NC Capital Area Metropolitan Planning Organization

Memorandum

To: Capital Area MPO Executive Board

From: CAMPO Staff

Date: May 31, 2023

Re: FFY 2025 LAPP Program

The next round of LAPP applications will be open in August 2023 and will be for the FFY 2025 project cycle. Prior to a new project cycle, staff review the Target Modal Investment Mix and any issues brought up during previous project cycles to discuss during the LAPP Committee Meeting.

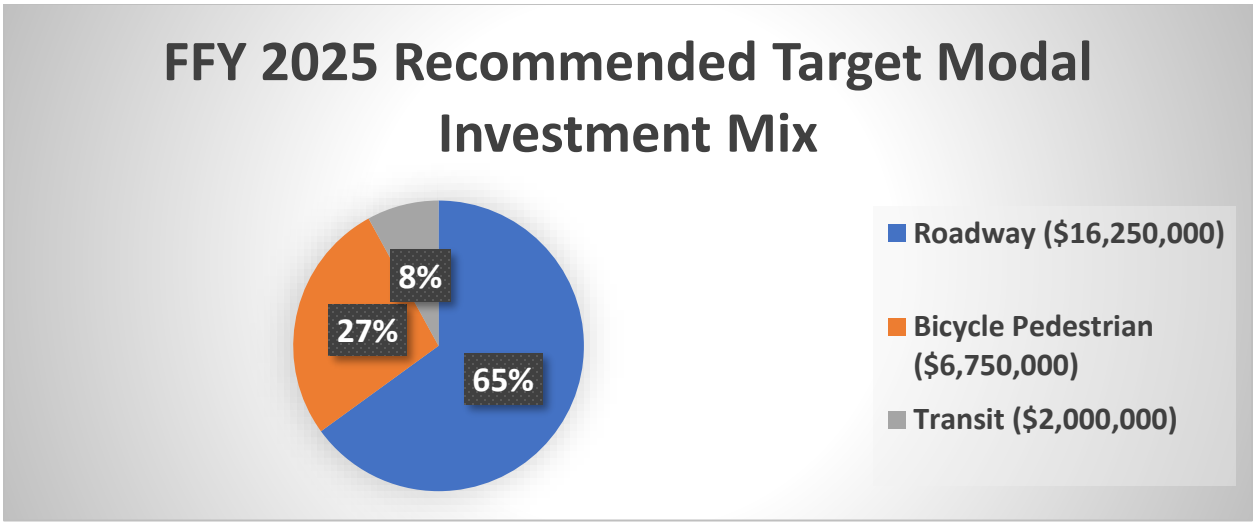
Issues addressed in this memo:

- **Target Modal Investment Mix**
- **Including Equity in LAPP Scoring Criteria**

Issue: Target Modal Investment Mix

The Target Modal Investment Mix for the FFY 2024 round of LAPP was 65% roadway, 27% bike/ped, and 8% transit and the total programming allowance was $25 million. Uncertainties in future federal funding, overprogramming, and existing project cost overruns have caused general funding uncertainties for LAPP over the next few years.

Staff Recommendation: Keep the same Target Modal Investment Mix and tentative programming allowance as the prior rounds of LAPP. If new funding information is made available, CAMPO Staff or the LAPP Selection Panel may recommend programming less or more than the total programming allowance for the FFY 2025 cycle.



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Issue: Including Equity in LAPP Scoring Criteria

The topic of including equity as a measure in the LAPP scoring criteria has been discussed through numerous iterations of program development. Nuances on how equity is measured and concerns over how to properly include equity measures in the program have stalled these efforts up to this point. During the recent updates to the Strategic and Public Participation Plans, important stakeholders, including the CAMPO Executive Board, TCC, and the public provided feedback on their specific equity priorities. Additionally, CAMPO is currently engaged in an NCDOT research project for including equity in benefit-cost analysis and has completed a review of national practices related to quantifying equity as part of the project prioritization process.

The draft may change based on input from the LAPP Committee during the next meeting(s). The LAPP Committee may wish to review Integrating Equity into MPO Project Prioritization for additional ideas. The LAPP scorecard for FFY 25 should be considered as the first iteration of CAMPO's equity scoring criteria. CAMPO staff may eventually expand the process to use a method like USDOT's Transportation Equity Scorecard Tool and User Guide.

Staff Recommendation: CAMPO Staff recommend incorporating an equity metric into the LAPP scoring criteria for testing purposes during the FFY 25 project cycle. In the LAPP Committee Meeting #1, CAMPO presented a draft LAPP Equity Scorecard based on scoring criteria used by other MPOs and USDOT's Transportation Equity Scorecard (pg. 3) prior to Committee discussion.

Addressing equity in transportation requires historically underserved communities to benefit from access to a generational investment in infrastructure through direct, hands-on technical support for transportation projects with local impact. For the purpose of LAPP, it is proposed that underserved communities will be identified using CAMPO's Communities of Concern which classify protected classes using block group census data. These include:

- Age 70+
- Hispanic/Latino
- Limited English Proficiency
- Low Income
- Minority (Non-white)
- Zero Car Household

The Committee asked that populations of individuals 16 years or younger also be considered as a special class or be given their own category within the scorecard.

The LAPP Committee also recommended that the scorecard be used for FFY 25 projects in a testing capacity only. This will give CAMPO staff and the LAPP Committee the opportunity to examine how the scores could potentially impact final scores and adjust them as needed before adopting the scoring criteria for FFY 26.

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DRAFT – LAPP EQUITY SCORECARD

Access to Opportunities	2	Provides three or more CoCs with safe and affordable access to destinations.
	1	Provides a CoC with safe and affordable access to destinations.
	0	Will not provide CoCs with safe and affordable access to any destinations.
	-1	May adversely impact CoCs access to destinations.
Access to Health	2	Provides three or more CoCs with safe and affordable access to health resources.
	1	Provides a CoC with safe and affordable access to health resources.
	0	Will not provide CoCs with safe and affordable access to any health resources.
	-1	May adversely impact CoC access to health resources.
Transit Services	2	Improve transit service from a CoC to a key activity center(s).
	1	Improve transit service within a CoC.
	0	Will not provide new transit service within a CoC.
	-1	May degrade transit service within a CoC.
Travel Time Savings	2	May improve travel time between a CoC and key activity center(s).
	1	May improve travel times within a CoC.
	0	Has no impact on travel times within a CoC.
	-1	Project may degrade travel times within a CoC.
Multimodal Safety	2	May improve safety in a location with documented safety concerns in a CoC.
	1	May improve safety through improvements in a CoC.
	0	Has no impact on safety within a CoC.
	-1	May introduce factors (higher speeds, higher volumes, etc.) that could adversely impact safety within a CoC.
Community Impacts	0	No disproportionate impacts (physical and/or economic) on existing residences or businesses.
	-1	May have disproportionate impacts on existing residences or businesses.
	-2	May have disproportionate impacts on existing residences or businesses in a CoC.

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PROPOSED METHODOLOGY

1. Access to Opportunities

Access to Opportunities	2	Provides three or more CoCs with safe and affordable access to destinations.
	1	Provides at least one CoC with safe and affordable access to destinations.
	0	Will not provide CoCs with safe and affordable access to any destinations.
	-1	May adversely impact CoCs access to opportunity destinations.

Methodology

1. Define safe and affordable access as the ability to safely walk or bike to a destination.
2. Create a quarter-mile radius buffer around the project.
3. Identify areas with low- to high-concentrations of CoCs (origins) and identify the locations of educational facilities and community services (destinations) within the project buffer.
4. Use GIS or other mapping tools to determine if the project connects or improves connections for cyclists and/or pedestrians between these origins and destinations.
5. Answer the following application questions:
    - Does your project provide one or more CoCs with safe and affordable access to opportunity destinations? If **YES** -
        - How many CoCs does it connect?
        - List the opportunity destination(s).

Committee Comments

- There were no recommendations for amending these criteria.

Access to Opportunities - Destinations	
EDUCATION	**Data Source**
Colleges & Universities	CoC Map
Public Schools	CoC Map
Private Schools	CoC Map
Supplemental Colleges	HIFLD Open Data
Child Care Centers	HIFLD Open Data
COMMUNITY	
Parks	CoC Map
Libraries	Identify in Project Map
Recreational Facilities	Identify in Project Map

2. Access to Health Resources

Access to Health Resources	2	Provides three or more CoCs with safe and affordable access to health resources.
	1	Provides at least one CoC with safe and affordable access to health resources.
	0	Will not provide CoCs with safe and affordable access to any health resources.
	-1	May adversely impact CoC access to health resources.

PUBLIC HEALTH RESOURCES	**Data Source**
Hospitals	HIFLD Open Data
Nursing Homes	HIFLD Open Data
Urgent Care Facilities	HIFLD Open Data
Medical Practices	Identify in Project Map
Dental Practices	Identify in Project Map
NUTRITION RESOURCES	
Grocery Stores	Identify in Project Map
Local Fresh Food Market / Community Garden	Identify in Project Map

Methodology

- Define safe and affordable access as the ability to safely walk or bike to a destination.
- Create a quarter-mile radius buffer around the project.
- Identify areas with low- to high-concentrations of COCs (origins) and identify the locations of health resources (destinations) within the project buffer.
- Use the project description and GIS or other mapping tools to determine if the project connects or improves connections for cyclists and/or pedestrians between these origins and destinations.
- Answer the following application questions:
    - Does your project provide one or more CoCs with safe and affordable access to health resources? If **YES** –
        - How many CoCs does it connect?
        - List the health resource destination(s).

Committee Comments

1. Provide clarification on how certain destinations that were not represented by a spatial data source (GIS layer) would be identified in the project map.
2. Provide clarification on if dental offices would fall under medical practices.
3. Provide justification for using destinations that are not included in a spatial data source as it may favor communities that do more work identifying destinations outside of the spatial data sets.

Staff Response

1. Destinations that are not included in a GIS layer should be identified in the application's project map and/or named under the application's prompt to list destinations. CAMPO staff will use Google to verify the listed destinations.
2. Dental offices will be included as medical practices.
3. LAPP is dependent on how the applicant frames the project, so this is similar to other application questions.

3. Transit Services within CoCs

Transit Services	2	Improves transit service from a CoC to a key activity center(s).
	1	Improves transit service within a CoC.
	0	Will not improve transit service within a CoC.
	-1	May degrade transit service within a CoC.

Methodology

6. Create a quarter-mile radius buffer around the project (transit stops).
7. Identify areas with low- to high-concentrations of COCs (origins) and identify the locations of key activity centers (destinations) within the project buffer.
8. Use the project description and GIS or other mapping tools to determine if the project improves transit stops within these origins and destinations or within a CoC.

- Answer the following application questions:
    - Does your project buffer intersect with a CoC? **If YES** –
        - Does your project buffer intersect with a key activity center?

Committee Comments

1. Provide clarification on what constitutes a key activity center.
2. Provide applicants with a web map with all the data layers included in the equity criteria.

Staff Response

1. The key activity centers were defined for the MTP as part of a regional effort and the data set is managed by TJCOG. Municipalities can submit new key activity centers to TJCOG to be added.
2. Staff will create a web map with the most recent data layers included in the equity criteria.

Key Activity Centers	**Data Source**
Mobility Hubs (under Opportunity Places layer)	Adopted 2050 MTP Map
Metropolitan Activity Center	MTP 2050 – LSA Factors
Regional + Community Activity Centers	MTP 2050 – LSA Factors
Town Center + CBD Activity Centers	MTP 2050 – LSA Factors

4. Travel Time Savings within CoCs

Travel Time Savings	2	May improve travel time between a CoC and key activity center(s).
	1	May improve travel times within a CoC.
	0	Has no impact on travel times within a CoC.
	-1	Project may degrade travel times within a CoC.

Methodology

- Create a quarter-mile radius buffer around the project.
- Identify areas with low- to high-concentrations of COCs (origins) and identify the locations of key activity centers (destinations) within the project buffer.
- Use the project description and GIS or other mapping tools to **predict** if the project will improve travel time savings within these origins and destinations or within a CoC.
- Answer the following application questions:
    - Do you anticipate travel time savings as the result of your project? If YES -
        - Does your project buffer intersect with a CoC? If YES –
        - Does your project buffer intersect with a key activity center?
- Staff will confirm travel time savings using the regional travel demand model.

Committee Comments

1. Clarify if the travel time savings is only for roadway.
2. Clarify if it requires the project buffer to intersect with both a CoC and a key activity center and explain how this doesn't favor large projects.
3. Justify the use of criteria that seems to heavily favor certain modes and certain types of projects.

Staff Response

1. As of now, the model only calculates travel time savings for roadway. Staff will investigate what the G2 model can determine about travel time savings for the new non-motorized element.
2. The project buffer is required to intersect with both a CoC and a key activity center to receive the maximum two points. A smaller project that only intersects with a CoC would still receive one point.
3. Even if some points do favor certain modes, the modes don't compete against each other, so those points won't give an advantage in the project rankings. This is also a test run. Based on the outcome of this propose methodology we may consider creating mode specific equity criteria. It is expected that certain types of projects will score better in some areas than others, not all projects are expected to receive all 10 points.

5. Multimodal Safety in CoCs

Multimodal Safety	2	May improve safety with documented safety concerns in a CoC.
	1	May improve safety in a CoC.
	0	Has no impact on safety within a CoC.
	-1	May introduce factors (higher speeds, higher volumes, etc.) that could adversely impact safety within a CoC.

Methodology

- Create a quarter-mile radius buffer around the project.
- Answer the following questions:
    - Does your project include safety improvements within a CoC? If YES –
        - Describe the safety improvements or countermeasures included in your project.
        - Does your project address documented safety concerns within a CoC? If YES –
            - Has documentation of the safety concerns been uploaded?
- Provide documentation for safety concerns. A ten-year history TEAAS report is recommended as documentation of a safety concern but local police reports may also be used.
- Describe the safety improvements or countermeasures included in your project. These include protected bike lanes, pedestrian refuge islands, signalized midblock crossing treatments, traffic calming, etc.

Committee Discussion

- Require a documented safety concern for both (+1) and (+2) points and differentiate the scoring based on a severity threshold.
- CAMPO staff needs to determine the complexity of determining severity for only bicycle and pedestrian crashes.
- One suggestion was to differentiate severity was fatalities and non-fatalities.

Staff Response

- Based on the condition of bicycle and pedestrian crash data sources staff will need additional time to determine how to produce a severity index for all projects. Staff will identify a few ways prior to the scoring and present all strategies as part of the summary evaluation of the scoring criteria.

  OR
- Based on the condition of bicycle and pedestrian crash data sources determining a severity index for all projects is not possible for FY 25. However, documentation of a fatality or severe injury involving a cyclist or pedestrian will receive (+2) points and any documented bicycle and pedestrian crash will receive (+1) point. Additional methodology may be designed in the future to further address this issue.

6. Community Impacts

Community Impacts	0	No negative impacts (physical and/or economic) on existing residences or businesses.
	-1	May have negative impacts on existing residences or businesses.
	-2	May have negative impacts on existing residences or businesses in a CoC.

Select the predicted impacts of your project:

IMPACT	Outside of a CoC	Within a CoC	No Impact
Increases traffic through neighborhoods,			
Increases vehicle speeds,			
Requires land acquisition for necessary right-of-way,			
Requires relocations of homes and businesses,			
Results in changes to neighborhood character and land uses,			
Creates a barrier to walking and cycling.			

Committee Discussion

1. Would like more information about how these negative impacts will be evaluated.
2. Cautioned against changes to neighborhood character and land uses because most transportation investments cause property values to increase.
3. Cautioned against using land acquisition for necessary right-of-way.
4. Noted it seemed very roadway specific.

Staff Response

1. Determining negative impacts:
    - Increases vehicular traffic through neighborhoods,
        - A roadway project that adds capacity to a neighborhood street, referred to by Federal Highway Administration functional classification as “urban local”, “urban collector”, or “local”.
    - Increases vehicle speeds,
        - Designs a new roadway or modifies an existing street for higher speeds: absence or opposite of traffic-calming measures.
    - Requires land acquisition for necessary right-of-way,
        - Determine a threshold for total land acquisition out of total area of parcels impacted.
    - Requires relocations of homes and businesses,

        - Identify if a home or businesses is located within the right-of-way.
    - Results in changes to neighborhood character and land uses,
        - Determine if your project supports walking and biking. Automobile-oriented transport planning tends to cause more dispersed, automobile-oriented development (sprawl) by increasing the amount of land required for development (particularly roads and parking facilities), by improving accessibility to urban-fringe locations, and by degrading urban environments. Walking and transit improvements tend to have opposite effects, encouraging more compact, mixed, multi-modal development.
    - Creates a barrier to walking and cycling.
        - Constructs a new road or widens an existing road without providing safe and accessible crossing accommodations for pedestrians and cyclists.
2. The definition of changes to neighborhood character and land use does not currently address the challenge of measuring the impacts of gentrification and housing affordability. Instead, it speaks to the historic patterns of auto-centric investment which has denied underserved populations mobility and access.
3. Staff can adjust the proposed threshold (percentage of land acquisition out of total property impacted) to determine a significant negative impact.
4. Roadway projects are historically the most common type of transportation projects and are associated with the most negative impacts. As they are not competing against bicycle/pedestrian or transit projects it is suitable that all roadway projects to be subject to these criteria.

<u>Additional Committee Discussion</u>

1. Create an alternative score where youth (16 years and under) populations are also considered.
2. Consider the size of the CoC population in relation to the area size of the block group.
3. Create an alternative score that allows an opportunity for the municipality to provide a narrative that illustrates other benefits to a CoC not captured in the scoring criteria.
4. Consider using a simplified scoring process that assigns one score based on if a CoC is in proximity to the project.

<u>Staff Response</u>

1. Will create an alternative score based on impacts to youth populations.
2. Staff cannot modify the CoC metric too much because it is based on how the federal Communities of Concern are identified but it can be at least looked at to see how it impacts scoring.
3. Committee members are encouraged to provide an additional scoring criterion to be included. The criteria should be able to be scaled up to the regional level and duplicated by all municipalities. Example: Access to Affordable Housing.
4. Staff will use a simple score based on whether a CoC is within a quarter mile of the project.