



**French Broad River Metropolitan Planning Organization**  
Minutes from the TCC Hybrid Meeting on March 10, 2022

**ATTENDANCE:**

In-person and remote via Zoom:

Chair Autumn Radcliff	Tristan Winkler	John Ridout	Hannah Bagli
Jane Pies (minutes)	William High	Troy Wilson	Steve Williams
Jessica Morriss	Marshall Williams	Nathan Bennett	Jodi Ferguson
Hannah Cook	Stephen Sparks	Janna Bianculli	Daniel Sellers
Kim Roney	Michael Dawson	Eric Rufa	Matt Baker
Lucy Crown	Brian Mayhew	Brian Murphy	Bucky Galloway
Rose Bauguess			

**WELCOME AND HOUSEKEEPING**

Chair Autumn Radcliff called the meeting to order and welcomed everyone at 11:08 AM. A roll call followed, and quorum was established for conducting the business of the TCC.

**PUBLIC COMMENT**

Chair Radcliff called for public comments. No public comments were received.

**CONSENT AGENDA**

Chair Radcliff indicated that the consent agenda included the January 2022 minutes, modifications to the 2020-2029 Transportation Improvement Program (TIP) and the TDM letter of support and local match. She requested approval of the TCC agenda, as well.

***Janna Bianculli motioned to approve the consent agenda and the TCC agenda, as presented. William High seconded the motion, which carried unanimously, upon a roll call vote, and without further discussion.***

**BUSINESS**

NCDOT Complete Streets Implementation

For the past few months, NCDOT staff have been working internally on updates to NCDOT's Complete Streets implementation approach. The Complete Streets Policy, originally adopted by NCDOT in 2012, is not changing, but NCDOT is proposing changes to how the policy is implemented.

In 2019, NCDOT updated its Complete Streets Policy. This policy strengthened NCDOT's commitment to including pedestrian, bicycle, and transit facilities in the construction of highway

projects. NCDOT also issued an Implementation Guide that provided more details about how the policy would be implemented. As outlined in 2019, NCDOT would do the following:

- Construct facilities at no cost to local government if they were in an adopted plan
- Maintain facilities outside of municipal boundaries if local governments did not agree to maintain the facilities

NCDOT's new Complete Streets Evaluation Methodology provides more details on how the policy will be integrated into the project development process. There are several issues of concern, including:

- NCDOT is clarifying that they will construct facilities at no cost to local government if there is an identified need and they are in an adopted plan. The primary issue is the use of a questionable demand estimation tool and its role with local knowledge and established plans.
- NCDOT is requiring that all separated facilities (i.e., sidewalks, trails, and side paths) have maintenance agreements with local government both inside and outside of municipal boundaries otherwise a non-separated facility may be considered.
- "Projects that exceed a 10% cost increase for integrating Complete Streets components or result in significant schedule impacts may warrant greater scrutiny and additional analyses to further reduce impacts." MPO staff is concerned our region may have more instances of greater scrutiny due to the environmental constraints and challenges of our region.

Updated NCDOT Documents:

[-NCDOT's Complete Streets Implementation Guide](#)

[-NCDOT's Complete Streets Project Evaluation Methodology](#)

Hannah Cook, NCDOT Division 13 Planning Engineer, presented on NCDOT's Complete Streets changes. Hannah Cook went over Complete Street's goals, the evolution of Complete Streets in NC, implementation challenges and offered a summary of new implementation guidance for project development. She also discussed next steps and resources.

Complete Streets goals include reducing pedestrian crashes and unsafe conditions, improving access and mobility for those without a vehicle, enhancing quality of life by providing transportation choices, and ensuring that NCDOT has an equitable transportation system that works for everyone. Complete Streets are important in NC as over 600,000 people are in households without a vehicle and about a million have limited access to a vehicle.

Hannah Cook added that key challenges to implementation of the Complete Streets Policy include inconsistent implementation across divisions, lack of standard and a need to streamline, policy gaps in key areas, limited metrics, data and tracking and a need for enhanced training. These challenges led to a coordinated effort in 2021 to update the implementation guidelines. Proposed implementation improvements include a new project evaluation methodology to identify multimodal needs, selecting the appropriate facility type and assess impacts, and making modifications to the Implementation Guide to integrate new evaluation methodology to clarify key guidance areas.

The Complete Streets Project Evaluation Methodology process serves as guidance to aid in the evaluation of highway projects for Complete Streets elements. The five steps of this process include initial screening and data input, transportation need determination, facility type selection and final analysis. Hannah Cook shared several items for ongoing discussions on key issues, to include:

1. Maintenance of separated multimodal facilities, particularly outside municipal boundaries
2. Inclusion of complete streets elements on maintenance projects
3. Harmonization of complete streets processes with the Project Delivery Network (PDN) including Planning and Express Design
4. Alignment of pedestrian/bike need determination between CTP and Complete Streets methodologies
5. Local coordination when determining bike/ped needs and choosing facility
6. Determining costs and benefits of complete streets elements
7. Incorporation complete streets elements in projects prior to programming

Three work groups have been set up by NCDOT to help address these key issues. Representatives from Divisions, other units and MPO/RPOs are included. Discussions are anticipated to occur between the end of March and July of this year.

Next steps in the process were shared by Hannah Cook. Continued training and outreach on the methodology and resources will occur. Work groups will convene and develop update recommendations. Updates will be made to Complete Streets resources as necessary and provide revised guidance and/or trainings. NCDOT will continue to collect data, monitor implementation, and identify additional improvements to guidance for planning, prioritization, project development, and maintenance activities.

Tristan Winkler commented on some general concerns about some of the Complete Streets documentation. He shared that every Complete Streets policy has exceptions. There are some changes from the 2019 version. The cost threshold is a point of concern; especially in the West where environmental constraints create costs. Tristan Winkler likes the idea of having a tool to estimate bike/ped demand, but he feels there are flaws. Future growth isn't integrated into the tool, nor the fact that our region has many secondary homes. The tool is based on population and employment density. We have found areas where demand estimation is off. Tristan recommends that local governments who are invested in their Complete Streets to look at the documentation more thoroughly. TCC is encouraged to review the documents and make comments at a later date.

***Information only. Not action required.***

#### FY 2023 Unified Planning Work Program (UPWP) & Self-Certification

The French Broad River MPO is required to develop a Unified Planning Work Program (UPWP) and present a draft in February with the final version approved in May.

#### **What is a UPWP?**

The UPWP is a federally mandated document for MPO's to produce that serves the MPO's budget. This includes line items of work for MPO staff, planning work planned by the region's designated recipient for FTA 5303 Metropolitan Planning Funds (City of Asheville), as well as studies being carried out using federal planning funds, and any programmatic support or planning being funded by FTA 5307 Support.

The Draft UPWP was presented and adopted on January 28th. The Final UPWP is due at the end of March.

#### **Major Changes between the FY 2022 and FY 2023 UPWP**

- More emphasis is being put on data, modeling, and travelers' behavior to reflect anticipated work to build the region's base-year socio-economic dataset for the 2050 MTP. This includes work associated with updated the region's socio-economic projections
- More funding is being put towards TIP Development/Prioritization to go along with anticipated work tasks for the development of the 2024-2033 TIP/STIP
- More funding is being put towards Special Studies to reflect the workload associated
- More emphasis is being put on the release of the 2020 Census, which may impact the MPO's Planning Area boundary and will be needed to be update the region's Travel Demand Model
- More funding is being put towards Regional Planning with on-going work for the CTP update, LCP update, MTP work, and potential 5307 suballocation formula considerations

#### **Self-Certification**

MPOs that are designated as Transportation Management Areas (TMAs), which are MPOs with an Urbanized Area population of greater than 200,000, are required to provide annual certifications that

the transportation planning process is being followed and properly carried out in the MPO planning area. The certification is typically a resolution, approved by the MPO Board.

***A motion was made to approve the FY 2023 Unified Planning Work Program (UPWP) and Self-Certification. Daniel Sellers seconded the motion which carried unanimously upon a roll call vote.***

#### **INFORMATIONAL ITEMS**

##### NCDOT Safety Targets & Funding

A follow-up presentation and discussion with NCDOT Safety Planning Group's Safety Planning Engineer Brian Murphy, PE and Traffic Safety Unit's State Traffic Safety Engineer Brian Mayhew, PE. In the January TCC meeting during the Safety Performance Targets discussion, the TCC requested follow-up information from NCDOT on how safety funds are used and how those funds are allocated to Division 13 and Division 14.

The Federal Highway Administration (FHWA) established five highway safety performance measures in 2016 with regulations set forth in the Federal MAP-21 and FAST Act transportation funding bills. FHWA guidance allows each MPO to either establish safety performance targets by either agreeing to plan (French Broad River MPO staff recommendation as well as the adopted course) or a MPO may establish its own targets, it will need to do so in coordination with the State per FHWA guidelines. MPOs are not directly assessed by FHWA on their progress towards meeting safety performance targets.

The goal of the [most recent \(2019\) SHSP](#) is to reduce fatalities and serious injuries by half by 2035, moving towards zero by 2050. In early 2021, FHWA completed an assessment of target achievement for NCDOT's calendar year (CY) 2019 safety targets, based on the 5-year averages for 2015-2019 for each measure. Based on FHWA's review, North Carolina has not met or made significant progress toward achieving its safety performance targets. As a result, NCDOT must ensure that all HSIP safety funds are obligated and must develop an HSIP Implementation Plan that describes actions the State will take to meet or make significant progress toward achieving its targets.

Table 4 Below includes past performance safety targets as well as past data in the five metrics for the  
*Table 4: French Broad River MPO Specific Safety Performance Targets*

Year	Fatalities (5 Year Average)	Fatality Rate (5 Year Average)	Serious Injuries (5 Year Average)	Serious Injury Rate (5 Year Average)	Non-motorized Fatalities and Serious Injuries (5 Year Average)
2008 - 2012	44.0	1.000	113.4	2.578	16.4
2009 - 2013	45.0	1.012	101.6	2.289	15.6
2010 - 2014	46.8	1.042	89.6	2.003	15.6
2011 - 2015	46.8	1.030	81.8	1.809	15.6
2012 - 2016	46.0	0.993	74.0	1.599	16.0
2013 - 2017	50.0	1.052	84.4	1.751	15.2
2014 - 2018	52.2	1.076	102.0	2.067	17.2
2015 - 2019	51.0	1.029	116.8	2.327	17.6
2016 - 2020	49.4	0.999	128.0	2.584	18.6
<b>2022 Target</b>	<b>45.4</b>	<b>0.912</b>	<b>108.3</b>	<b>2.151</b>	<b>15.7</b>

MPO. The 2022 targets highlighted were adopted in January

Brian Mayhew, NCDOT Traffic Safety Unit, presented on statewide safety data trends. As population grows, primarily in metropolitan areas, more demand is put on our transportation systems and needs. This affects our safety trends. Many states with populations increasing rapidly have difficulty reducing transportation related serious injuries and fatalities. Vehicle Miles Traveled (VMT) is a good measure of activity in our state. While in rural areas VMT remains rather flat, it increases in more urban areas. VMT and vehicular fatalities and serious injuries typically trend in the same direction. Statewide, fatalities are at the highest number since 1973, with 55% in the MPO and 45% occurring in the RPO. Serious injuries have increased dramatically, but partly due to the definition changing to be more descriptive and comprehensive in 2016. In the MPO, 58% of serious injuries occurred, while 42% occurred in the RPO. Pedestrian fatalities and serious injuries are trending upwards. Many of the fatalities in urban areas are in high-speed arterials. Recorded crashes have increased, with 73% being reported in urban areas and 27% reported in rural areas.

Brian Murphy, NCDOT, presented on MPO safety data trends. Vehicle Miles Traveled is trending closely with that of the state. Total reported crashes have seen significant increases. Vehicular fatality numbers have remained somewhat flat for our region, but there is lots of “noise” in the numbers. Serious injury numbers have trended upward over time, partially due to the change in definition of “serious injury” changing. Non-motorized fatal and serious injuries are increasing. There are a significant number of alcohol-related and unbelted fatalities and injuries in the region.

There are several data safety resources available on [ncdot.gov](http://ncdot.gov). This information will be shared in a packet to be sent by Tristan Winkler.

Brian Mayhew presented on three project funding sources for NCDOT Safety and Mobility Programs. The Highway Safety Improvement Program (HSIP) has \$74M of federally funded dollars annually. NCDOT places a soft cap of \$1M per project. Projects are selected bi-annually. Spot Safety comes from state funds and is \$12.1M annually. There is a \$400K cap per project and projects are selected quarterly. Spot Mobility funds are \$14.2M of state funded dollars and it imposes a \$750K per project cap. These programs are dedicated to safety, are fiscally constrained and are not sufficient to solve all our transportation safety problems. NCDOT is looking for the least expensive project that offers the most benefit when spending its safety dollars.

Brian Mayhew presented on the Hendersonville Safety Study. Recommendations from NCDOT regarding this study include new controlled or uncontrolled crossings, improved exiting uncontrolled or signalized crossings, and low-cost roadway reconfiguration. Area wide recommendations include crosswalks and curb extensions, among others.

Discussion occurred regarding the Strategic Highway Safety Plan and how it is proactive on safety in terms of initial plan design. It was mentioned that if safety isn't considered before a roadway project begins, we are constantly in a reactive position with a minute number of resources leftover after the project is underway. Brian Mayhew with NCDOT noted that the SHSP is updated every five years. Stakeholder groups are brought in both before and after projects begin. Complete Streets have been part of our safety plan for ten years or more. The HSIP program is both responsive and proactive. The Highway Safety Manual helps to allow us to quantify safety is impacted by in a particular project. Also, by developing statistical models to model safety given various constraints and then change those constraints to see how the safety performance may or may not change in the future. It gives us a better understanding of what pedestrian demands are.

***Information only. No action required.***

#### Prioritization & NCDOT Funding Update

MPO staff will present on the latest information regarding the development of the 2024-2033 STIP/TIP and funding updates. The NCDOT Board of Transportation and the Prioritization Workgroup is continuing to work through the development of a process for determining the 2024-2033 State Transportation Improvement Program (STIP.)

As background, NCDOT updated all the costs of projects in the STIP in the summer of 2021 and found that nearly every funding tier was overprogrammed and the STIP as a whole was more than \$10 billion overprogrammed. The following tables have been updated with revenues expected from the recently passed federal infrastructure bill (via NCDOT, current as of January 25):

Available Funding	Programming Status
\$10.6B	\$3.36B Over

Region	Available Funding	Programming Status
A (D1 & D4)	\$647.5M	\$383.2M Over
B (D2 & D3)	\$919.2M	\$428.6M Over
C (D5 & D6)	\$1.78B	\$297.1M Over
D (D7 & D9)	\$1.33B	\$596.7M Over
E (D8 & D10)	\$1.67B	\$756.5M Over
F (D11 & D12)	\$881.0M	\$455.7M Over
G (D13 & D14)	\$676.1M	\$982.2M Over



Division	Available Funding	Programming Status
1	\$569.7M	\$129.5M Over
2	\$569.7M	\$190.3M Over
3	\$569.7M	\$18.7M Under
4	\$569.7M	\$223.2M Under
5	\$569.7M	\$172.4M Over
6	\$569.7M	\$87.4M Under
7	\$569.7M	\$65.4M Under
8	\$569.7M	\$85.3M Over
9	\$569.7M	\$31.6M Under
10	\$569.7M	\$68.8M Over
11	\$569.7M	\$102.4M Under
12	\$569.7M	\$234.0M Over
13	\$569.7M	\$325.7M Over
14	\$569.7M	\$88.2M Over

To address the overprogramming the Prioritization Workgroup made a series of recommendations:

- 1) Cancel P 6.0- no new projects will be added to the 2024-2033 STIP
- 2) “Right-Size” the STIP to allow for funding to be made available in future rounds of prioritization
- 3) Reprioritize the STIP utilizing the following steps
  - a. Determine Delivery vs. To-Be-Reconsidered Projects
    - i. Delivery Projects: projects that are currently scheduled to begin construction in 2026 or sooner and/or have already started right-of-way acquisition ->would be added to the Draft STIP
    - ii. To-Be-Reconsidered Projects: projects that are currently scheduled to begin construction in 2027 or later -> would be ranked in Step #2
  - b. Rank To-Be-Reconsidered Projects
    - i. Projects would be ranked by:
      1. The round of prioritization the project was committed (projects that have been considered committed for longer would get first consideration)
      2. The total score from the round of prioritization in which the project was committed

3. Highest ranking projects would be reentered into the Draft STIP until the budget is exhausted (for each funding tier), if possible
- c. The “Flexibility” Option
  - i. MPOs, RPOs, and Divisions could consider swapping out projects in the Draft STIP for projects that did not make the Draft STIP
    1. NCDOT Divisions must agree to the proposed swaps
    2. Swaps must be within 110% of the cost of the project being swapped out
    3. Projects may be swapped within their tier or “cascaded” but may not “cascade” up
      - a. Division Needs projects may be swapped out for Division Needs, Regional Impact, or Statewide Mobility projects
      - b. Regional Impact projects may be swapped out for Regional Impact or Statewide Mobility Projects
      - c. Statewide Mobility projects may only be swapped out for other Statewide Mobility projects
- 4) Commit projects that are programmed for right-of-way acquisition within the first five years of the STIP
  - a. This would return the “committed window” to what it was in 2018 before it was changed to a six-year “committed window.”
  - b. The NCDOT Board of Transportation has *\*NOT\** approved this recommendation as of March 3<sup>rd</sup>

Moving forward, it is anticipated that a Draft STIP will be released in April 2022. That will begin the process for considerations with the “flexibility” option and public input for the development of the 2024-2033 STIP.

Based on current budgets and estimated costs, the MPO anticipates the following in our region:

Total Upcoming Projects: \$3,013,000,000  
 Delivery Projects: \$1,506,000,000  
 To-Be-Reconsidered Projects: \$1,507,000,000

Tristan Winkler shared that the amount the budget is being exceeded is considerable and it will not be easy to choose which projects to trim down. Please keep in touch regarding questions and concerns about local priorities to help make this process as easy as possible.

***Information only. No action required.***

#### **REGULAR UPDATES AND INFORMATION ITEMS**

- Division 13 Updates: [https://frenchbroadrivermpo.org/wp-content/uploads/2022/02/March\\_Division13\\_Updates.pdf](https://frenchbroadrivermpo.org/wp-content/uploads/2022/02/March_Division13_Updates.pdf)
- Division 14 Updates: [https://frenchbroadrivermpo.org/wp-content/uploads/2022/03/032022\\_Div14\\_FBRMPO-Const\\_Update-combined.pdf](https://frenchbroadrivermpo.org/wp-content/uploads/2022/03/032022_Div14_FBRMPO-Const_Update-combined.pdf)
- Transportation Planning Division updates were presented.

- Legislative updates were provided by MPO staff.
- FBRMPO Committee & Workgroup Updates:
  - Prioritization Subcommittee – met March 2<sup>nd</sup>; next meeting April 6<sup>th</sup>
  - Transit Operators Workgroup – met January 11<sup>th</sup>
  - 5307 Subrecipient– next meeting TBD
  - Citizen’s Advisory Committee – met January 12<sup>th</sup>; next meeting April 13<sup>th</sup>
  - Hellbender Trail Stakeholder Group – last meeting February 3<sup>rd</sup>; next meeting May 5<sup>th</sup>

**PUBLIC COMMENT**

Chair Radcliff opened the second public comment period. No public comments were received.

**ADJOURNMENT**

Chair Radcliff adjourned the meeting, as there was no further business.