.

Planning processes/functions conducted in association with MPO core functions include:

- Air Quality Conformity Determination
- Triangle Regional Model
- Environmental Justice

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Ongoing regional transportation planning support activities, in which the Capital Area MPO participates, but is not necessarily the lead agency include:

- Regional Transportation Demand Management (TDM) Plan and Program
- Corridor Management Teams (Councils of Planning)
- ITS Strategic Deployment Plan
- Regional Transportation Alliance

The chapter concludes with an illustration of some key relationships with other organizations/agencies with which the Capital Area MPO interacts

1. Associated Planning Processes/Functions

Three processes/functions are associated with, and conducted in conjunction with one or more of the plans described in Chapter IV—Air Quality Conformity Determination, the Triangle Regional Model, and Environmental Justice activities.

A. Air Quality Conformity Determination

Purpose

Transportation conformity ("conformity") is a means to ensure that transportation activities that receive Federal funding and approval are consistent with air quality goals. Conformity applies to long-range transportation plans (LRTPs), to transportation improvement programs (TIPs), and to projects funded or approved by the Federal Highway Administration (FHWA) or the Federal Transit Administration (FTA) in areas that do not meet or previously have not met air quality standards for ozone, carbon monoxide, particulate matter, or nitrogen dioxide. These areas are known as "nonattainment areas" or "maintenance areas," respectively.

Description

A conformity determination demonstrates that the total emissions projected for a plan or program are within the emissions limits (budgets) established by the State Implementation Plan (SIP) for air quality, and that transportation control measures (TCMs) – specific projects or programs enumerated in the SIP that are designed to improve air quality – are implemented in a timely fashion. All of the area within the Capital Area and Durham-Chapel Hill-Carrboro MPOs, except for Harnett County, is currently designated as a maintenance area for the 8-hour ozone standard. In addition, Durham and Wake Counties are maintenance areas for carbon monoxide.

Background

The air quality provisions of the Clean Air Act (CAA) and the metropolitan transportation planning provisions of Title 23 and Title 49 of the United States Code²⁰ require a planning process that integrates air quality and metropolitan transportation planning such that transportation investments support clean air goals. This process is known as transportation conformity and is carried out in accordance with 40 CFR Parts 51 and 93.

²⁰ Title 23 and Title 49 of the United States Code (U.S.C.) codify the transportation laws including the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). These include transportation planning provisions that govern the programs of the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA).

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Regional emissions are estimated based on highway and transit usage according to transportation plans and TIPs. The projected emissions for the plan and TIP must not exceed the emissions limits (budgets) established by the SIP.

40 CFR Part 93 requires that a conforming transportation plan satisfy six conditions:

1. The transportation plan must be consistent with the motor vehicle emissions budget(s) in an area where the applicable implementation plan or implementation plan submission contains a budget (*40 CFR Part 93.118*).
2. The transportation plan, TIP, or FHWA/FTA project not from a conforming plan must provide for the timely implementation of TCMs from the applicable implementation plan (*40 CFR Part 93.113b*).
3. The MPO must make the conformity determination according to the consultation procedures of *40 CFR Part 93.105*.
4. The conformity determination must be based on the latest emissions estimation model available (*40 CFR Part 93.111*).
5. The conformity determination must be based on the latest planning assumptions (*40 CFR Part 93.110*).
6. The Transportation Plan, TIP, or FHWA/FTA project must meet the interim emissions tests where applicable (*40 CFR Part 93.119*).

Scope

MPOs make a conformity determination in metropolitan areas, and the NCDOT makes conformity determinations in areas outside of MPOs.

Frequency

The final conformity determination must be made at least every four years, or when LRTP or TIPs are amended or updated, or within one year of the effective date of a non-attainment designation. Conformity determinations must also be made within two years after the approval of a State Implementation Plan (SIP) containing motor vehicle emission budgets or determination of adequacy of those budgets.

Responsibility/Partnering Agencies

The Triangle J Council of Governments (TJCOG) prepares the Conformity Analysis and Determination Report. The interagency consultation process involves many organizations including:

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- **Capital Area MPO**—develops the LRTP; sponsors Interagency Consultation Meetings; composes the Conformity Determination Report; hosts a public review and comment period; provides a response to agency/public comments on the draft Conformity Determination Report; and provides the final Conformity Determination Report/LRTP to review agencies. The MPO TAC makes the conformity determination and adopts the LRTP/TIP.
- **Adjacent MPOs**—invited to participate in Interagency Consultation Meetings for purposes of coordination and consultation.
- **Environmental Protection Agency (US EPA)**—develops and administers air quality regulations; approves the State Implementation Plan (SIP); provides technical advice/guidance on conformity; reviews and provides a letter with comments on the draft and final Conformity Determination Reports.
- **Federal Highway Administration (FHWA)**—coordinates the conformity determination federal review process; schedules/coordinates/facilitates Interagency Consultation Meetings; drafts/monitors the MPO Conformity Process Schedule; assists the MPO/NCDOT with commitment follow-up; provides technical advice/guidance on conformity; reviews the Conformity Determination Report; and provides the U.S. DOT conformity determination letter.
- **Federal Transit Administration (FTA)**—reviews conformity documentation reports and signs off on the U.S. DOT conformity determination letter.
- **NCDOT**—provides oversight of the travel demand model and is responsible for the non-modeled area analysis; monitors the MPO conformity process schedule; participates in Interagency Consultation Meetings; assists in drafting the Conformity Determination Report; assists the MPO with commitment follow-up; and makes the conformity determination in areas outside those covered by MPOs.
- **North Carolina Department of Environment and Natural Resources, Division of Air Quality, (NCDENR/DAQ)**—develops the State Implementation Plan (SIP); runs the mobile emissions model; develops emissions factors; participates in the review of the Draft Conformity Determination Report and Conformity Determination Report; and provides a Comment Letter.
- **Triangle Regional Model Service Bureau**—develops and maintains the travel demand model;
- **Other local transportation or air quality agencies**—review the conformity documentation; and provide technical advice/guidance.

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Tasks/Activities

Conformity is determined by conducting a regional emissions analysis to demonstrate that the LRTP and TIP are consistent with the SIP motor vehicle emissions budgets. Projected regional emissions are estimated based on highway and transit usage according to the LRTP and TIP. Projected emissions are compared to limits set in the budgets for each of the criteria pollutants, and must not exceed those limits. All regionally significant and federally-funded transportation projects must be included in the determination. Regionally significant projects include transportation projects that serve regional transportation needs, such as fixed guideway transit facilities, and principal arterial highways. MPOs determine what projects are regionally significant, and interagency consultation partners review the list of projects and negotiate an agreement on the list of regionally significant projects.

A formal interagency consultation process involving the US EPA, FHWA, FTA and state and local transportation and air quality agencies is required in developing SIPs, TIPs, and LRTPs, and in making conformity determinations. A Consensus Plan is developed at an initial Interagency Consultation Meeting to document conformity parameters, such as the LRTP horizon year, the conformity analysis year, the mobile vehicle emissions baseline, the mobile model, TDM activities, etc. MPO policy boards make initial conformity determinations in metropolitan areas, while the NCDOT does so in areas outside of MPOs, in consultation with affected Rural Planning Organizations (RPOs).

The conformity determination is based on the LRTP and the associated TIP for the areas within MPOs, and the STIP for the areas outside of the MPOs. The LRTPs from each of the three MPOs in the region, together with projects from the most recent STIP for the rural areas outside of the urban areas, form in effect a Triangle Regional Transportation plan. Each plan has three analysis years. Each analysis year includes expected population and employment data, and lists roadway and transit projects that should be in operation. The plans are fiscally-constrained with funding sources for roadway and transit projects identified.

DENR calculates base and future emission rates for the vehicle fleet using modeling software. Those rates are applied to VMT from the Triangle Regional Model (TRM) to determine if emissions for the planning area are projected to be within allowable emissions budgets.

Four organizations are responsible for making the conformity determinations in four distinct parts of the Triangle Ozone Maintenance Area:

1. The Capital Area MPO within the Capital Area MPO metropolitan area boundary – all of Wake County, and parts of Franklin, Granville, and Johnston counties.
2. The DCHC MPO within its metropolitan area boundary – all of Durham County and parts of Orange and Chatham counties.

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3. The Burlington-Graham MPO within its portion of the metropolitan area boundary in western Orange County.
4. The NCDOT in a rural area that is comprised of those portions of Chatham, Orange, Person, Franklin, Granville and Johnston Counties that are outside of any MPO metropolitan area boundary.

Each of these responsible organizations must make a conformity determination for its respective area in order for all of the areas to be designated in conformity.

The final conformity determination is made at the Federal level by FHWA/FTA. These determinations must be made at least every four years, or when transportation plans or TIPs are amended or updated, or within one year of the effective date of a non-attainment designation. Conformity determinations must also be made within two years after the approval of a State Implementation Plan (SIP) containing motor vehicle emission budgets or determination of adequacy of those budgets.

The conformity analyses are made available to the public as part of the MPO and/or NCDOT planning processes. MPOs are required to make transportation plans, TIPs, and conformity determinations available to the public, accept and respond to public comments, and provide adequate notice of relevant public meetings. Project sponsors of specific transportation projects within the transportation plans and TIPs must also include appropriate public involvement during project development.

If a conformity determination cannot be made, federal-aid transportation funds may not be used for transportation projects, impacting design work, right-of-way acquisition, construction, permitting, and approval of environmental documents.

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Resources and Tools

Conformity Analysis and Determination Report:

<http://www.freemymailbox.com/docs/tjog/triangleair/lrtp2035/lrtp2035confrept.pdf>

Transportation conformity rule, as amended:

http://www.fhwa.dot.gov/environment/air_quality/conformity/

Clean Air Act (CAA):

<http://www.epa.gov/air/caa/> :

- Sets the framework and goals for improving air quality to protect public health;
- Sets provisions for the attainment and maintenance of National Ambient Air Quality Standards; and
- Ensures that the State Implementation Plan (SIP) meets goals to protect human health, coordinates transportation and air quality processes, and improves data and planning assumptions.

National Ambient Air Quality Standards (NAAQS):

<http://www.epa.gov/air/criteria.html> :

- Sets allowable levels for criteria pollutants that adversely affect human health and safety;
- In North Carolina, criteria pollutants are ozone, carbon monoxide, and particulate matter.

State Implementation Plan (SIP):

http://daq.state.nc.us/planning/NC_IM_SIP_05-21-10.pdf :

- An air quality plan that shows how an area will meet the NAAQS;
- Required by the CAA for nonattainment or maintenance areas of one or more NAAQS;
- Prepared by the DENR/DAQ and approved by US EPA;
- Prepared within three years after the effective date of a nonattainment designation;
- Provides for the implementation and enforcement of emission control measures from all source categories
- Contains an emissions inventory used to establish an emissions “budget” for each pollutant; and
- Contains control measures/strategies to reduce emissions as necessary to attain or maintain standards.

B. Triangle Regional Model

The Triangle Regional Model (TRM) is a single transportation demand model that covers the area of the Capital Area MPO and the Durham-Chapel Hill-Carrboro (DCHC) MPO. The model is used in various transportation planning activities (forecasting travel demand, air quality conformity analysis, etc.). It is an ongoing program currently operated by the Institute for Transportation Research and Education (ITRE) at North Carolina State University under contracts with four sponsoring organizations that constitute the governing Executive Committee (NCDOT, Capital Area MPO, DCHC MPO, and Triangle Transit). The TJCOG facilitates Executive Committee meetings.

The Model Executive Committee, composed of one person from each of the signatory members oversees the development of a common work program and priorities for the model. This group is also responsible for resolving conflict and disputes related to aspects of the model. The Model Executive Committee also approves specified levels of commitment for each fiscal year.

The Model Team is comprised of technical staff in a form recommended and approved by the Model Executive Committee. The Model Team is responsible for developing, modifying, enhancing, and maintaining the model. All modifications are documented to a level sufficient to replicate or reverse any changes.

The Model Users Group is made up of end users of the TRM, and serves as a forum for issues, problems, concerns, and ideas related to the connection between using and developing the TRM. The group includes MPO and NCDOT member agencies, as well as other end users.

The model is comprised of a group of files run on a specified computer platform. The model includes files for the base year, a long-range planning horizon year at least 20 years in the future, and one or more intermediate years, as well as model documentation.

A two-year work program outlining tasks and priorities is developed and updated annually by the Model Team and approved by the Model Executive Committee at least annually. The work program identifies the agencies responsible for carrying out each task, and the estimated time frame and milestones, as well as resources required to complete each task. Information on the Triangle Regional Model Service Bureau is available at:

<http://www.itre.ncsu.edu/HWY/trmsb/index.html>.

C. Environmental Justice

The intent of Environmental Justice is to avoid, minimize, or mitigate disproportionately high and adverse effects on minority and low-income populations, and to ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.

Environmental justice addresses fairness toward the disadvantaged and often addresses the possible exclusion from decision-making of racial and ethnic minorities, low-income people, the elderly, and persons with disabilities. The federal government has identified environmental justice as an important goal in transportation, and local and regional governments must incorporate environmental justice into transportation planning. Goals for the public transportation system, the protection of the natural environment and social systems, and the public involvement process each have objectives that support environmental justice. This support must be evident throughout the transportation planning process, including the LRTP, the TIP, and specific project planning.

The concept and application of “environmental justice” have been developed through a succession of court cases, transportation regulations, agency memoranda, and Executive Orders. Much of the legal application is based on Title VI of the Civil Rights Act of 1964 that provides protection from discriminatory actions or results from federal, or federally assisted or approved, actions. In terms of transportation planning, environmental justice seeks to ensure that the disadvantaged:

- Have access to the decision-making process;
- Realize benefits from investments that are commensurate with the population as a whole;
- Do not shoulder a disproportionate share of the negative effects and burden resulting from the implementation of transportation projects; and,
- Do not incur a disproportionate share of the financial cost.

The Capital Area MPO and DCHC MPO have carried out a comprehensive and thorough set of activities to ensure that disadvantaged persons do not suffer discrimination in the transportation planning and implementation process. These activities have been in the area of both public participation and plan analysis. For example, the following environmental justice activities occurred in the development of the MPOs’ *2035 Long-Range Transportation Plan*:

- Provided access to the decision-making process for all individuals, regardless of race, ethnicity, income, age, or disability.
- Analyzed plan benefits to ensure that disadvantaged populations will realize increased mobility, safety, time savings, economic development, and access to recreational opportunities.

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- Assessed projects to ensure that potential negative impacts were not disproportionate to environmental justice communities.
- Analyzed the incidence of financial costs to ensure that the disadvantaged population does not bear a disproportionate share of the financial cost of the plan

2. Secondary Functions

The Capital Area MPO participates in several transportation planning processes/functions in which another agency/organization serves as the lead. A brief description of several of those functions follows.

A. Regional Transportation Demand Management Plan and Program

Transportation Demand Management (TDM) develops strategies to make the transportation system more efficient and to improve air quality, with a focus on strategies that provide a lower-cost alternative than simply adding highway capacity. Examples of TDM projects include the provision of alternative transportation modes such as transit service or ridesharing programs, or reducing or shifting travel demand, e.g. by encouraging telecommuting or staggered work hours.

The TDM program is housed at the Triangle J Council of Governments (TJCOG) with administrative costs funded by NCDOT Public Transportation Division (NCDOT/PTD). NCDOT/PTD allocates its own state funding to TDM projects. For Congestion Mitigation/Air Quality (CMAQ) funded projects, the regional MPOs issue a project “call” and then allocate the funds for the best projects to local and regional public transportation providers. Approved projects are added to the Capital Area MPO TIP.

The TDM program is overseen by a Triangle TDM Oversight Committee comprised of representatives from TJCOG, the two area MPOs, the Department of Environment and Natural Resources, Division of Air Quality (DENR/DAQ), the NCDOT/PTD, and the Federal Highway Administration (FHWA).

The Travel Demand Management Plan is available at:

<http://www.freemymailbox.com/docs/tjcog/tjcog/regplan/transdemand/tdm7final.pdf>.

B. Corridor Management Teams (Councils of Planning)

Corridor management teams are assembled when congestion has become so severe in a specific transportation corridor that action must be taken. Generally, a consultant is engaged to conduct a study. To steer the effort, a Council of Planning is formed made up of key stakeholders along the corridor—municipalities, businesses, residents, commercial trucking operators, environmental interests, the relevant NCDOT Highway Division(s), and transit agencies as appropriate. The Capital Area MPO generally staffs the study effort.

Corridor studies are funded through the Unified Planning Work Program (UPWP). Studies can take from 1½ to more than two years, depending on the complexity of the corridor. U.S. 1, NC

50 (Creedmoor Rd), and U.S. 64 are examples of corridors in which studies have been conducted.

C. ITS Strategic Deployment Plan

The Triangle Region Intelligent Transportation System (ITS) Strategic Deployment Plan seeks to develop ITS projects, processes, and policies that can be effectively implemented to realize the vision of the plan.²¹ That vision is to establish a process and methodology for the consistent evaluation and incorporation of ITS approaches and ITS projects into the transportation planning process in the Triangle region. The Capital Area MPO participated in the development of the updated plan. Other participating organizations included the DCHC MPO, NCDOT, FHWA and the Institute for Transportation Research and Education (ITRE). A consultant helped prepare the plan.

Examples of ITS technologies include:

- Wireless communications (e.g. mobile data terminals on buses; vehicle locator systems)
- Computational technologies (more use of advanced computer processors on vehicles)
- Floating car data/floating cellular data (a set of low-cost methods for obtaining travel time and speed data for vehicles on streets and highways)
- Sensing technologies (e.g. video license plate number recognition, or vehicle detection technologies for monitoring vehicles operating in critical zones)
- Information systems (e.g. electronic signs alerting drivers of traffic problems ahead)

The ITS Strategic Deployment Plan Update is available at:

<http://www.ncdot.org/business/Smartlink/Triangle.pdf>

D. Regional Transportation Alliance

The Regional Transportation Alliance (RTA) serves as a business voice for transportation initiatives and policy in the Triangle area. The Alliance was born from a desire to have the business community play an active role in important transportation decisions and investments in the region. It focuses on solutions to decrease commuting times, expand mobility options, improve shipping efficiency, and attract and retain top business talent. Membership includes more than 100 leading businesses and 23 member Chambers of Commerce, along with the region's two MPOs, Triangle Transit, and Raleigh-Durham International Airport.

²¹ Federal regulations define ITS as “electronics, photonics, communications, or information processing used singly or in combination to improve the efficiency of safety of a surface transportation system” (23 CFR 450.104, Subpart A).

E. Participation in Other Functions

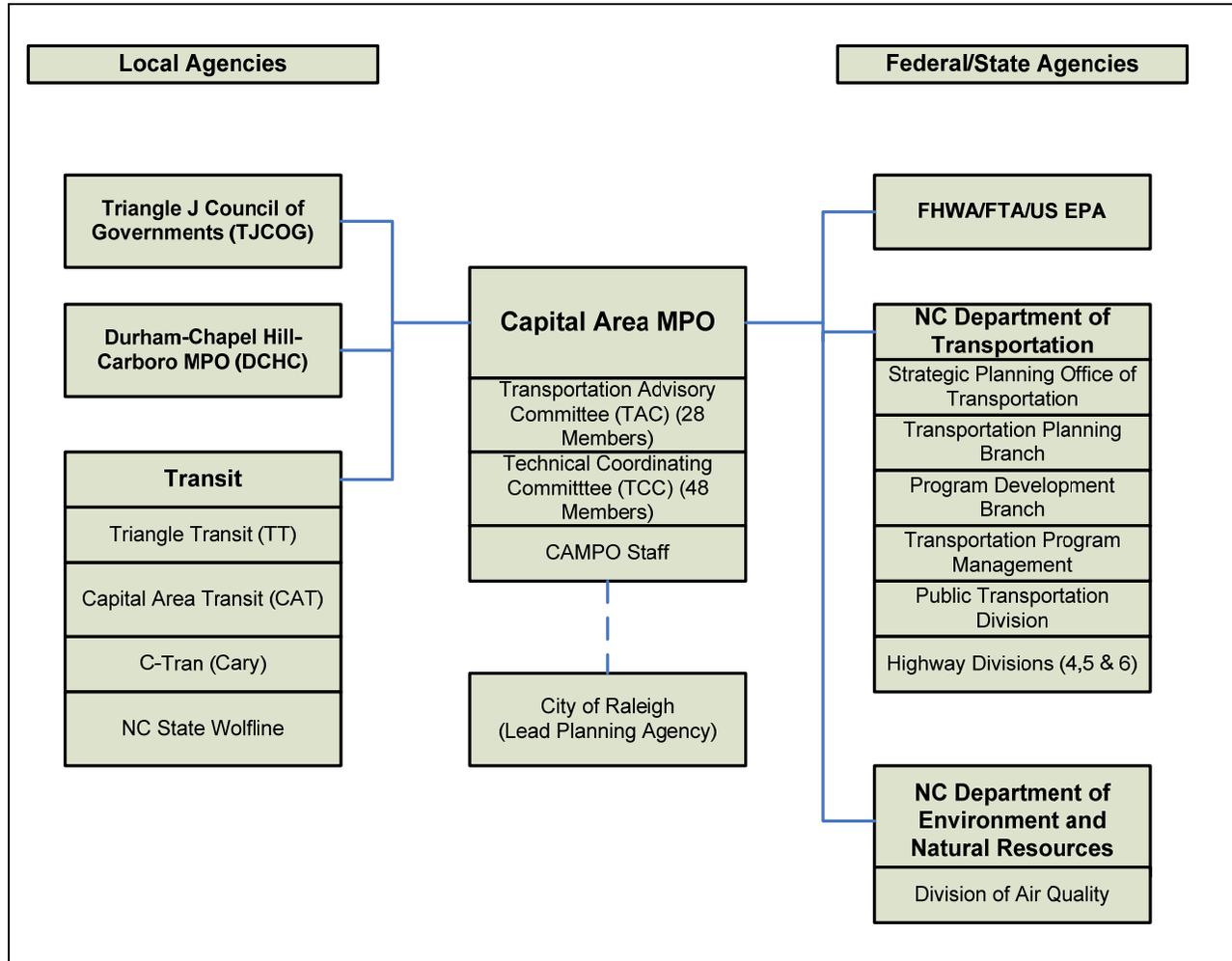
The Capital Area MPO has also participated in other secondary transportation planning functions/activities. Examples include:

- **Triangle Coordinated Transit Planning**—participation in a Special Transit Advisory Committee (STAC) to develop recommendations for major transit investments to inform the transit components of both the Capital Area and the DCHC MPOs' *2035 Long-Range Transportation Plans*. The STAC final report recommended enhanced region-wide bus networks, circulator services for major activity centers, and rail connections. It also provided an implementation strategy that addressed funding, linking land use with transit, and a regional decision-making approach to transit.
- **Land Use-Community Infrastructure-Development Plan (LUCID)**—participation in a forum of local and regional land use and transportation planning staff whose objective is to better match local land use decisions with regional transit investments. This activity is closely aligned with Triangle Transit's regional transit planning activities.
- **Research Triangle Park Master Plan**—the Research Triangle Foundation (RTF) of North Carolina manages the 7,000-acre Research Triangle Park (RTP), a key economic driver for the region. In September 2010, RTF started to update the Master Plan for the Research Park, the first update since RTP was formed in 1959. The Capital Area MPO has been involved with the Master Plan to ensure that future land use changes work in coordination with proposed transportation plans.

3. Interagency Relationships

Figure V-2 depicts the involvement of key agencies in the region with the Capital Area MPO’s planning activities.

Figure V-2: Involvement of Key Agencies with the Capital Area MPO



VI. Funding



Stub-out of Kit Creek Road in Cary

There are two primary types of funding involved in the Capital Area MPO's planning and programming activities, each of which is described in this chapter:

1. Funding for Planning
2. Funding for Transportation Projects

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1. Funding for Planning

The three main funding sources used for the transportation planning activities outlined in the annual Capital Area MPO Unified Planning Work Program (UPWP) are:

1. **Federal funds**—US Department of Transportation (FHWA and FTA)
2. **State funds**—NC Department of Transportation (NCDOT)
3. **Local matching funds**—A pro-rata share paid by each member jurisdiction. (Additional funds may be paid by members who want to participate in special projects identified in the UPWP such as transit planning, corridor studies, ITS studies, etc.)

The various federal funding programs are summarized below.

FHWA

Section 104(f) (PL funds)

Federal funding to urbanized areas that is administered by NCDOT, used to support transportation planning activities, and requiring a 20 percent local match. These funds are distributed to MPOs through a population-based formula.

Surface Transportation Program—Direct Attributable (STP-DA)

Designated for use by Transportation Management Areas (TMAs are MPOs with populations exceeding 200,000). By agreement between the Capital Area MPO and NCDOT, a portion of these funds is “flexed” for MPO transportation planning. STP-DA funds are used to fund major emphasis areas as described in the UPWP.

State Planning and Research Funds (SPR funds)

These FHWA funds are allocated at the discretion of NCDOT’s Transportation Planning Branch among the tasks in the UPWP. NCDOT is responsible for contributing 20 percent matching funds. These funds typically supplement federal planning funds on corridor study or other planning type projects.

FTA

Section 5303 (Metropolitan Planning)

These funds for planning and technical studies related to urban public transportation are distributed to local transit operators by the NCDOT Public Transportation Division (NCDOT/PTD). NCDOT/PTD provides a 10 percent local match, and local agencies provide another 10 percent.

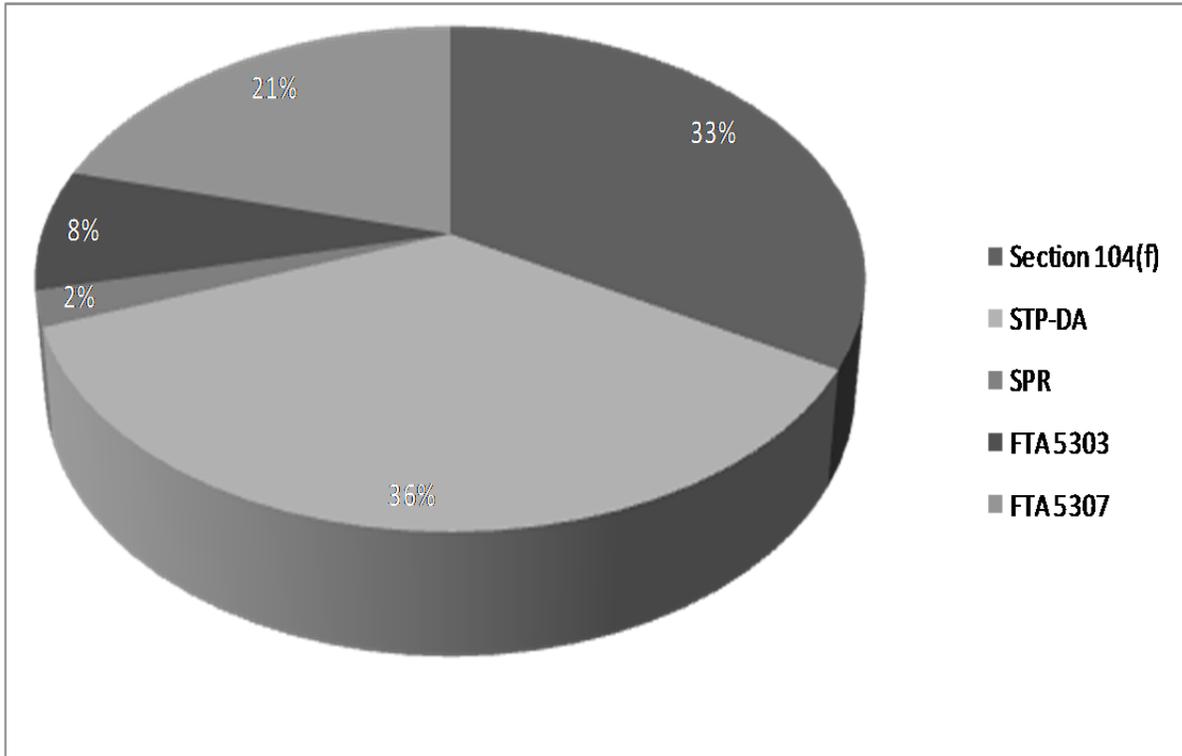
Section 5307 (Urbanized Area Formula Program)

Funds distributed by FTA to transit operators on the basis of their service area, population and other factors. These are used by Capital Area Transit and Triangle Transit for a wide range of planning activities. A 10 percent local match is provided by the two transit agencies, and another 10 percent is provided by NCDOT/PTD.

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Refer to the UPWP for details of funding amounts by source. Figure VI-1 illustrates the relative contribution of the various funding programs to the UPWP.

Figure VI-1: Percentage of Total Funding by Federal Funding Program



2. Funding for Transportation Projects

Table VI-1 illustrates how transportation projects (other than planning) are funded, using the Capital Area MPO 2035 Long-Range Transportation Plan as an example.

Table VI-1: Estimated Costs and Revenues FY 2009-2015 (in millions)

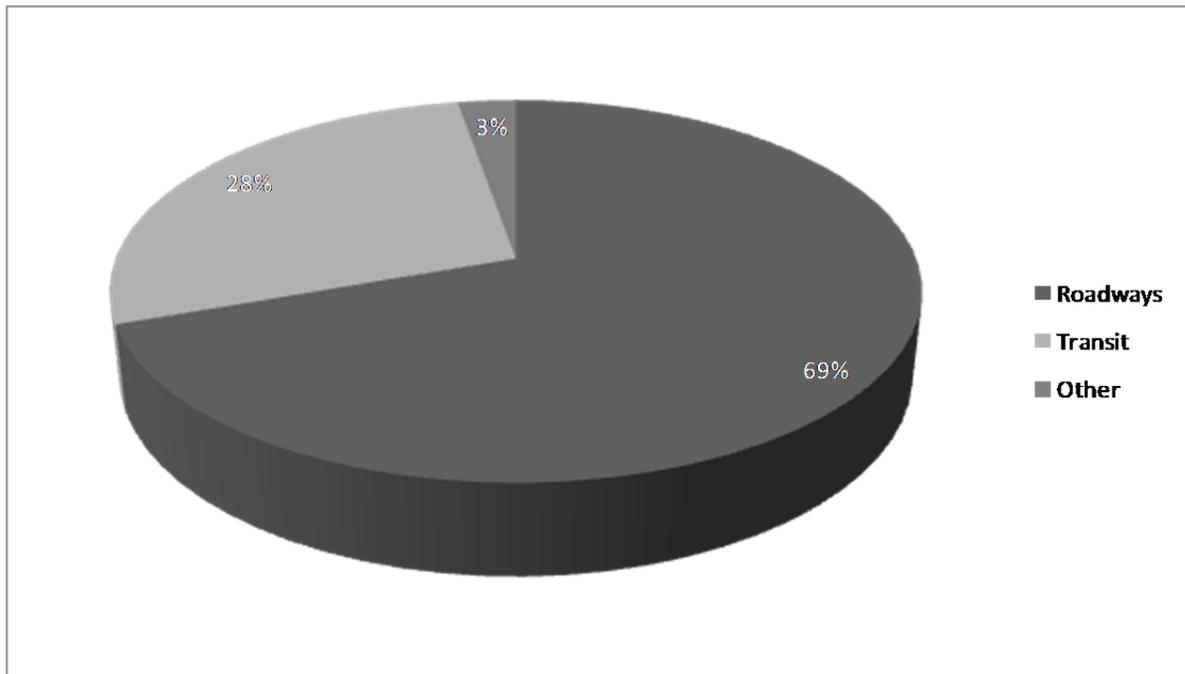
Item	Costs	Revenues	Difference
Roadways—Total	\$2,042	\$1,747	\$-295
Roadways	668	353	-315
Tolled Roads (excluding I-40 HOT)	925	925	0
Maintenance	449	469	20
Transit (bus and rail)—Total	814	410	-404
Other--Total	80	--	-80
Pedestrian/Bicycle	30	--	-30
Intelligent Transportation Systems	22	--	-22
Transportation Demand Management	17	--	-17
Transportation System Management	11	--	-11
Total	\$2,936	\$2,157	\$-779

Source: Capital Area MPO 2035 Long-Range Transportation Plan

The table shows a net FY 2009-2015 shortfall of \$779 million based on existing or known funding sources. The plan assumes that this shortfall will be made up by a number of new revenue sources such as a ½ cent sales tax (or equivalent) for transit, regional, local and private support, a \$10 increase in the car registration fee, and rail bonds to pay for initial rail construction.

Figure VI-2 shows the share of costs for each major transportation program.

Figure VI-2: Estimated Program Costs-FYs 2009-2015



Appendix 1 provides additional details about the most common funding sources that are used to fund transportation projects and services throughout the region. Note that this table does not show all transportation funding programs, especially for highway projects. More information on highway programs can be found at:

<http://www.fhwa.dot.gov/safetealu/factsheets.htm>

3. How Agencies Can Obtain Funding for Transportation Projects

Transportation projects are funded through a variety of pathways. Agencies that want to request funding for their transportation projects therefore have several opportunities to do so.

The Capital Area MPO funding path starts with the development of the two long-range plans: 1) the state-required Comprehensive Transportation Plan (CTP); and, 2) the federally-required Long-Range Transportation Plan (LRTP). (Both plans are discussed in detail in Chapter IV.) Both of these plans study long-range transportation needs, and identify and evaluate projects to meet those needs. In the CTP, which has a 40+ year timeframe, the various needs are identified without any fiscal constraint. It describes all of the transportation investments needed to meet the growth and mobility aspirations of the region's citizens into the foreseeable future. In the LRTP, which has a 25+ year timeframe, the list of projects is pared to that which is reasonably possible from available or anticipated funding resources.

The LRTP obtains input from a variety of sources and activities. For example:

1. Input from stakeholders and a comprehensive Public Involvement Process.
2. The Triangle Regional Model which models anticipated future conditions and potential transportation improvements/strategies to address future needs.
3. Related plans and studies (e.g. corridor plans, small area plans, transit plans, and functional plans such as those for bicycle and pedestrian facilities, or Intelligent Transportation Systems).
4. Analysis of various transportation investment choices—striving to achieve consistency among regional transportation plans and local land use plans and policies by identifying trends, deficiencies, and needs, and then conducting an alternatives analysis.
5. Development of an appropriate mix of road, transit, bicycle and pedestrian investments and applying other strategies to enhance the transportation system.
6. Development of a financial plan that balances costs with anticipated revenues in order to pay for the transportation investments.
7. Analysis of critical related factors in the planning process—air quality, environmental justice, and safety and security.

The projects in the final LRTP represent those that are eligible to receive federal funding and that can move forward with phased implementation.

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The next important step is to develop a seven-year Transportation Improvement Program (TIP)²². (The TIP is discussed in detail in Chapter IV.) This further narrows the list of projects in the LRTP to those which can be funded and implemented over the time period of the TIP. The TIP details the projects, their cost and the proposed staging over the seven-year period. In essence, the development of the TIP involves selecting those projects from the LRTP that are the highest priority for implementation in the near future and that can also be financed from available funding sources.

The TIP is considered to be “a conforming subset” of the LRTP, i.e. everything listed in the TIP must also be included in the LRTP. Therefore, if changes are made to the TIP, they must also be reflected in the LRTP (and vice versa, as appropriate).

An important source for projects in the Capital Area MPO that go into the TIP is the Locally Administered Projects Program (LAPP). The aim of this program is to identify relatively small projects that can move forward quickly, thus avoiding the potential rescission of any available federal funds. For this reason, projects that are already in the LRTP are given priority because they avoid the lengthy process involved in amending the LRTP. In order to receive projects under LAPP, the Capital Area MPO puts out an annual call for proposed projects to local governments and NCDOT highway divisions. The entire LAPP cycle takes approximately 24 months before funds are actually made available for obligation.

More information on the LAPP program can be found at:

http://www.campo-nc.us/LAPP/2010_HANDBOOK_LAPP.pdf

Another way that projects are identified for inclusion in the LRTP/TIP is via studies performed as part of the Capital Area MPO’s Unified Planning Work Program (UPWP). For example, projects identified through one of the Capital Area MPO’s Corridor Studies will be added to the LRTP/TIP as appropriate.

The final LRTP and TIP must be approved by the Capital Area MPO’s Transportation Advisory Committee (TAC). This occurs upon a recommendation from the MPO’s Technical Coordinating Committee (TCC).

NCDOT conducts a somewhat parallel process, although the timeframes are different (and the geographic scope is larger). NCDOT is developing a new data-driven strategic prioritization process (“Policies to Projects”) that is aligned with NCDOT’s mission and goals. The goals are: Safety, Mobility, Modernization, and Infrastructure Health. These are evaluated and ranked across three system “tiers”: Statewide, Regional and Sub-regional. Both quantitative and qualitative data are used to rank Mobility and Modernization projects. The state programs projects dealing with Safety and Infrastructure Health independently.

²² Although CAMPO’s TIP covers a seven-year period, the federal government (FHWA & FTA) only requires a TIP to cover four years. FHWA and FTA therefore consider approval of only the first four years of the TIP.

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For example, for Modernization and Mobility highway projects, quantitative data includes volume-to-capacity ratios, crash rates, and pavement condition ratings. Qualitative data is based on the top priorities of each respective MPO, RPO and Highway Division. Also considered was whether a project benefits more than one mode of transportation. A similar data-driven process is being developed for non-highway modes (ferry, bicycle and pedestrian, rail, aviation, and public transportation).

The process begins with development of a 30-year Statewide Long-Range Transportation Plan. This plan is policy-based, and serves as a blueprint for transportation planning and investments over the next three decades. The plan is developed in collaboration with MPOs, RPOs, the public, and other key stakeholders throughout the state. Next, a 10-year Program and Resource Plan is developed. This document contains revenue projections and proposed funding allocations across all modes of transportation (highway, public transportation, bicycle and pedestrian, rail, ferry and aviation) for construction and engineering, maintenance, and operations and administration. Subsequently a 5-year Work Program is developed which outlines specific funding levels for all NCDOT divisions.

The final step in the prioritization process is to develop a recommended investment strategy. Once the projects are ranked by goal, tier and mode, a recommendation (or investment strategy) for how much funding should be applied to each goal/tier/mode is completed. This investment strategy and lists of prioritized projects then become the basis for development of a 7-year STIP. The STIP is based on the first seven years of the 10-year Work Program. The STIP goes through an extensive two-year process involving extensive input from the public, MPOs and RPOs, and other key stakeholders. At various stages of the process, the plans and programs must be approved by the NC Board of Transportation. The ultimate goal is to produce a STIP that is 95% deliverable.

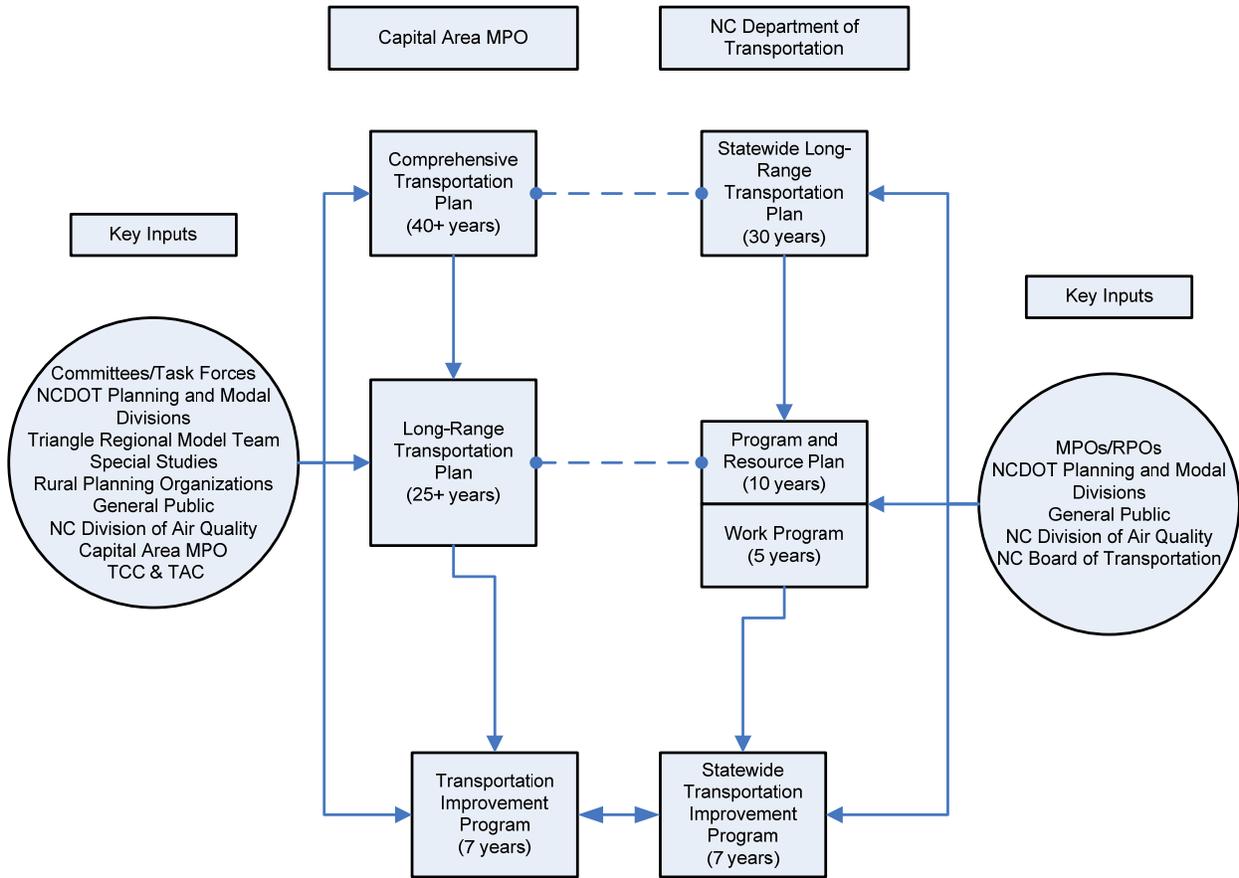
This entire prioritization process occurs every two years. For more information about NCDOT's Policies to Projects process, see: <http://www.ncdot.org/performance/reform/>

As described in Chapter IV, in the end the Capital Area MPO's TIP and NCDOT's STIP must conform to each other.

Figure VI-3 provides an overview of the two processes.

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Figure VI-3: Capital Area MPO and NCDOT Planning Process



VII. Procedures for Amendments/ Revisions to Capital Area MPO Planning and Organizational Documents



R-Line bus in downtown Raleigh

This chapter describes procedures for amending and/or revising policies and procedures relating to the Capital Area MPO functions/products. Some procedures apply to all amendments or revisions, while others apply only to amendments or revisions that require approval by the Transportation Advisory Committee (TAC).

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There are two levels of revisions to planning documents, as described below:

1. *Administrative Modification*: A minor revision to a long-range statewide transportation or metropolitan transportation plan, TIP, or STIP that includes minor changes to project/project phase costs, minor changes to funding sources of previously included projects, and minor changes to project/project phase initiation dates. An administrative modification is a revision that does not require public review and comment, redemonstration of fiscal constraint, or a conformity determination.
2. *Amendment*: A revision that requires approval by the MPO policy body—the TAC—and may also require approval by one or more other agencies. A revision that involves major change to a project included in a LRTP, TIP, or STIP, including the addition or deletion of a project or a major change in project cost, project/project phase initiation dates, or a major change in design concept or design scope. Changes to projects that are included only for illustrative purposes do not require an amendment. An amendment is a revision that requires public review and comment, redemonstration of fiscal constraint, or a conformity determination (for LRTPs and TIPs involving "non-exempt" projects in an air quality maintenance area.

1. Procedures Applying to All Amendments/Revisions:

The process for amending/revising Capital Area MPO policies/procedures should proceed as follows:

1. Designate a lead staff person in charge of recording all amendments and their date(s) of approval in a master table. Other staff with lead responsibility for particular planning functions/products should provide information on any amendments or revisions to the lead staff person immediately after an amendment or revision has been made.
2. The lead staff person should maintain a master record of all document amendments/revisions, including a brief listing of the change, the approval date(s) and the entity/person that approved the change. (Refer to Table VII-2 on pages VII-3 and VII-4.)
3. Individual documents should include information on amendment/revision approvals as illustrated in Table VII-1 below.

Table VII-1: Document Amendment Record

Date	Initial Approval	By
Date of Amendment/Revision	Amendment/Revision Summary	Responsible Party

2. Procedures Applying Only to Items Requiring TAC Approval:

Additional procedures apply to items that require TAC approval. These procedures do not apply to amendments or revisions to items that are made administratively and therefore are not subject to TAC approval.

1. Amendments/revisions that require TAC approval should be subject to majority voting requirements similar to those for approval of initial items. For example, while some items might require only a simple majority for approval, changes to Bylaws would require approval by a 2/3 majority.
2. Similarly, amendments/revisions that require TAC approval, and for which a public notice/review/comment period is required, should include public notice/review requirements similar to those for approval of the original policy/procedure/document. For example, the Public Information Policy (PIP) specifies a 30-day notice/review period for general plans, programs, or amendments, and for the Draft TIP, but a 42-day period for the LRTP, and a 45-day period for the PIP.
3. A system is required to note initial approval, and to provide a history of amendments/revisions to Capital Area MPO products/processes. Table VII-2 on pages VII-3 and VII-4 illustrates the recommended format.

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Table VII-2: Capital Area MPO Master Record—Document Amendments/Revisions

Document		Approved		Amended/Update		Comments
		By	Date	By	Date	
Planning Products						
	Comprehensive Transportation Plans (CTPs):					
	2040					
	Long-Range Transportation Plans (LRTPs):					
	2030	TAC	9/10/2005	TAC	2/11/2010	See Note 1
	2035	TAC	9/17/2009	TAC	12/4/2010	
	2035			TAC	2/5/2011	
	TIPs:					
	2009-2015					
	2011-2017					
	Conformity Analysis and Determination					
	May 12, 2009					
	Bicycle and Pedestrian Plans:					
	2003	TAC	3/19/2003			
	Locally Administered Projects Program (LAPP)					

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		Approved		Amended/Update		
	Congestion Management Process	TAC	6/16/2010			
Organizational Documents						
	Memorandum of Understanding (MOU)					
	Prospectus					
	TAC Bylaws					
	TCC Bylaws	TCC	6/5/1993	TCC	3/23/2001	See Note a
	Triangle Regional Model (TRM) Protocol					
	UPWP					
	Public Involvement Policy					
Other						
	CAMPO Guidebook					
	ITS Strategic Deployment Plan					

Notes:

Planning Products

1. Amended to include the FTA approved Raleigh-Durham light rail project.

Organizational Documents

- a. Added four new municipalities

VIII. Glossary



Cedar Creek Road in rural Franklin County

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1. Acronyms

3-C:	Continuing, Cooperative and Comprehensive Planning Process
ADA:	Americans with Disabilities Act
ADT:	Average Daily Traffic
BG MPO:	Burlington-Graham Metropolitan Planning Organization
CAAA:	Clean Air Act Amendments of 1990 (United States)
CAT:	Capital Area Transit
CFR:	Code of Federal Regulations
CHT:	Chapel Hill Transit
CMAQ:	Congestion Mitigation and Air Quality
CMP:	Congestion Management Process
CTP:	Comprehensive Transportation Plan
C-TRAN:	Cary Transit System
DAQ:	Division of Air Quality (North Carolina)
DATA:	Durham Area Transit Authority
DCHC MPO:	Durham-Chapel Hill–Carrboro Metropolitan Planning Organization
DEIS:	Draft Environmental Impact Statement
DENR:	Department of Environment and Natural Resources (North Carolina)
DOT:	Department of Transportation (North Carolina)
EA:	Environmental Assessment
EIS:	Environmental Impact Statement
EJ:	Environmental Justice
EPA:	Environmental Protection Agency (United States)
FEIS:	Final Environmental Impact Statement
FHWA:	Federal Highway Administration
FONSI:	Finding of No Significant Impact
FTA:	Federal Transit Administration
FY:	Fiscal Year
GIS:	Geographic Information Systems
HPMS:	Highway Performance Monitoring System
ISTEA:	Intermodal Surface Transportation Efficiency Act
ITRE:	Institute for Transportation Research and Education
ITS:	Intelligent Transportation Systems
KT RPO:	Kerr-Tar Rural Transportation Planning Organization
LOS:	Level of Service
LRTP:	Long-Range Transportation Plan
M&O:	Management and Operations
MPO:	Metropolitan Planning Organization
MSA:	Metropolitan Statistical Area
NAA:	Nonattainment Area
NAAQS:	National Ambient Air Quality Standards
NCDOT:	North Carolina Department of Transportation

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NEPA:	National Environmental Policy Act
NO _x :	Nitrogen Oxides
O ₃ :	Ozone
PM-2.5:	Particulate Matter less than 2.5 Microns in Diameter
PM-10:	Particulate Matter less than 10 Microns in Diameter
PL:	Planning Funds
RPO:	Rural Planning Organization
SAFETEA-LU:	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SIP:	State Implementation Plan (for air quality)
SMSA:	Standard Metropolitan Statistical Area
SOV:	Single Occupancy Vehicle
SPR:	State Planning and Research Funds
STAC:	Special Transit Advisory Commission
STP:	Surface Transportation Program
STP-DA:	Surface Transportation Program-Direct Allocation
TAC:	Transportation Advisory Committee
TARPO:	Triangle Area Rural Transportation Planning Organization
TAZ:	Traffic Analysis Zone
TCC:	Technical Coordinating Committee
TCM:	Transportation Control Measure
TDM:	Transportation Demand Management
TEA-21:	Transportation Efficiency Act for the 21st Century
TIFIA:	Transportation Infrastructure Finance and Innovation Act of 1998
TIGER:	Topologically Integrated Geographic Encoding and Reference File
TIP:	Transportation Improvement Program
TMA:	Transportation Management Area
TRM:	Triangle Regional Model
UA:	Urban Area
UCPRPO:	Upper Coastal Plain Rural Transportation Planning Organization
UPWP:	Unified Planning Work Program
USEPA:	United States Environmental Protection Agency
UZA:	Urbanized Area
V/C:	Volume to Capacity Ratio (measure of congestion on a road segment)
VMT:	Vehicle Miles of Travel
VOC:	Volatile Organic Compounds

2. Glossary

Administrative Modification—A minor revision to a long-range statewide transportation or metropolitan transportation plan, TIP, or STIP that includes minor changes to project/project phase costs, minor changes to funding sources of previously included projects, and minor changes to project/project phase initiation dates. An administrative modification is a revision that does not require public review and comment, redemonstration of fiscal constraint, or a conformity determination (in nonattainment and maintenance areas).

Amendment—A revision to a long-range statewide or metropolitan transportation plan, TIP, or STIP, that involves major change to a project included in a MTP, TIP, or STIP, including the addition or deletion of a project or a major change in project cost, project/project phase initiation dates, or a major change in design concept or design scope (e.g., changing project termini or the number of through traffic lanes). Changes to projects that are included only for illustrative purposes do not require an amendment. An amendment is a revision that requires public review and comment, redemonstration of fiscal constraint, or a conformity determination (for MTPs and TIPs involving “non-exempt” projects in nonattainment and maintenance areas). In the context of a long-range statewide transportation plan, an amendment is a revision approved by the state in accordance with its public involvement process.

Area Sources—Small stationary and non-transportation pollution sources that are too small and/or numerous to be included as point sources but may collectively contribute significantly to air pollution (e.g., dry cleaners).

Attainment Area—Any geographic area in which levels of a given criteria air pollutant (e.g., ozone, carbon monoxide, PM10, PM2.5, and nitrogen oxide) meet the health-based National Ambient Air Quality Standards (NAAQS) for that pollutant. An area may be an attainment area for one pollutant and a nonattainment area for others. A “maintenance area” (see definition below) is not considered an attainment area for transportation planning purposes.

Capacity—A transportation facility’s ability to accommodate a moving stream of people or vehicles in a given time period.

Capital Program Funds—Financial assistance from the transit major capital programs of 49 U.S.C. Section 5309. This program enables the Secretary of Transportation to make discretionary capital grants and loans to finance public transportation projects divided among fixed guideway (rail) modernization; construction of new fixed guideway systems and extensions to fixed guideway systems; and replacement, rehabilitation, and purchase of buses and rented equipment, and construction of bus-related facilities.

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Carbon Monoxide—A colorless, odorless, tasteless gas formed in large part by incomplete combustion of fuel. Human activities (i.e., transportation or industrial processes) are largely the source for CO emissions.

Clean Air Act (CAA)—The original Clean Air Act was passed in 1963, but the national air pollution control program is actually based on the 1970 revision of the law. The Clean Air Act as amended in 1990 made major changes and contains the most far-reaching revisions of the 1970 law.

Conformity (Air Quality)—A Clean Air Act (42 U.S.C. 7506[c]) requirement that ensures that federal funding and approval are given to transportation plans, programs and projects that are consistent with the air quality goals established by a State Implementation Plan (SIP). Conformity, to the purpose of the SIP, means that transportation activities will not cause new air quality violations, worsen existing violations, or delay timely attainment of the National Ambient Air Quality Standards (NAAQS). The transportation conformity rule (40 CRF part 93) sets forth policy, criteria, and procedures for demonstrating and assuring conformity of transportation activities.

Congestion Management Process (CMP)—A systematic approach required in transportation management areas (TMAs) that provides for effective management and operation, based on a cooperatively developed and implemented metropolitan-wide strategy of new and existing transportation facilities eligible for funding under title 23 U.S.C. and title 49 U.S.C. through the use of operational and management strategies. Provides information on transportation system performance and finds alternative ways to alleviate congestion and enhance the mobility of people and goods to levels that meet state and local needs.

Congestion Mitigation and Air Quality (CMAQ) Improvement Program—A federal-aid funding program created under ISTEA. Directs funding to projects that contribute to meeting national air quality standards. CMAQ funds generally may not be used for projects that result in the construction of new capacity available to single-occupancy vehicles.

Corridors—Highways, rail lines, and other exclusive-use facilities that connect major origins and destinations within the state and beyond.

Department of Transportation (DOT)—When used alone, indicates the U.S. Department of Transportation. In conjunction with a place name, indicates state, city, or county transportation agency (e.g., NC DOT).

Emissions Budget—The part of the State Implementation Plan (SIP) that identifies the allowable emissions levels, mandated by the National Ambient Air Quality Standards (NAAQS), for certain pollutants emitted from mobile, stationary, and area sources. The emissions levels are used for meeting emission reduction milestones, attainment, or maintenance demonstrations.

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Environmental Assessment (EA)—A document that must be submitted for approval by the U.S. Environmental Protection Agency and the U.S. Department of Transportation for transportation projects in which the significance of the environmental impact is not clearly established. An EA is required for all projects for which a Categorical Exclusion or Environmental Impact Statement is not applicable.

Environmental Impact Statement (EIS)—A document that must be submitted for approval by the U.S. Environmental Protection Agency and the U.S. Department of Transportation for transportation projects that significantly affect the human environment as defined by CEQ (Council on Environmental Quality) regulations. The type of actions which would normally require an EIS are: a new controlled access freeway; a highway project of four or more lanes on new location; new construction or extension of fixed rail transit facilities; and new construction or extension of a separate roadway for buses or high-occupancy vehicles not located within an existing highway facility.

Environmental Justice (EJ)—Environmental justice assures that services and benefits allow for meaningful participation and are fairly distributed to avoid discrimination. (See also “Title VI”)

Environmental Mitigation Activities—Strategies, policies, programs, actions, and activities that, over time, will serve to avoid, minimize, or compensate for (by replacing or providing substitute resources) the impacts on or disruption to elements of the human and natural environment associated with the implementation of a long-range statewide transportation plan or Metropolitan Transportation Plan. The human and natural environment includes, for example, neighborhoods and communities, homes and businesses, cultural resources, parks and recreation areas, wetlands and water sources, forested and other natural areas, agricultural areas, endangered and threatened species, and the ambient air. The environmental mitigation strategies and activities are intended to be regional in scope, and may not necessarily address potential project-level impacts.

Environmental Protection Agency—The federal regulatory agency responsible for administering and enforcing federal environmental laws, including the Clean Air Act, the Clean Water Act, the Endangered Species Act, and others.

Federal Highway Administration (FHWA)—A branch of the U.S. Department of Transportation that administers the federal-aid highway program, providing financial assistance to states to construct and improve highways, urban and rural roads, and bridges. The FHWA also administers the Federal Lands Highway Program, including survey, design, and construction of forest highway system roads, parkways and park roads, Indian reservation roads, defense access roads, and other Federal Lands roads.

Federal Transit Administration (FTA)—A branch of the U.S. Department of Transportation that administers federal funding to transportation authorities, local governments, and states to support a variety of locally planned, constructed, and operated public transportation systems

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throughout the U.S., including buses, subways, light rail, commuter rail, streetcars, monorail, passenger ferry boats, inclined railways, and people movers.

Financial Plan—The documentation required to be included with a Metropolitan Transportation Plan and Transportation Improvement Program (optional for the long-range statewide transportation plan and STIP) that demonstrates the consistency between reasonably available and projected sources of federal, state, local, and private revenues and the costs of implementing the proposed transportation system improvements.

Financial Programming—A short-term commitment of funds to specific projects identified in both the regional and the statewide Transportation Improvement Program.

Fiscal Constraint—Ensuring that a given program or project can reasonably expect to receive funding within the time allotted for its implementation. The Metropolitan Transportation Plan, Transportation Improvement Program, and State Transportation Improvement Program must include sufficient financial information for demonstrating that projects in the MTP, TIP, and STIP can be implemented using committed, available, or reasonably available revenue sources, with reasonable assurance that the federally supported transportation system is being adequately operated and maintained. For the TIP and the STIP, financial constraint/fiscal constraint applies to each program year. Additionally, projects in air quality nonattainment and maintenance areas can be included in the first two years of the TIP and STIP only if funds are “available” or “committed.”

Formula Capital Grants—Federal transit funds for transit operators, allocated by FTA, and used to purchase rolling stock (e.g., buses and trains) as well as design and construct facilities (e.g., shelters, transfer centers, etc.).

Geographic Information System (GIS)—Computerized data management system designed to capture, store, retrieve, analyze, and display geographically referenced information.

High-Occupancy Vehicle (HOV)—Vehicles carrying two or more people. The number that constitutes an HOV for the purposes of HOV highway lanes may be designated differently by different transportation agencies.

Intelligent Transportation Systems (ITS)—Electronics, photonics, communications, or information processing used singly or in combination to improve the efficiency or safety of a surface transportation system. The National ITS architecture is a blueprint for the coordinated development of ITS technologies in the U.S., providing a systems framework to guide the planning and deployment of ITS infrastructure.

Intermodal—The ability to connect, and connections between differing modes of transportation.

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Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA)—Legislative initiative by the U.S. Congress that restructured and authorized federal funding for transportation programs; provided for an increased role for regional planning commissions / MPOs in funding decisions; and required comprehensive regional and statewide long-term transportation plans.

Interstate Highway System (IHS)—The specially designated system of highways, begun in 1956, which connects the principal metropolitan areas, cities, and industrial centers of the United States. Also connects the U.S. to internationally significant routes in Canada and Mexico.

Land Use—Refers to the manner in which portions of land or the structures on them are used (or designated for use in a plan), i.e., commercial, residential, retail, industrial, etc.

Level of Service (LOS)—A qualitative assessment of a road's operating conditions. For local government comprehensive planning purposes, level of service means an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. Level of Service indicates the capacity per unit of demand for each public facility.

Livable Community—A neighborhood, community or region with compact, multi-dimensional land use patterns that ensure a mix of uses, minimize the impact of cars, and promote walking, bicycling and transit access to employment, education, recreation, entertainment, shopping and services.

Locally Administered Projects Program (LAPP)—The program used by the Capital Area MPO to distribute federal dollars to local governments for the implementation of transportation projects.

Long-Range Statewide Transportation Plan (LRSTP)—The official, statewide, multimodal transportation plan covering no less than 20 years developed through the statewide transportation planning processes.

Long-Range Transportation Plan (LRTP)—A document resulting from regional or statewide collaboration and consensus on a region's or state's transportation system, and serving as the defining vision for the region's or state's transportation systems and services. In metropolitan areas, this is the official multimodal transportation plan addressing no less than a 20-year planning horizon that is developed, adopted, and updated by the MPO through the metropolitan transportation planning process.

Maintenance Area—Any geographic region of the United States that the EPA previously designated as a nonattainment area for one or more pollutants pursuant to the CAA Amendments of 1990, and subsequently redesignated as an attainment area subject to the requirement to develop a maintenance plan under section 175A of the CAA, as amended.

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Metropolitan Planning Area—The geographic area determined by agreement between the metropolitan planning organization (MPO) for the area and the Governor, in which the metropolitan transportation planning process is carried out.

Metropolitan Planning Organization (MPO)—The policy board of an organization created and designed to carry out the metropolitan transportation planning process for urbanized areas with populations greater than 50,000, and designated by local officials and the Governor of the state.

Metropolitan Transportation Plan (MTP)—The official multimodal transportation plan addressing no less than a 20-year planning horizon that is developed, adopted and updated by the MPO through the metropolitan transportation planning process.

Mode—A specific form of transportation, such as automobile, subway, bus, rail, air, bicycle, or foot.

Multimodal Transportation—Denotes the use of more than one mode to serve transportation needs in a given area.

National Ambient Air Quality Standards (NAAQS)—Federal standards that set allowable concentrations and exposure limits for various pollutants. The EPA established these standards pursuant to section 109 of the CAA. Air quality standards have been established for the following six criteria pollutants: ozone (or smog), carbon monoxide, particulate matter, nitrogen dioxide, lead, and sulfur dioxide.

National Environmental Policy Act of 1969 (NEPA)—Established requirements that any project using federal funding or requiring federal approval, including transportation projects, examine the effects of proposed and alternative choices on the environment before a federal decision is made.

Nonattainment Area (NAA)—A geographic region of the United States that has been designated by the EPA as a nonattainment area under section 107 of the CAA for any pollutants for which an NAAQS exists, meaning that federal air quality standards are not being met.

Operational and Management (M&O) Strategies—Actions and strategies aimed at improving the performance of existing and planned transportation facilities to relieve congestion and maximize the safety and mobility of people and goods.

Ozone (O₃)—Ozone is a colorless gas with a sweet odor. It is a secondary pollutant formed when VOCs and NO_x combine in the presence of sunlight. Ozone is associated with smog or haze conditions. Although the ozone in the upper atmosphere protects us from harmful ultraviolet rays, ground-level ozone—resulting from human and natural sources—produces an unhealthy environment in which to live.

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Particulate Matter (PM-10 and PM 2.5)—Particulate matter consists of airborne solid particles and liquid droplets. Particulate matter may be in the form of fly ash, soot, dust, fog, fumes, etc. These particles are classified as "coarse" if they are smaller than 10 microns, or "fine" if they are smaller than 2.5 microns. Coarse airborne particles are produced during grinding operations, or from the physical disturbance of dust by natural air turbulence processes, such as wind. Fine particles can be a by-product of fossil fuel combustion, such as diesel and bus engines. Fine particles can easily reach remote lung areas, and their presence in the lungs is linked to serious respiratory ailments such as asthma, chronic bronchitis, and aggravated coughing. Exposure to these particles may aggravate other medical conditions such as heart disease and emphysema and may cause premature death. In the environment, particulate matter contributes to diminished visibility and particle deposition (soiling).

Performance Measures—Indicators of how well the transportation system is performing with regard to such measures as average speed, reliability of travel, and accident rates. Used as feedback in the decision-making process.

Planning Funds (PL)—Primary source of funding for metropolitan planning administered by the FHWA.

Public Participation/Public Involvement—The active and meaningful involvement of the public in the development of transportation plans and programs.

Regional Councils of Governments (COG)—Regional councils of governments are multipurpose, multijurisdictional public organizations. Created by local governments to respond to federal and state programs, regional councils bring together participants at multiple levels of government to foster regional cooperation, planning and service delivery. They may also be called planning commissions, development districts, or other names, and may or may not include the structure and functions of Metropolitan Planning Organizations (MPOs).

Regionally Significant Facility—A facility that connects urban, urbanizing or rural areas within multi-county regions, provides connections from regional activity centers to a strategic intermodal system (SIS)/emerging SIS, or otherwise serves important regional travel. Examples of regionally significant facilities could include highway, waterway, rail and transit corridors serving major regional commercial, industrial or medical facilities; and regional transportation hubs such as passenger terminals (e.g., commuter rail, light rail, intercity transit, intermodal transfer centers, etc.), commercial service and major general aviation airports, deepwater and special generator seaports, and major regional freight terminals and distribution centers.

SAFETEA-LU—The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). SAFETEA-LU authorized the federal surface transportation programs for highways, highway safety, and transit for the 5-year period 2005-2009.

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Sources (Pollution)—Refers to the origin of air contaminants. Can be point (coming from a defined site) or nonpoint (coming from many diffuse sources). Stationary sources include relatively large, fixed facilities such as power plants, chemical process industries, and petroleum refineries. Area sources are small, stationary, non-transportation sources that collectively contribute to air pollution, and include such sources as dry cleaners and bakeries, surface coating operations, home furnaces, and crop burning. Mobile sources include on-road vehicles such as cars, trucks, and buses; and off-road sources such as trains, ships, airplanes, boats, lawnmowers, and construction equipment. Common mobile source-related pollutants are carbon monoxide (CO), hydrocarbons (HC), nitrogen oxides (NOx), and particulate matter (PM-10 and PM 2.5).

Stakeholders—Individuals and organizations involved in or affected by the transportation planning process. Includes federal/state/local officials, MPOs, transit operators, freight companies, shippers, users of the transportation infrastructure, and the general public.

State Implementation Plan (SIP)—The portion (or portions) of the implementation plan (as defined in section 302[q] of the CAA), or most recent revision thereof, which has been approved under section 110 of the CAA, or promulgated or approved under section 301(d) of the CAA and which implements the relevant requirements of the CAA. Although the SIP is produced by the state environmental agency (not the MPO) to monitor, control, maintain, and enforce compliance with the NAAQS, it must also be taken into account in the transportation planning process.

State Infrastructure Bank (SIB)—A revolving fund mechanism for financing a wide variety of highway and transit projects through loans and credit enhancement. SIBs are designed to complement traditional federal-aid highway and transit grants by providing states increased flexibility for financing infrastructure investments.

State Planning and Research Funds (SPR)—Primary source of funding for statewide long-range planning, administered by the FHWA.

Statewide Transportation Improvement Program (STIP)—A statewide prioritized listing/program of transportation projects covering a period of four years that is consistent with the long-range statewide transportation plan (LRSTP), metropolitan transportation plans (MTPs), and transportation improvement plans (TIPs), and is required for projects to be eligible for funding under title 23 U.S.C. and title 49 U.S.C. Chapter 53.

Strategic Intermodal System (SIS)—A transportation system comprised of facilities and services of statewide and interregional significance, including appropriate components of different modes.

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Surface Transportation Program (STP)—Federal-aid highway funding program that supports a broad range of surface transportation capital needs, including many roads, transit, sea and airport access, vanpool, bike, and pedestrian facilities.

Technical Coordinating Committee (TCC)—Staff-level body that provides technical analysis and recommendations to the Transportation Advisory Committee (TAC) of the Capital Area MPO.

Telecommuting—Employment utilizing electronic communications (by telephone, computer, fax, etc.) with a physical office, either from home or from another site, instead of traveling to and working in the office.

Title VI—Title VI of the Civil Rights Act of 1964 prohibits discrimination in any program receiving federal assistance. (See "Environmental Justice.")

Transportation Advisory Committee (TAC)—Decision-making executive board for the Capital Area MPO, comprised of elected and appointed officials from member agencies.

Transportation Control Measure (TCM)—Any measure that is specifically identified and committed to in the applicable SIP that is either one of the types listed in section 108 of the CAA or any other measure for the purpose of reducing emissions or concentrations of air pollutants from transportation sources by reducing vehicle use or changing traffic flow or congestion conditions. Notwithstanding the above, vehicle technology-based, fuel-based, and maintenance-based measures that control the emissions from vehicles under fixed traffic conditions are not TCMs.

Transportation Demand Management (TDM)—Programs designed to reduce demand for transportation through various means, such as the use of public transit and of alternative work hours.

Transportation Improvement Program (TIP)—A prioritized listing/program of transportation projects covering a period of four years (or more) that is developed by an MPO as part of the metropolitan transportation planning process, consistent with the metropolitan transportation plan (MTP), and required for projects to be eligible for funding under title 23 U.S.C. and title 49 U.S.C. Chapter 53.

Transportation Infrastructure Finance and Innovation Act of 1998 (TIFIA)—A federal credit program under which the DOT may provide three forms of credit assistance—secured (direct) loans, loan guarantees, and standby lines of credit – for surface transportation projects of national or regional significance. The fundamental goal is to leverage federal funds by attracting substantial private and non-federal co-investment in critical improvements to the nation's surface transportation system.

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Transportation Management Area (TMA)—An urbanized area with a population of 200,000 or more, as defined by the U.S. Bureau of the Census and designated by the Secretary of Transportation, or any additional area where TMA designation is requested by the Governor and the MPO and designated by the U.S. Secretary of Transportation.

Trust Fund—A fund credited with receipts that are held in trust by the government and earmarked by law for use in carrying out specific purposes and programs in accordance with an agreement or a statute.

Unified Planning Work Program (UPWP)—A statement of work identifying the planning priorities and activities to be carried out within a metropolitan planning area. At a minimum, a UPWP includes a description of the planning work and resulting products, who will perform the work, time frames for completing the work, the cost of the work, and the source(s) of funds.

Urbanized Area (UZA)—A geographic area with a population of 50,000 or more, as designated by the U.S. Bureau of the Census.

Visualization Techniques—Methods used by states and MPOs in the development of transportation plans and programs with the public, elected and appointed officials, and other stakeholders in a clear and easily accessible format such as maps, pictures, and/or other displays to promote improved understanding of existing or proposed transportation plans and programs.

Primary Source: *The Transportation Planning Process: Key Issues*, FHWA/FTA

IX. Index



Morrisville Carpenter Road at NC Highway 54 in Morrisville

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Looking south on Fayetteville Street in downtown Raleigh

1. **Federal and State Highway and Transit Funding Programs**
2. **Links to Reference Materials**

Guide to Policies, Procedures and Products

1. Federal and State Highway and Transit Funding Programs

The table below provides information on Federal Highway Administration (FHWA), Federal Transit Administration (FTA), and selected state funding programs that can be used for highway and transit projects.

Agency	Program	Purpose	Eligible Uses	Matching Requirements	Notes/Comments
FHWA	National Highway System (NHS)	Improvements to rural and urban roads that are part of the NHS, including the Interstate System and designated connections to major intermodal terminals. Under certain circumstances, NHS funds may also be used to fund transit improvements in NHS corridors.	Expanded NHS eligibility includes: environmental restoration and pollution abatement, control of terrestrial and aquatic noxious weeds, and establishment of native species.	The federal share is generally 80%. 90% for Interstate projects that add high occupancy vehicle or auxiliary lanes (but not other lanes). Certain safety improvements listed in 23 USC 120(c) have a federal share of 100%.	A state may transfer up to 50% of its NHS apportionment to its Interstate Maintenance, Surface Transportation (STP), Congestion Mitigation and Air Quality Improvement, Highway Bridge Replacement and Rehabilitation, or Recreational Trails apportionment. Up to 100% may be transferred to the STP if approved by the Secretary, and with sufficient notice and opportunity for public comment.
	Surface Transportation Program (STP)	Flexible funding that may be used by states and localities for projects on any Federal-Aid highway, including the NHS, bridge projects on any public road, transit capital projects, and intra- and intercity bus terminals and facilities.	Existing STP eligibilities were continued, plus the following: advanced truck stop electrification systems; projects related to high accident rate, high congestion intersections; environmental restoration and pollution abatement; control of terrestrial and aquatic noxious weeds and establishment of native species.	The federal share is generally 80%. 90% for Interstate projects that add high occupancy vehicle or auxiliary lanes (but not other lanes). Certain safety improvements listed in 23 USC 120(c) have a federal share of 100%.	

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Agency	Program	Purpose	Eligible Uses	Matching Requirements	Notes/Comments
	Interstate Maintenance Program (IM)	Resurfacing, restoring, rehabilitating and reconstructing (4R) most routes on the Interstate System.	Projects on routes on the Interstate System, except those added under 23 USC 103(c)(4)(A) that were not previously designated future Interstate under former 23 UCS 139(b), as well as any segments that become part of the Interstate System under Section 1105(e)(5) of ISTEA are eligible for funding.	The Federal share is 90 percent. Certain safety improvements listed in 23 USC 120(c) have a Federal share of 100 percent.	A state may transfer up to 50% of its IM apportionment to its National Highway System, Surface Transportation, Congestion Mitigation and Air Quality Improvement, Highway Bridge Replacement and Rehabilitation, or Recreational Trails apportionment.
	Transportation Enhancement (TE)	To strengthen the cultural, aesthetic, and environmental aspects of the Nation's intermodal transportation system.	Must meet at a minimum two basic Federal requirements: 1) Be one of 12 designated TE activities (see Comments), and 2) Relate to surface transportation.	Generally, the federal share is 80%, but this may be achieved on an aggregate rather than project-by-project basis. Funds from other federal agencies and the value of other contributions may be credited toward the non-federal share of a transportation enhancement project or group of such projects, but the aggregate effect may not exceed an 80% federal share.	TE activities defined: 1) Provision of facilities for pedestrians and bicycles; 2) Provision of safety and educational activities for pedestrians and bicyclists; 3) Acquisition of scenic easements and scenic or historic sites (including historic battlefields); 4) Scenic or historic highway programs (including the provision of tourist and welcome center facilities); 5) Landscaping and other scenic beautification; 6) Historic preservation; 7) Rehabilitation and operation of historic transportation buildings, structures, or facilities (including historic railroad facilities and canals); 8) Preservation of abandoned railway corridors (including the conversion and use of the corridors for pedestrian or bicycle trails); 9) Inventory, control, and removal of outdoor advertising; 10) Archaeological planning and research; 11) Environmental mitigation to address water pollution due to highway runoff; or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity; and, 12) Establishment of transportation museums.

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Agency	Program	Purpose	Eligible Uses	Matching Requirements	Notes/Comments
	Congestion Management and Air Quality Improvement (CMAQ)	Funding for projects and programs in air quality nonattainment and maintenance areas for ozone, carbon monoxide (CO), and particulate matter (PM-10, PM-2.5) which reduce transportation related emissions.	Funding is available for areas that do not meet the National Ambient Air Quality Standards (nonattainment areas) as well as former nonattainment areas that are now in compliance (maintenance areas).	The federal share is generally 80%. 90% for Interstate projects.	SAFETEA-LU requires states and MPOs to give priority in distributing CMAQ funds to diesel engine retrofits, and other cost-effective emission reduction and congestion mitigation activities that improve air quality.
	Highway Bridge Program (HBP)	Funding to enable states to improve the condition of their highway bridges through replacement, rehabilitation, and systematic preventive maintenance.	Systematic preventive maintenance on Federal-aid and non-Federal-aid highway systems; states may carry out projects for the installation of scour countermeasures or systematic preventive maintenance without regard to whether the bridge is eligible for rehabilitation or replacement.	The federal share is generally 80%. 90% for Interstate projects.	
	Safe Routes to Schools (SRTS)	To enable and encourage children, including those with disabilities, to walk and bicycle to school; to make walking and bicycling to school safe and more appealing; and to facilitate the planning, development and implementation of projects that will improve safety, and reduce traffic, fuel consumption, and air pollution in the vicinity of schools.	For infrastructure related projects, eligible activities are the planning, design, and construction of projects that will substantially improve the ability of students to walk and bicycle to school. These include sidewalk improvements, traffic calming and speed reduction improvements, pedestrian and bicycle crossing improvements, on-street bicycle facilities, off-street bicycle and pedestrian facilities, secure bike parking, and traffic diversion improvements in the vicinity of schools (within approximately 2 miles).	The federal share is 100%.	Each state must set aside from its SRTS apportionment not less than 10 percent and not more than 30 percent of the funds for noninfrastructure-related activities to encourage walking and bicycling to school. These include public awareness campaigns and outreach to press and community leaders, traffic education and enforcement in the vicinity of schools, student sessions on bicycle and pedestrian safety, health, and environment, and training, volunteers, and managers of safe routes to school programs. Each State receiving program funds must use a sufficient amount of the funds to fund a full-time position of coordinator of the State's safe routes to school program.

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Agency	Program	Purpose	Eligible Uses	Matching Requirements	Notes/Comments
FTA	Urbanized Area Formula Program (5307)	Funding for transit capital and operating assistance in urbanized areas, and for transportation-related planning.	Planning, engineering design and evaluation of transit projects and other technical transportation-related studies; capital investments in bus and bus-related activities such as replacement, overhaul, or rebuilding of buses, crime prevention and security equipment, and construction of maintenance and passenger facilities; and capital investments in new and existing fixed guideway systems.	The federal share is generally 80% for capital projects. The federal share may not exceed 50 percent of the net project cost of operating assistance.	Operating assistance is not an eligible expense for systems in areas of 200,000 or more in population. The Federal share may be 90 percent for the cost of vehicle-related equipment attributable to compliance with the Americans With Disabilities Act and the Clean Air Act, and for certain bicycle-related projects.
	Non-Urbanized Area Formula Program (5311)	Funding to states for the purpose of supporting public transportation in rural areas, with population of less than 50,000.	Capital projects; operating costs of equipment and facilities for use in public transportation; administrative expenses, and the acquisition of public transportation services, including service agreements with private providers of public transportation services.	The federal share is generally 80% for capital projects. The federal share may not exceed 50 percent of the net project cost of operating assistance.	Projects that meet the requirements of the Americans with Disabilities Act, the Clean Air Act, or bicycle access projects may be funded at 90 percent Federal match. The state must use 15 percent of its annual apportionment to support intercity bus service, unless the Governor certifies, after consultation with affected intercity bus providers, that the state's needs are adequately met.

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Agency	Program	Purpose	Eligible Uses	Matching Requirements	Notes/Comments
	Capital Program—Bus Earmark (5309)	Provides capital assistance for new and replacement buses, related equipment, and facilities.	Purchasing of buses for fleet and service expansion, bus maintenance and administrative facilities, transfer facilities, bus malls, transportation centers, intermodal terminals, park-and-ride stations, acquisition of replacement vehicles, bus rebuilds, bus preventive maintenance, passenger amenities, accessory and miscellaneous equipment such as fare boxes, computers and shop and garage equipment.	The federal share of eligible capital costs is 80 percent of the net capital project cost, unless the grant recipient requests a lower percentage. The Federal share may exceed 80 percent for certain projects related to the ADA, the Clean Air Act (CAA), and certain bicycle projects.	Historically, the program has been fully earmarked. However, if the program is not fully earmarked, unallocated or discretionary funds may be available. Such funds may be allocated at the discretion of the Secretary of Transportation.
	Capital Program—New Starts/Small Starts (5309(b)1)	The New Starts program provides funds for construction of new fixed guideway systems or extensions to existing fixed guideway systems. The Small Starts program provides funds to capital projects that either (a) meet the definition of a fixed guideway for at least 50 percent of the project length in the peak period or (b) are corridor-based bus projects with 10 minute peak/15 minute off-peak headways or better while operating at least 14 hours per weekday.	Light rail, rapid rail (heavy rail), commuter rail, monorail, automated fixed guideway system (such as a “people mover”), or a busway/high occupancy vehicle (HOV) facility, or an extension of any of these.	The statutory match for New Starts funding is 80 percent federal, 20 percent local. However, FTA continues to encourage project sponsors to request a federal New Starts funding share that is as low as possible.	Historically, the program has been fully earmarked. However, if unallocated or discretionary funds are available, those funds may be allocated at the discretion of the Secretary of Transportation.
	Elderly and Disabled Program (5310)	To provide transportation services that meet the needs of elderly persons and persons with disabilities for whom mass transportation services are unavailable, insufficient or inappropriate.	Funds are available for the purchase of vehicles and related capital equipment, and for operating expenses. Grants are made primarily to non-profit organizations.	The federal share is up to 80% for capital projects, and 50% for operating assistance projects. For capital projects, the state will provide 10%. Local sources must provide 10% of capital expenses, and 50% of operating expenses.	These projects are awarded by the NCDOT Public Transportation based on a “call” for project proposals.

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Agency	Program	Purpose	Eligible Uses	Matching Requirements	Notes/Comments
	Job Access and Reverse Commute Program (JARC) (5316)	To assist in developing new or expanded transportation services such as shuttles, vanpools, guaranteed rides home, or connector/feeder services that connect employees to jobs and other employee-related services.	Job Access projects are targeted at developing services for welfare recipients and/or low-income persons. Reverse Commute projects can provide transportation services to suburban or rural employment locations for all populations.	The federal share is up to 80% for capital projects, and 50% for operating assistance projects. For capital projects, the state will provide 10%. Local sources must provide 10% of capital expenses, and 50% of operating expenses.	These projects are awarded by both CAMPO and the NCDOT Public Transportation Division based on a “call” for project proposals.
	New Freedom Program (5317)	To encourage services and facility improvements to address the transportation needs of persons with disabilities beyond those required by the Americans with Disabilities Act (ADA).	Funds are available for both capital and operating costs for projects aimed at overcoming existing barriers facing persons with disabilities who are seeking integration into the work force and full participation in society.	The federal share is up to 80% for capital projects, and 50% for operating assistance projects. For capital projects, the state will provide 10%. Local sources must provide 10% of capital expenses, and 50% of operating expenses.	These projects are awarded by both CAMPO and the NCDOT Public Transportation Division based on a “call” for project proposals.
NCDOT	Governor’s Highway Safety Program (GHSP)	To promote highway safety awareness and reduce the number of traffic crashes in the state of North Carolina through the planning and execution of safety programs.	Must be for highway safety purposes only, must be necessary and reasonable; funding is performance-based, substantial progress in reducing crashes, injuries and fatalities is required as a condition of continued funding.	All funding is considered to be “seed money” to get programs started. The grantee is expected to provide a portion of the project costs and is expected to continue the program after GHSP funding ends.	Funding is on a reimbursement basis, grantee must pay for all expenses upfront, then submit a reimbursement request to receive the funds; funding can’t be used to replace or supplant existing expenditures, nor can it be used to carry out the general operating expenses of the grantee.
	Elderly and Disabled Transportation Assistance Program (EDTAP)	To provide operating assistance funding for the transportation of the state’s elderly and disabled citizens.	Funds are to be used for trips or other services, not for capital or administrative expenses.	Funds are allocated to counties by formula. The funds can be used for up to 100% of the cost of the trips.	An elderly person is defined as one 60 or more. A disabled person is defined as one who has a physical or mental impairment that substantially limits one or more major life activities. EDTAP funds cannot be transferred to either the EMPL or RGP programs.

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Agency	Program	Purpose	Eligible Uses	Matching Requirements	Notes/Comments
	Employment Transportation Assistance Program (EMPL)	To help DSS (Division of Social Services) clients that transitioned off Work First or TANF (Transportation Assistance for Needy Families) in the last 12 months, Workforce Development Program participants, and/or the general public to travel to work, employment training and/or other employment related destinations.	Funds are to be used for operational activities, not for capital or administrative expenses.	Funds are allocated to counties by formula. The funds can be used for up to 100% of the cost of the trips.	EMPL funds cannot be transferred to either the EDTAP or RGP programs unless the County Manager certifies that there are no employment transportation needs for trips or services in the county.
	Rural General Public Program (RGP)	To provide transportation services for individuals from the county who do not have a human service agency or organization that will pay for the transportation service.	Funds are to be used for operational activities, not for capital or administrative expenses.	Funds are allocated to counties by formula. The funds can be used for up to 90% of the cost of the service. The remaining 10% must come from local sources.	RGP funds cannot be transferred to any other program.

Note: the North Carolina *Equity Formula* must be satisfied in the funding of transportation projects across the state. (NC General Statute 136-17.2A established a distribution formula governing virtually all federal and state transportation funds spent in North Carolina. Seven distribution regions were created by pairing two highway divisions (generally an urban and a rural) into each region. Funds are then distributed based upon the following formula: 25% on the estimated number of unbuilt Intrastate System miles in the region; 50% on the population; and 25% equal share for each region. Urban loop projects are specifically exempt from the formula.)

2. Links to Reference Materials

This appendix provides links to reference materials, organized by chapter.

Chapter II

1. *The Transportation Planning Process: Key Issues*. Transportation Planning Capacity Building Program, FHWA/FTA (September 2007):
<http://www.planning.dot.gov/documents/BriefingBook/BBook.htm>.
2. Public Law 109-59: Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU): http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109_cong_public_laws&docid=f:publ059.109.pdf.
3. United States Code (U.S.C.): Title 23, Section 134—Metropolitan planning:
http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=browse_usc&docid=Cite:+23USC134.
4. 49 U.S.C. §5303 et seq.—Metropolitan planning (formerly 49 U.S.C.1607):
<http://www.gpo.gov/fdsys/pkg/USCODE-2007-title49/pdf/USCODE-2007-title49-subtitleIII-chap53-sec5303.pdf>.
5. 23 U.S.C. §135—Statewide planning: http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=browse_usc&docid=Cite:+23USC135.
6. 23 U.S.C. §149—Congestion Mitigation and Air Quality Improvement Program:
http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=browse_usc&docid=Cite:+23USC149.
7. 42 U.S.C. §7401 et seq.—Code for Clean Air Act: <http://frwebgate.access.gpo.gov/cgi-bin/usc.cgi?ACTION=BROWSE&TITLE=42USCC85>.
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