



CAPITAL AREA METROPOLITAN PLANNING ORGANIZATION EXECUTIVE BOARD MEMO

From: Bret Martin, Wake Transit Program Manager, Capital Area MPO

To: Wake County Transit Planning Advisory Committee (TPAC)

Re: Commuter Rail Transit (CRT) Project Sponsor Designation

The TPAC-commissioned core technical team (CTT) for the fixed guideway corridors major investment study (MIS) is pressing forward on its high-level, regional-scale evaluation of operations and station area alternatives for the commuter rail transit (CRT) component of the study. The CTT is currently in the process of transitioning from an evaluation of national peers, travel demand, and existing conditions along the corridor toward the development of system performance standards/targets, an evaluation framework, and the identification and evaluation of initial CRT operating and station area alternatives. To keep the study of the CRT corridor moving forward to support implementation of a project within the corridor by FY 2027 (the horizon year of the Wake Transit Plan), it is appropriate for the TPAC and the CAMPO Executive Board to begin the process of designating a project sponsor. The project sponsor would take on the responsibility of further developing a viable project, interfacing with the Federal Transit Administration (FTA) for any federal grants being pursued, and managing engineering, right-of-way acquisition, construction, or any other subsequent phases of project implementation toward an end of effectuating and operating CRT service. In effect, project sponsors absorb an ownership or lead role over certain phases of a project's execution to ultimately bring the project to fruition.

CAMPO staff has received a memo from the contracted consultant for the fixed guideway corridors major investment study that recommends through supporting justification that GoTriangle be designated as the project sponsor for any viable CRT projects with independent utility that may be delineated within the MIS study corridor. This memo is provided as **Exhibit A** of this memo. The high-level points of support outlined in the memo for GoTriangle to serve in this capacity include:

- 1) An existing organizational structure exhibiting an appropriate configuration to support the necessary technical capacity to implement the project;
- 2) The ability to leverage existing resources for a similar major capital transit project (i.e., Durham-Orange Light Rail);
- 3) Existing familiarity with and relationship with major partners that would be involved in project implementation (i.e., North Carolina Railroad, DCHC MPO, CAMPO, FTA, NCDOT, and impacted local government jurisdictions); and
- 4) Existing presence as a multi-jurisdictional transit provider with a board composed of regional representation.

CAMPO has been assigned as the lead agency responsible for administering the process of designating project sponsors for Wake County Transit Plan projects, and the CAMPO Executive Board has been designated as the appropriate authority for effectuating project sponsor designations

for the plan's CRT project. At the October 17th Executive Board meeting, the Board took unanimous action to invite GoTriangle to serve as project sponsor for any CRT projects with independent utility that may be delineated within the MIS study corridor from Garner to western Durham (**Exhibit B**). The GoTriangle Board of Trustees responded to the CAMPO Executive Board on October 24, 2018, with a unanimous vote, to accept the project sponsor designation.

With the invitation from the CAMPO Executive Board for GoTriangle to serve as project sponsor for a CRT project, it was understood by the Board that a viable CRT project corridor or preliminary locally preferred alternative with logical termini, independent utility, and regional mobility benefits will need to be delineated from the MIS study corridor from Garner to western Durham before a final project sponsor designation can be finalized. It was also understood by the Executive Board that GoTriangle will develop a high-level plan detailing how it will transition from the high-level alternatives analyses associated with the MIS to undertaking project development activities (**Exhibit C**).

The TPAC is asked to consider recommending approval to the CAMPO Executive Board for GoTriangle to be designated as project sponsor for any CRT projects with independent utility, subject to the guidance of the FTA, that may be delineated within the MIS study corridor from Garner to western Durham.

EXHIBIT A

Major Transit Investment – Draft CRT Project Sponsor Justification 10-31-2018 Wake and Durham County Transit Plan

INTRODUCTION

The purpose of this document is to identify the appropriate Project Sponsor(s) for the proposed Wake-Durham Commuter Rail Transit (CRT) project. Based on the regional context, oversight and management capacity required to successfully implement and manage a major capital transit investment like CRT, the professional recommendation of the Wake County Major Transit Investment consultant team is that GoTriangle serve as the Project Sponsor for the commuter rail corridor.

DURHAM AND WAKE TRANSIT PLAN

Wake County voters chose in November 2016 to invest in the Wake Transit Plan with a half-cent transit-designated sales tax. The Wake Transit Plan was sponsored by Wake County, with participation from 10 regional partners. The Wake Transit Plan goals included: connecting all Wake County communities as well as the region, enhancing access to transit and provide frequent, and creating reliable urban mobility. The adopted plan recommends both long-range and near-term solutions for the region, focusing on tripling countywide bus service, increasing the number of high frequency routes running every 15 minutes or less, and adding bus rapid transit (BRT) and commuter rail systems within the next 10 years.

Durham County commissioners supported a transit referendum for the county, and Durham County voters approved it in 2011 in conjunction with the adoption that year of the county's Bus and Rail Investment Plan, which included a commuter rail component to Wake County. In 2017, the county commissioners, the DCHC MPO, and GoTriangle adopted the. In 2017, the county commissioners, the DCHC MPO, and GoTriangle adopted the Durham County Transit Plan, which includes a CRT project that connects Durham with RTP, Cary, Raleigh, and Garner, providing a reliable alternative to the congested transportation links between these major job centers. The vision of the Durham County Transit Plan is the creation of an exceptional public transportation system with commuter rail, light rail, bus rapid transit, and local and regional bus services, linked together and integrated with communities through good pedestrian and bike access. Durham County leaders consider implementation of the Wake-Durham CRT project vital to this vision and the future transportation system in Durham and the Triangle region.

Commuter rail typically operates between central cities and their suburbs and has longer routes, more distant station spacing, higher operating speeds, and higher passenger capacities per trip compared to other rail and bus modes. Service is generally offered all day, with the most frequent service operated during AM and PM peak periods to serve journey-to-work markets. The plans envision that commuter rail would operate along the North Carolina Railroad Corridor for 37 miles between western Durham and southeastern Garner.

The implementation of the high-frequency bus network recommended in the Wake Transit Plan is predominantly related to improved service operations, while the high capacity system of BRT and commuter rail projects will require major capital investment in the order of tens of millions of dollars or more. Major capital projects, such as these, that will have lasting impact on the transportation infrastructure and operations within the corridors are common candidates for formal environmental review processes, as required by the National Environmental Protection Act (NEPA). They may also be eligible for federal grants for capital construction. Under the Fixing America's Surface Transportation Act (FAST), state or local government authorities eligible to apply for such capital funding grants are called Project Sponsors.

1 Project Development and Project Sponsorship

Project Development (PD) is the general term for the process of advanced planning, preliminary engineering design, environmental compliance review, and execution of critical agreements and permits required to begin construction of major capital investment projects. In the case of FTA New Start projects, Project Development can

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also include final engineering design. It is also a locally driven process, having input from members of the community, key agencies, and stakeholders throughout the development and refinement of the project, also known as a locally preferred alternative (LPA).

The Project Sponsor is the municipality or agency who is initiating the PD process and taking primary responsibility for the oversight and management of the project, including completing any required environmental compliance. Overall, the Project Sponsor must be able to demonstrate that it has the technical capacity and resources to successfully develop, implement, and manage the CRT program.

PROJECT SPONSOR CONSIDERATIONS

The duties of the Project Sponsor will evolve over the course of the PD process as the needs of the project change. The resources that are required at different phases of the project life cycle have common skill sets related to Project Development and Implementation, Operations and Maintenance, or Funding and Administration.

It is ideal to identify a Project Sponsor who has an experienced organization and staff capable of consistently managing the different tasks and activities in these three areas. Some of the many considerations that must be addressed for the proposed CRT project include, but are not limited to:

<ul style="list-style-type: none"> Coordinate potential adjustments and relocations with affected utility holders 	<ul style="list-style-type: none"> Develop procurement packages and execute contracts for design, construction and vehicle acquisition
<ul style="list-style-type: none"> Coordinate and execute all permits as well as interagency and municipal agreements 	<ul style="list-style-type: none"> Engage stakeholders and members of the community for input on needs, goals, and solutions
<ul style="list-style-type: none"> Coordinate potential easements and acquisitions with affected property owners 	<ul style="list-style-type: none"> Initiate the programming of local funds to support construction and continued operations
<ul style="list-style-type: none"> Coordinate with the development community to leverage potential public private partnerships 	<ul style="list-style-type: none"> Pursue outside and innovative funding opportunities
<ul style="list-style-type: none"> Develop and implement transit supportive land use policies* 	<ul style="list-style-type: none"> Resolve design, construction and operating conflicts with partners and stakeholders

*The development and implementation of transit-supportive land use policies along the Wake-Durham CRT MIS study corridor is ultimately the responsibility of local government jurisdictions with land use control authority and not GoTriangle.

Of the available agencies that have presented a desire to serve as a Project Sponsor, GoTriangle is best positioned to effectively manage all phases and aspects of the Wake-Durham Transit CRT program and are well-suited to accommodate most of the considerations in the table above. GoTriangle will use the full depth of its departmental resources to implement the CRT program. Key departments and relationships within the agency’s organization include, but are not limited to: Administration & Management, Capital Development, Communications & Public Affairs, Regional Services Development, Transit Operations, and Office of General Counsel. These departments are organized within various groups accountable to the GoTriangle Board of Trustees. In addition, the CRT project spans both Wake and Durham Counties, and GoTriangle is well suited as the regional transit provider in the Triangle.

The following sections outline the general resources and coordinated roles that the Project Team from GoTriangle can offer as during the three phases of the project life cycle.

Project Development and Implementation

GoTriangle’s Capital Development department would be best positioned to be the primary manager of all phases of implementation of the CRT project. The Capital Development department leads the expansion and improvement of GoTriangle’s regional transit network by producing the highest quality facilities and systems for its

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customers by advancing regional transportation planning. Capital Development participates in the development and maintenance of the Triangle Regional Travel Model, implementing Regional Public Transit Capital Projects, supporting outreach programs and stakeholder and public involvement, and providing technical assistance to municipalities for their facilitation of transit-oriented land use policies and development in and around station areas.

As a Project Sponsor, the detailed design of the CRT projects would be managed by GoTriangle staff familiar with transit planning, railroad engineering and construction, as well as traffic engineering. They have familiarity and experience in coordinating traffic operations, engineering design, permitting, and construction oversight for large capital projects. They also have direct access to information regarding the complimentary Durham-Orange Light Rail Project along part of the corridor for resource sharing opportunities. As the CRT corridor crosses multiple jurisdictions, GoTriangle staff is well positioned to work with cooperating agencies and stakeholders throughout the PD process to ensure the continued operational and maintenance needs of the projects are appropriately provided for.

GoTriangle's management team is also well positioned to leverage GoTriangle relationships with host railroads to coordinate CRT while respecting and preserving the current and future freight and intercity passenger rail services along the corridor. Host railroads will be a critical partner in the implementation of CRT along the North Carolina Railroad corridor.

Operations and Maintenance

For smaller commuter rail systems, transit agencies are generally responsible for oversight/regulatory compliance and are not involved in the direct, day-to-day operational and maintenance activities required in providing commuter rail service. Instead, for most newer and smaller commuter rail systems, these services are performed under contract with a service provider. Like for many smaller commuter rail systems, GoTriangle is well positioned for an oversight and regulatory role in managing CRT operations and maintenance. It is recommended that GoTriangle investigate during project development various commuter rail operations and maintenance scenarios in order to inform the agency or organization eventually assigned for operations and maintenance of commuter rail.

Funding and Administration

The Wake-Durham Commuter Rail (CRT) Project is planned to be funded through a combination of Tax District Revenues, state funds, and federal funds. The 2016 ballot initiative authorized the local sales tax rate increase on the citizens of Wake County to pay for the construction of Wake Transit Plan recommendations. Similarly, Durham County commissioners supported their transit referendum and Durham County voters approved a half-cent sales tax for transit in 2011. GoTriangle is in charge of levying the new tax; however, they will continue to coordinate the administration of revenues with partner agencies to fund the Project Development and implementation of the CRT Program. A formal process has been developed showing how GoTriangle and the cooperating agencies will be active partners assisting the recommended project sponsor, GoTriangle, in implementation.

GoTriangle's Finance Department is well positioned to program and administer the local funds generated to fund the development, implementation, continued operation and maintenance of the CRT project. The Capital Development and Communications & Public Affairs departments are well positioned to utilize their resources in the areas of economic development and community relations, while the Office of General Counsel represents the Agency's interests in working with property owners, contractors, private citizens, as well as Federal and non-profit coordination to support the Project Team. These sectors have a great understanding of the most appropriate procurement methods and administrative oversight practices for large scale capital and construction projects.

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They are familiar with relevant state and federal funding and contracting practices and are well positioned to support the Project team with expertise and resources needed to procure professional services, execute agreements and contracts, and pursue creative innovative outside funding opportunities.

2 Conclusion

The CRT program recommended by the Wake and Durham Transit Plans will include one CRT corridor project that will be programmed for implementation and executed by the Project Sponsor. GoTriangle is the regional public transportation provider to residents and employers in the Triangle, and the CRT corridor will serve both Durham and Wake Counties. The agency has also demonstrated the ability to work with regional agencies, municipalities, and community members to execute major capital projects critical to the health and vitality of the region. The various departments and divisions have resources and technical capacity needed to consistently manage the development and implementation of the CRT corridor between West Durham and Southeast Garner.



October 22, 2018

Mr. Jeff Mann
Chief Executive Officer
Research Triangle Regional Public Transportation Authority
4600 Emperor Blvd, Suite 100
Durham, NC 27703

Subject: Capital Area MPO Project Sponsor Request for Commuter Rail Transit Corridor

Dear Mr. Mann,

The Capital Area Metropolitan Planning Organization (CAMPO) Executive Board has been designated as the appropriate authority for effectuating a project sponsor designation for the Wake Transit Plan's commuter rail transit (CRT) project corridor. At the October 17th regular meeting of the CAMPO Executive Board, the Board unanimously took action to request that GoTriangle serve as a project sponsor for any viable CRT projects with independent utility that may be delineated within the CRT corridor assessed through the Wake Transit Fixed Guideway Corridors Major Investment Study (MIS). This action was taken in response to a memo produced by the contracted consultants for the MIS (Nelson/Nygaard and VHB) that recommends that GoTriangle serve in this capacity based on several findings showing that the GoTriangle is best positioned among the available options to lead the implementation of the CRT project envisioned in the Wake Transit Plan.

It is understood by CAMPO that a project sponsor designation to GoTriangle entails that GoTriangle will lead the project's execution to ultimately bring the project to fruition, including:

- 1) Project Management Plan;
- 2) Project development and interfacing with the Federal Transit Administration (FTA) for any federal grants being pursued;
- 3) Final engineering;
- 4) Right-of-way acquisition;
- 5) Facility construction;
- 6) Procurement of equipment and vehicles; and
- 7) System integration and CRT service operation.

Should GoTriangle accept this request, it is also expected that GoTriangle will coordinate with regional partners and other impacted jurisdictions to make regionally informed project-level decisions throughout project implementation in accordance with all adopted Wake Transit Plan implementation policies. Further, it is also understood by CAMPO that a viable standalone CRT project corridor or preliminary locally preferred alternative with logical termini, independent utility, and regional mobility benefits will be identified before final project sponsor designation can be acted upon by the CAMPO Executive Board.

To continue to facilitate the ambitious schedule for this project, the CAMPO Executive Board is expecting to finalize the designation at its November 14th or January 16th regular meetings.

Please provide written correspondence to Bret Martin, CAMPO Wake Transit Program Manager, documenting GoTriangle's decision, including an anticipated schedule and project management plan outline that indicates your agency's plan to move from the current MIS to begin project development, at your earliest convenience.

Should you have any questions regarding this request, please contact Bret Martin at 919-996-4410 or bret.martin@campo-nc.us.

Sincerely,



Chris Lukasina
Executive Director
Capital Area Metropolitan Planning Organization

cc: Mayor Harold Weinbrecht, Chair, Capital Area MPO Executive Board
Damon Seils, Chair, Durham-Chapel Hill-Carrboro MPO Board
Ellen Reckhow, Chair, GoTriangle Board of Trustees
David Ellis, County Manager, Wake County
Wendell Davis, County Manager, Durham County
Felix Nwoko, Executive Director, Durham-Chapel Hill-Carrboro MPO
Rodney Dickerson, Town Manager, Town of Garner
Ruffin Hall, City Manager, City of Raleigh
Catherine Reeve, Director of Transportation, North Carolina State University
Sean Stegall, Town Manager, Town of Cary
Martha Paige, Town Manager, Town of Morrisville
Scott Levitan, Chief Executive Officer, Research Triangle Park Foundation
Thomas Bonfield, City Manager, City of Durham
Rick Hester, County Manager, Johnston County
Patrick McDonough, GoTriangle
Shelby Powell, Capital Area MPO
Bret Martin, Capital Area MPO
Adam Howell, Capital Area MPO

EXHIBIT C

Greater Triangle Commuter Rail Project

Project Management Approach

and

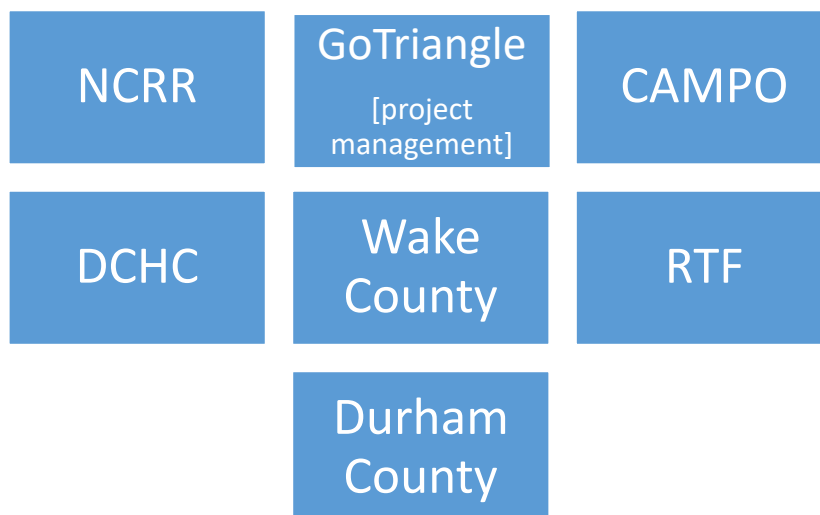
Key Scope Elements for:

Update of 2011 Alternatives Analysis & Further Study

October 2018

General Approach

The project will be managed by GoTriangle and led by a team consisting of the NCRR, GoTriangle, Wake County, Durham County, Research Triangle Foundation, the Capital Area MPO, and the Durham-Chapel Hill-Carrboro MPO. Each entity will provide a representative to serve on a project management team and also one or more technical leads. The technical team will meet not less than every other week as the study advances and will provide guidance and oversight on technical aspects of the project. The project management team will meet as needed but not less than monthly to manage the work of the technical team and the consultant team. To provide stakeholder input, an advisory committee will also be created. This committee, which will meet at least every other month with the project management team is further defined below. Norfolk Southern and CSX Transportation will be invited to join the technical team meetings as well as the advisory committee meetings. They will also be invited to attend project team meetings as needed.



Advisory committee members may include local governments and impacted counties in potential service areas, chambers of commerce, business leaders and community leaders.

Purpose of the Alternatives Analysis Update (Pre-planning Study)

To further define the CRT project and prepare for entry into the FTA New Starts Project Development phase, additional study beyond the soon to be completed MIS is needed. As such, the purpose of the pre-planning study is to update the 2011 Alternatives Analysis that examined the market demand, feasibility and anticipated capital costs associated with the construction, operation and maintenance of Commuter Rail (CRT) service between Garner and Durham with intermediate stops. In addition, this study will be informed by prior planning efforts that examined the feasibility and demand for service over a broader corridor that included extensions west and east to Mebane and Selma. The output of this effort will prepare the CRT project to enter into Project Development in the fall of 2019. As noted above, this study will build upon the results of an on-going MIS study. The MIS study examined existing conditions, estimated market demand and catalogued data for other CRT systems. The scope of the MIS study is limited to the Garner to Durham corridor.

Project Approach and Timeline

In order to proceed with the pre-planning study and begin work in January, GoTriangle must be designated by CAMPO and DCHC as the project sponsor in November. The project team will develop a RFP for consultant services to carry out the study. GoTriangle will develop an initial scope (an initial list of key elements is provided below) for review and feedback by the technical team and the project management team in November. The RFP will be issued in December, with the goal of GoTriangle securing professional services by the end of January of 2019. The study shall be complete by September of 2019, with the goal of moving the project in the FTA New Starts Project Development by December of 2019. In addition, the project management team will reach agreement on all items that are prerequisites for entry into FTA New Starts Project Development.

Scope (Key Elements)

The MIS study includes analysis of some of the below items. This study will review and build upon this previous work.

- Update statement of purpose and need
- Review of existing conditions and identification of key environment and other features within the proposed service area (builds upon the high level review included in the MIS study). This task will also include creating a map to identify baseline conditions along the corridor. The environmental scan will also include an assessment of the potential environmental justice impacts of CR corridor.
- Review and update of the 2011 Triangle Commuter Rail Alternatives Analysis (AA), the NS/GoTriangle/NCRR RTC modeling report, prior commuter rail studies by NCRR and other reports
- Development of a strategy for stakeholder engagement for items necessary to enter project development and development of larger public engagement plan for project development
- Development of service scenarios to be used in an update to the AA
- Development of service scenarios that include extension of the proposed service into Johnston and Alamance Counties

- Case study analysis and evaluation and recommendation of potential project delivery methods to include Design, Bid, Build; Design Build; and potentially Public-Private-Partnership (P3). Potential operations and maintenance (O&M) models will also be evaluated.
- Conduct high level capacity analysis and identify capital improvements for each scenario, to be verified through RTC modeling in project development
- Update high level capital and O&M cost estimate for each alternative
- A project risk register will also be created. The risk register will include a risk score for various project development elements for each alternative including but not necessarily limited to: project scope definition, project staffing, project urgency (based on understanding of transportation needs and prioritization), project schedule, capital and operating costs, procurement complexities, environmental constraints, and external stakeholder coordination.
- Develop cost estimate and timeline to complete requirements of FTA New Starts project development

Initial Staffing and Procurement Plan

For the pre-planning study, in consultation with the project team, GoTriangle will procure consultant services to perform much of the work described herein. In addition, GoTriangle will also require additional staff to oversee the consultant work and manage the project. Discussions are also underway with the NCDOT Rail Division to provide additional engineering and design support. We anticipate formalizing this arrangement in the coming weeks.

The proposed staffing plan for pre-planning work to prepare the project for entry into FTA New Starts Project Development includes three new hires to provide project oversight and management. While these positions will be GoTriangle employees, it is anticipated that members of the project team will participate in the selection process. GoTriangle will review existing vacant Wake Transit Project positions to see if they can be reclassified for any of the positions below.

These positions include:

Project Implementation Director – This is a senior staff position reporting to the President and CEO. This position is ultimately responsible for the progress and delivery of the project through the federal New Starts program. This should be an individual with prior project management experience and direct knowledge and experience with the FTA New Starts process. Direct Commuter Rail Development experience is preferred. In addition the successful candidate must demonstrate the ability to manage key stakeholder and elected official relationships. Recruitment is underway for this position.

Commuter Rail Environmental Planner - Any movement into the New Starts program with a Commuter Rail project means the project team will face the requirement to get in and out of the NEPA process in 24 months. To accomplish this goal, an additional Environmental Planner will be needed. This position will report to our current lead Environmental Planner. Recruitment for this position should take place in early 2019.

Commuter Rail Manager of Rail Design – This position, in consultation and collaboration with the project team, will manage the day-to-day work of the consultant team to progress the

overall design, including establishing the technical working groups that will assist in moving the project forward.

It is important to note that additional staffing and consultant resources will be needed to advance the CRT project through the Project Development, and Engineering (final design phases). The extent of additional resources that will be required to reach a federal full funding grant agreement (FFGA) and to deliver the project will be determined during the pre-planning and Project Development phases and will be influenced significantly by the determined project delivery method. During Summer 2019, GoTriangle in consultation with the project team, will prepare requests for Project Development funding including additional staffing needs. Other functions of the agency will also plug into the effort as needed.

Reporting and Deliverables

The project team will provide updates to the TPAC, DCHC, CAMPO Executive Board and the GoTriangle Board of Trustees on a regular basis and as required. Progress reports will also be provided to the RTF and Durham County, Wake County and the NCRR Board (as requested), as well as the stakeholder advisory committee.

For this first assignment, the consultant will provide a final report and will develop and make presentations during project progress meetings.

Funding

The study will be funded through proceeds from the Wake County and Durham County Transit Plans. TPAC, CAMPO and GoTriangle will consider reallocating budget savings from the MIS study funds for purposes of the study and any positions needed. The existing cost share agreement will be amended to fund the pre-planning work. Funding for Future Project Development, Engineering, Construction and O&M for the Commuter Rail project will require negotiation and execution of a new cost share agreement. Contributions to the study from other entities may also be sought.