

DURHAM-CHAPEL HILL-CARRBORO METROPOLITAN PLANNING ORGANIZATION BOARD

October 19, 2016

MINUTES OF MEETING

The Durham-Chapel Hill-Carrboro Metropolitan Planning Organization Board met on October 19, 2015 at 9:00 a.m. in the City Council Committee Room, located on the second floor of Durham City Hall. The following people were in attendance:

Steve Schewel (MPO Board Chair)	City of Durham
Jim G. Crawford (Member)	Chatham County
Don Moffitt (Member)	City of Durham
Ellen Reckhow (Member)	Durham County
Bernadette Pelissier (Member)	GoTriangle
Barry Jacobs (Member)	Orange County
Brian Lowen (Member)	Town of Hillsborough
Jim W. Crawford (Member)	NC Board of Transportation
William V. "Bill" Bell (Alternate)	City of Durham
Lydia Lavelle (Alternate)	Town of Carrboro
Ed Harrison (Alternate)	Town of Chapel Hill
Pam Hemminger (Member, excused absence)	Town of Chapel Hill
David Keilson	NCDOT, Division 5
Richard Hancock	NCDOT, Division 5
Patrick Wilson	NCDOT, Division 7
Julie Bollinger	NCDOT, TPB
Scott Whiteman	NCDOT, TPB
Scott Walston	NCDOT, TPB
Max Bushell	Orange County
Bergen Watterson	Town of Carrboro
Tina Moon	Town of Carrboro
David Bonk	Town of Chapel Hill
John Hodges-Copple	Triangle J Council of Governments
Patrick McDonough	GoTriangle
Danny Rogers	GoTriangle
Geoff Green	GoTriangle
Tammy Bouchelle	GoTriangle
Terry Bellamy	City of Durham/DCHC MPO
Ellen Beckmann	City of Durham
Felix Nwoko	DCHC MPO
Andy Henry	DCHC MPO
Dale McKeel	DCHC MPO
Brian Rhodes	DCHC MPO
Lauren Horsch	The Indy
Ann Stroobant	Kerr-Tar Regional Planning

47 Quorum Count: 10 of 10 Voting Members

48 Chair Steve Schewel called the meeting to order at 9:09 a.m. A roll call was performed. The

49 Voting Members and Alternate Voting Members of the DCHC MPO Board were identified and are

50 indicated above. Chair Steve Schewel reminded everyone to sign-in using the sign-in sheet that was

51 being circulated.

52 **PRELIMINARIES:**

53 **2. Ethics Reminder**

54 Chair Steve Schewel read the Ethics Reminder and asked if there were any known conflicts of

55 interest with respect to matters coming before the Board and requested that if there were any

56 identified during the meeting for them to be announced. There were no known conflicts identified by

57 Board members.

58 **3. Adjustments to the Agenda**

59 Chair Steve Schewel asked if there were any adjustments to the agenda. There were no

60 adjustments to the agenda.

61 **4. Public Comments**

62 Chair Steve Schewel asked if there were any members of the public signed up to speak. There

63 were no members of the public signed up to speak during the meeting.

64 **5. Directives to Staff**

65 The Directives to Staff were included in the agenda packet for review.

66 Ellen Reckhow asked whether a consultant was hired in response to Barry Jacobs question about

67 toll roads at the previous MPO Board meeting. Felix Nwoko stated that the consultant was hired as part

68 of a Triangle-wide toll and managed lanes study conducted by the North Carolina Department of

69 Transportation (NCDOT), the Capital Area Metropolitan Planning Organization (CAMPO), and the DCHC

70 MPO. Felix Nwoko stated that the plan was to give the MPO Board a briefing on this issue and to answer

71 questions at a later time. Felix Nwoko added that this issue would be discussed with CAMPO at the joint
72 meeting on November 30, 2016. Barry Jacobs commented that he hoped that the MPO Board would
73 have a philosophical conversation about toll roads and managed lanes at a later time.

74 **CONSENT AGENDA:**

75 **6. Approval of September 14, 2016 Board Meeting Minutes**

76 **7. Approval of Amendment #5 to the FY2016-2025 Transportation Improvement Program (TIP)**

77 Chair Steve Schewel asked if there was any discussion of the items on the consent agenda.
78 There was no discussion of the items on the consent agenda. Bernadette Pelissier made a motion to
79 approve the consent agenda. Ellen Reckhow seconded the motion. The motion carried unanimously.

80 **ACTION ITEMS:**

81 **8. 2040 MTP Amendment #2 – Chapel Hill BRT**

82 Andy Henry, LPA Staff

83 The MPO Board released Amendment #2 at their August meeting and conducted a public
84 hearing at their September meeting. The Amendment changes references to the Chapel Hill Bus Rapid
85 Transit (BRT) to make it clear that the route extends to Southern Village. The public comment period
86 ended on September 26, 2016. The MPO did not receive any public comments on this item.

87 Andy Henry differentiated between Amendment #2 and Amendment #3 to the 2040
88 Metropolitan Transportation Plan (MTP).

89 Andy Henry stated that the North Carolina State Historic Preservation Office indicated that they
90 have no problem with this amendment as it would not impact any properties of interest to them.

91 Chair Steve Schewel noted that the newly amended project would cost 62 million dollars more
92 than the 44 million dollars that was initially budgeted. He noted that although 70% of the project was
93 funded by federal dollars, it might eventually be competitive with Durham-Orange Light Rail Transit
94 funding (D-O LRT). Chair Steve Schewel asked for clarification of the funding process for the project.

95 David Bonk stated that the local share of the BRT and LRT funding are currently coming from a county

96 sales tax. David Bonk stated that local staffs are working with GoTriangle to revise plans to reflect the
97 revenue that has been received, as opposed to what was projected. David Bonk stated that all needs,
98 including LRT, BRT, and local bus expansion, should be considered in order to determine how funds will
99 be allocated. David Bonk concluded that some of the financial questions cannot be answered at this
100 point. Andy Henry added that the process of identifying additional revenue sources is ongoing and that
101 this process includes updating the Durham and Orange County Bus and Rail Investment Plans and the
102 2045 MTP.

103 Chair Steve Schewel commented that uncertainty about funding for this project contributes to
104 uncertainty of funding for LRT.

105 Ellen Reckhow and Andy Henry discussed a 67 million surplus in the 2040 MTP and whether it
106 could be used to cover some of the costs associated with this project.

107 Ellen Reckhow and Don Moffitt discussed whether Chapel Hill's decision to pursue BRT along
108 Martin Luther King Jr. Boulevard was in the initial MTP.

109 David Bonk clarified the two main issues that are being amended, the extension and the
110 updated cost. Ed Harrison commented that a key change is that the project penetrates further into the
111 University of North Carolina at Chapel Hill (UNC-CH) where it needs to go. Lydia Lavelle pointed out that
112 even though this project is administered by Chapel Hill, Carrboro, as one of the Transit Partners, is also
113 involved and contributes to Chapel Hill Transit.

114 Chair Steve Schewel stated that funding for the BRT and LRT is pretty opaque and that
115 GoTriangle could discuss this later in the meeting.

116 Bernadette Pelissier, David Bonk, and Mila Vega discussed whether changes to the plan were
117 substantial enough to require a vote by the Orange County Board of Commissioners. Ellen Reckhow,
118 Bernadette Pelissier, and Ed Harrison discussed whether Orange County has sufficiently weighed in on
119 the extension. Chair Steve Schewel asked if representatives from Orange County had concerns about

moving forward with the amendment. Bernadette Pelissier and Barry Jacobs stated that more information and discussion would be needed for them to express an opinion. David Bonk reminded the MPO Board that approving Amendment #2 and #3 was primarily about allowing these projects to move forward federally, and that there would be time to explore funding and feasibility for the two projects.

Barry Jacobs made a motion to approve Amendment #2 to the 2040 MTP and authorize Chair Steve Schewel to sign the Resolution for Amendment #2. Ellen Reckhow seconded the motion. The motion carried unanimously.

9. 2040 MTP Amendment #3 and D-O LRT LPA (Extension to NCCU)

Andy Henry, LPA Staff

Patrick McDonough, GoTriangle

GoTriangle conducted preliminary engineering and ridership forecasts for a proposed light rail station at North Carolina Central University (NCCU) and found the station to be feasible and capable of generating very high ridership. The Durham City Council and Durham Board of County Commissioners (BOCC) voted to recommend that the DCHC MPO amend the Locally Preferred Alternative for the D-O LRT project and amend the 2040 MTP on September 22, and on October 4, 2016, respectively.

Andy Henry drew attention to changes in the attachments, the presentation, and a handout of questions and answers related to the project.

Patrick McDonough presented the background, initial study results, and next steps of this project. He specified that the extension to NCCU must be added so that this project can move forward with the Federal Transit Administration (FTA).

Don Moffitt asked why the line was not being extended further, possibly closer to NCCU's campus. Patrick McDonough discussed some of the engineering challenges posed by such an extension.

Barry Jacobs and Patrick McDonough discussed the projected route east of the terminus and connections between this project and the commuter rail project.

144 Ellen Reckhow inquired whether the line could be taken down NC 55 and west on NC 54 to form
145 a loop, and Patrick McDonough responded that this might be possible in the future depending on the
146 city's growth patterns.

147 Patrick McDonough drew attention to a handout of questions and answers about the LRT in
148 order to discuss the financial implications of this project. He also reviewed the schedule for the project.

149 Ellen Reckhow asked why the MTP was not being amended to also include the Durham City
150 Center station. Patrick McDonough explained that the NCCU station was outside of the environmental
151 footprint that was approved in February, and that the Durham City Center station falls within
152 parameters that have already been approved by FTA. He added that the ability to include the Durham
153 City Center station does not require modifying the MTP, especially given that stations themselves are
154 not part of the MTP. Don Moffitt stated that the MPO Board was struggling with confidence and asked
155 whether including the City Center station would hurt the application for LRT. Danny Rogers stated that
156 the feasibility of the City Center station is being evaluated and that the station would get appropriate
157 consideration. Danny Rogers shared some of the measures that would be taken to allow for the City
158 Center station such as inserting placeholders in the cost estimates for the project. Danny Rogers
159 concluded that there is nothing that would preclude the City Center station, but failing to amend the
160 MTP could preclude the NCCU station. Danny Rogers emphasized the importance of including the
161 extension for the purposes of the FTA process.

162 Chair Steve Schewel and Danny Rogers discussed how the Durham City Center placeholder in
163 the cost estimate for the City Center station would work. Danny Rogers explained why environmental
164 clearance for the NCCU extension was crucial in guaranteeing funding for the project.

165 Chair Steve Schewel asked about the timeline for an amendment pertaining to the Durham City
166 Center station and Danny Rogers responded that an amendment would not be necessary. Danny Rogers
167 discussed the timeframe for presenting information on the City Center station to the MPO Board. Ed

Harrison emphasized the importance of documenting the addition of the City Center station to the MPO Board.

Ellen Reckhow commented on the importance of publicizing the City Center station for planning and development purposes. Danny Rogers reiterated his support for the City Center station and emphasized the importance of not complicating the FTA process. Danny Rogers promised to present information on the City Center station to the MPO Board as that information becomes available.

Mayor William V. Bell stated that Durham is very well-represented on the GoTriangle Board and emphasized the importance of approving the extension to NCCU in order to secure federal funding for the LRT project. He urged the MPO Board to have confidence in GoTriangle's efforts and to be sensitive to the relationship that GoTriangle is developing with FTA. Mayor William V. Bell also suggested that periodic updates to the MPO Board on these issues might be helpful.

Patrick McDonough and Chair Steve Schewel discussed the possibility of periodic updates to the MPO Board and discussed a timeframe for a future briefing.

Ellen Reckhow recognized the GoTriangle staff, particularly Danny Rogers, for bringing renewed perspective to this project.

Chair Steve Schewel and Patrick McDonough discussed how GoTriangle's ridership projections are shared with the Technical Committee and the MPO Staff. Patrick McDonough discussed how special events would impact ridership projections. There was continued discussion of the ridership projection methodology.

Bernadette Pelissier stated that it is important for community partners to know that the MPO Board has confidence in the NCCU extension, especially as community partners are now looking to fill in funding gaps that resulted from state actions.

Barry Jacobs inquired about three highway widening projects that do not connect to exits or other highways and expressed concern about increased traffic congestion that might result from these

192 projects. Andy Henry stated that these projects were split up in such a way to meet the fiscal constraint
193 of the MTP, but that the projects would be built all at once. Andy Henry stated that he would make
194 similar splits more explicit in the future.

195 Lydia Lavelle made a motion to release the amendment to the D-O LRT Locally Preferred
196 Alternative and Amendment #3 to the 2040 MTP related to the proposed extension of the D-O LRT to
197 NCCU. Ellen Reckhow seconded the motion. The motion carried unanimously.

198 **10. SPOT P4.0 Division Needs Tier Project Priorities and Local Input Points**

199 Dale McKeel, LPA Staff

200 At its September 14th meeting, the DCHC MPO Board took the following actions regarding
201 Strategic Planning Office of Transportation (SPOT) P4.0: (1) supported the recommended priorities for
202 the preliminary assignment of Local Input Points for the Division Needs tier, (2) released the
203 recommended assignment of Local Input Points for a public review and comment period, and (3)
204 granted DCHC MPO Lead Planning Agency (LPA) staff the flexibility to coordinate with other MPOs,
205 RPOs, and Divisions to make necessary modifications to the preliminary assignment of DCHC MPO's
206 Local Input Points in order to maximize the potential number of funded projects.

207 Dale McKeel stated that since the last MPO Board meeting, there have been productive
208 meetings with the divisions and there is now a better understanding of the amount of funding that is
209 available and which projects have the best chance of being funded. Dale McKeel noted that because of
210 flooding caused by Hurricane Matthew, the deadline for entering Local Needs Points has been extended
211 to November 14, 2016. Dale McKeel recommended keeping the public comment period open until the
212 MPO Board meeting on November 9, 2016. No public comments have been received on this issue.

213 Dale McKeel suggested that the MPO Board recommend that Division 8 put points on the
214 improvements to Highway 751/O'Kelly Chapel Road intersection. Chair Steve Schewel asked whether
215 the recommendation has already been made and Dale McKeel clarified that these discussions have
216 already been initiated.

217 There were three bicycle and pedestrian projects that scored well in Division 7. Dale McKeel
218 suggested that the MPO Board recommend that Division 7 put points on all three bicycle and pedestrian
219 projects. If that is not possible, Dale McKeel suggested prioritizing the three bicycle and pedestrian
220 projects as follows: 1) Estes Drive, 2) Jones Ferry Road, and 3) Barnes Street.

221 Dale McKeel suggested that the MPO Board recommend that Division 5 not put points on the
222 NC 751 widening because that project would be eligible for regional funding during the next SPOT
223 process. Dale McKeel stated that the MPO Board should recommend that Division 5 reallocate the
224 points from the NC 751 widening to the Duke Beltline project, which is a priority for the City and County
225 of Durham.

226 Chair Steve Schewel declared the public hearing open. There were no comments from the
227 public. Chair Steve Schewel declared the public hearing closed.

228 Lydia Lavelle and David Bonk discussed proposed side paths and bicycle lanes for the Estes Drive
229 project. Ed Harrison and Barry Jacobs discussed the lack of state support for bicycle facilities on state
230 roads.

231 Ellen Reckhow and Dale McKeel discussed whether it was possible to get data about the number
232 of bicyclists and pedestrians who utilize the American Tobacco Trail. Dale McKeel stated that in 2015,
233 200,000 bicyclists and pedestrians used the American Tobacco Trail near I-40. Ellen Reckhow suggested
234 that this type of data be included with requests for support for bicycle and pedestrian projects. Lydia
235 Lavelle commented that spending money on bicycle and pedestrian facilities is very valuable and that
236 folks are moving to Carrboro because of its bicycle and pedestrian-friendly culture.

237 David Bonk suggested that Dale McKeel get data from the permanent bicycle counters in the
238 Durham and Chapel Hill area in order to paint a broader picture of bicycle and pedestrian activity for the
239 MPO Board.

David Keilson stated that Division 5 was continuing to review point assignments. David Keilson stated that because of a fixed number of points, Division 5 is only able to assign points to projects which look to be above the estimated score funding cut-off. He noted that based on current information, the Duke Beltline score is significantly below that cut-off but that the division is working with its programming unit to see if there is refined information which might indicate that the Duke Beltline project could be funded. Chair Steve Schewel reiterated that the Duke Beltline trail is a very high priority for the MPO.

Pat Wilson expressed his appreciation to the MPO for placing projects in priority order. Pat Wilson stated that his division has 2,500 points and its MPO and Rural Transportation Planning Organization (RPO) partners have a total of 9,400 points. He stated that Division 7 wants to support as many projects as can be funded.

Lydia Lavelle made a motion to approve the final Local Input Points Assignment and approve requests to Divisions 5, 7, and 8 on the assignment of division Local Input Points. Bernadette Pelissier seconded the motion. The motion carried unanimously.

11. Surface Transportation Block Grant Program (STBGP) and Transportation Alternative Program (TAP) Funding Distribution for FY18

Felix Nwoko, LPA Manager

On October 14, 2015, the MPO Board approved the formula and policy to distribute Surface Transportation Program Direct Funding (STP-DA) and Transportation Alternative Program (TAP) funds to sub-recipients for FY2017 through FY2025 with the expectation that each year, prior to development of the next year's Unified Planning Work Program (UPWP), the actual STP-DA and TAP allocation to DCHC MPO would be entered into the formula as would the most recent certified National Transit Database (NTD) data to be used in calculating the distribution to transit agencies. In December 2015, the approved formula was included as an attachment to provide background on an item addressing TAP funding for DCHC MPO Regional Bicycle and Pedestrian Projects. At that time, the Board expressed

265 interest in reviewing the STPDA/TAP distribution formula when it was again time to allocate funds to
266 sub-recipients.

267 Felix Nwoko discussed the sources of the NTD data and the population data. He stated that the
268 formula previously approved by the MPO Board has been updated using 2015 transit information. Felix
269 Nwoko stated that 2010 census data was still being used for the formula and would be used until the
270 next census.

271 This item was informational and no action was required by the MPO Board.

272 **12. Comprehensive Transportation Plan (CTP) Update**

273 Andy Henry, LPA Staff

274 Julie Bollinger, NCDOT

275 Andy Henry reviewed the state and federal processes that led to the Comprehensive
276 Transportation Plan (CTP). He discussed state-sponsored thoroughfare plans which, 1) included maps of
277 highways, 2) were not fiscally-constrained, and 3) were used for development review. He also described
278 how the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) led to a Long Range
279 Transportation Plan (LRTP), which was fiscally-constrained and project-based.

280 Andy Henry described the similarities and differences between the CTP and the old
281 thoroughfare plans. Andy Henry clarified that the state approves a set of maps for the CTP, but will also
282 receive tables and a report that shows different projects. Andy Henry added that the MTP is part of the
283 federal process. He further discussed the relationship between the MTP, CTP, and Transportation
284 Improvement Program (TIP) using a diagram.

285 Andy Henry reviewed the schedule for the CTP.

286 Andy Henry shared examples of thoroughfare plans and discussed how they were used in local
287 ordinances. Andy Henry noted that Durham City and County had the most references to thoroughfare
288 plans, while Chapel Hill had a handful of references. Other local jurisdictions had very few or no

references to thoroughfare plans. Andy Henry noted that local staffs are aware of the location of references to thoroughfare plans.

Andy Henry described differences in road-type classifications between the CTP and the old thoroughfare plans.

Don Moffitt, Andy Henry, and Felix Nwoko discussed who was responsible for changes to thoroughfare plans in the past.

Andy Henry stated that the CTP is going to cover the whole MPO area. Previously, local jurisdictions each had thoroughfare plans. Ed Harrison cited Southwest Durham Drive and Eno Drive as examples of past state thoroughfare proposals.

Ellen Reckhow, Andy Henry, and Felix Nwoko discussed LPA staff's and the Board of Transportation's policy towards complete streets. Felix Nwoko pointed out that the Board of Transportation's complete streets policy is not always reflected in its funding policy. Felix Nwoko, Ellen Reckhow, and David Bonk discussed how sidewalks are funded.

Barry Jacobs and Andy Henry discussed whether it was appropriate to classify two-lane highways in county jurisdictions as minor thoroughfares. Scott Walston stated that NCDOT classified major thoroughfares as four or more undivided lanes or US and NC routes. Scott Walston stated that US Hwy 70 and NC 50 would be major thoroughfares in the CTP process even though they are two lanes.

Barry Jacobs and Max Bushell discussed the schedule for updating the Orange Transportation Board and the Orange Board of County Commissioners on the CTP.

Ed Harrison and Any Henry discussed whether changing references from thoroughfare plans to the CTP should require MPO Board action and who has the authority to change this language in ordinances.

David Bonk asked about the scheduling of local meetings to discuss the CTP. Andy Henry stated that the NCDOT review process needs to be complete before meetings can be scheduled but that some

313 meetings have already been scheduled. David Bonk stated that a meeting date for Chapel Hill is set for
314 December 12, 2016.

315 This item was informational and no action was required by the MPO Board.

316 **REPORTS:**

317 **13. Report from the DCHC MPO Board Chair**

318 Steve Schewel, DCHC MPO Board Chair

319 There was no report from the DCHC MPO Board Chair.

320 **14. Report from the DCHC MPO Technical Committee Chair**

321 David Bonk, DCHC MPO TC Chair

322 There was no report from the DCHC MPO TC Chair.

323 **15. Reports from LPA Staff**

324 Felix Nwoko, LPA Manager

325 There was no additional report from the LPA Staff.

326 **16. NCDOT Reports:**

327 Richard Hancock, NCDOT Division 5, stated that there would be overnight closures on NC147
328 southbound between 8 p.m. and 5 a.m. on Thursday, October 20, and Friday, October 21, 2016, in
329 preparation to set girders on a large bridge for a flyover.

330 Richard Hancock stated that Redwood Road remains closed in Durham because of Hurricane
331 Matthew.

332 Pat Wilson, NCDOT Division 7, and Ed Harrison discussed using state roads for a detour on
333 Ephesus Church Road and US 15-501.

334 Ellen Reckhow noted that traffic was backing up on US 70 East towards Raleigh and on the
335 southbound Chapel Hill Road exit of NC 147. Ellen Reckhow asked the division to look into the light
336 cycles at these two exits. Felix Nwoko stated that the city might also be asked to look into these issues.

337 Don Moffitt expressed his appreciation to Division 7 for repairs to storm water at Perry and
338 Broad Street in Durham.

Pat Wilson stated that Division 7 was looking at two options for a project in Carrboro at Greensboro Street and Estes Drive, a roundabout and a conventional intersection. Pat Wilson stated that a public meeting was set on November 14, 2016 to discuss these options, a presentation was made to the Carrboro Board of Aldermen, and that more information would be forthcoming on this issue.

Pat Wilson stated that there would be a closing on Ephesus Church Road between Tinkerbell Road and Longleaf Drive to replace an undersized pipe. Pat Wilson stated that a fairly long detour will be set up on state routes, but locals may have a different preferred route. Pat Wilson stated that both lanes in this portion of the road would be closed for at least two months. Ed Harrison expressed concern about the closing on Ephesus Church Road. Pat Wilson stated that having a well-thought out detour should reduce the impact of this closure.

There was no report from NCDOT Division 8.

Julie Bollinger, NCDOT Transportation Planning Branch, announced that the traffic survey group has just released its 2015 Annual Average Daily Traffic (AADT) counts. Maps are posted on their website and Shapefiles will be released on October 28, 2016.

There was no report from NCDOT Traffic Operations.

INFORMATIONAL ITEMS:

12. Recent News, Articles, and Updates

There were no informational items to report.

ADJOURNMENT:

There being no further business before the DCHC MPO Board, the meeting was adjourned at 11:02 a.m.