

Capital Area Metropolitan Planning Organization (CAMPO)

Evaluation of MPO Boundaries, Structure and Governance

**(MPO Bill) Section 5
Article 16 of Chapter 136 of General Statute**

G.S. 136-200.2

Prepared by the:

North Carolina Capital Area Metropolitan Planning Organization

In Cooperation with:

North Carolina Department of Transportation

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Executive Summary

Following each census, and more frequently if requested, General Statute 136-200.2 requires the Governor and Secretary of Transportation, in cooperation with the affected Metropolitan Planning Organization (MPO), to perform an evaluation of the boundaries, structure and governance of each MPO in the State. The following report describes the actual text from the law and details all the required factors utilized to process the evaluation for the Capital Area Metropolitan Planning Organization (CAMPO).

The 2000 Census Urbanized Area (UZA) Boundary Map, Metropolitan Area Boundary (MAB) Map, Thoroughfare Plan, Long Range Transportation Plan (LRTP), and the MPO Memorandum of Understanding (MOU) were utilized to perform the evaluation.

The Urban Area Boundary for the Capital Area MPO was expanded to include the Town of Youngsville in Franklin County.

The Capital Area MPO Metropolitan Area Boundary (MAB) has been expanded (October 2005) to include portions of Franklin, Granville, Harnett, and Johnston counties. Governments agreeing to join the Capital Area MPO include the Counties of Franklin, Granville, Harnett, and Johnston, and the municipalities of Angier, Bunn, Clayton, Creedmoor, Franklinton, and Youngsville.

The Capital Area MPO and the Durham-Chapel Hill-Carrboro (DCHC) MPO have mutually signed a Memorandum of Agreement for Regional Transportation Coordination. The agreement establishes an executive committee and a technical committee that are to meet several times per year.

The Capital Area MPO, the DCHC MPO, and the Triangle Transit Authority (TTA) have mutually signed a Memorandum of Agreement for Regional Transit Planning that establishes the two MPOs as the agencies responsible for long-range transit planning and specifies that TTA will assist in these efforts. The TTA will be the primary agency responsible for implementing and operating the regional elements of these long-range transit plans.

The Capital Area MPO and the Durham-Chapel Hill-Carrboro MPO have approved and signed a Planning Area Agreement that will serve to fulfill federal requirements relative to the planning for that portion of the Durham Urbanized Area (UZA) that lies within the Capital Area MPO Metropolitan Area Boundary and likewise the portion of the Raleigh UZA that lies within the Durham-Chapel Hill-Carrboro MPO Metropolitan Area Boundary.

Section 5. Article 16 of Chapter 136 of the General Statutes is amended by adding a new section to read:

"§ 136-200.2. Decennial review of metropolitan planning organization boundaries, structure, and governance.

(a) Evaluation. -- Following each decennial census, and more frequently if requested by an individual metropolitan planning organization, the Governor and the Secretary of Transportation, in cooperation with the affected metropolitan planning organization or organizations, shall initiate an evaluation of the boundaries, structure, and governance of each metropolitan planning organization in the State. The goal of the evaluation shall be to examine the need for and to make recommendations for adjustments to metropolitan planning organization boundaries, structure, or governance in order to ensure compliance with the objectives of 23 U.S.C. § 134. The Secretary shall submit a report of the evaluation process to the Governor and to the Joint Legislative Transportation Oversight Committee.

(b) Factors for Evaluation. -- The evaluation of the area, structure, and governance of each metropolitan planning organization shall include all of the following factors:

- (1) Existing and projected future commuting and travel patterns and urban growth projections.
- (2) Integration of planning with existing regional transportation facilities, such as airports, seaports, and major interstate and intrastate road and rail facilities.
- (3) Conformity with and support for existing or proposed regional transit and mass transportation programs and initiatives.
- (4) Boundaries of existing or proposed federally designated air quality non-attainment areas or air-quality management regions.
- (5) Metropolitan Statistical Area boundaries.
- (6) Existing or proposed cooperative regional planning structures.
- (7) Administrative efficiency, availability of resources, and complexity of management.
- (8) Feasibility of the creation of interstate metropolitan planning organizations.
- (9) Governance structures, as provided in subsection (c) of this section.

(c) Metropolitan Planning Organization Structures. -- The Governor and Secretary of Transportation, in cooperation with existing metropolitan planning organizations and local elected officials, may consider the following changes to the structure of existing metropolitan planning organizations:

- (1) Expansion of existing metropolitan planning organization boundaries to include areas specified in 23 U.S.C. § 134(c).
- (2) Consolidation of existing contiguous metropolitan planning organizations in accordance with the re-designation procedure specified in 23 U.S.C. § 134(b).
- (3) Creation of metropolitan planning organization subcommittees with responsibility for matters that affect a limited number of constituent jurisdictions, as specified in a memorandum of understanding re-designating a metropolitan planning organization in accordance with the provisions of 23 U.S.C. § 134.
- (4) Formation of joint committees or working groups among contiguous non-consolidated metropolitan planning organizations, with such powers and responsibilities

as may be delegated to such joint committees pursuant to their respective memoranda of understanding.

(5) Creation of interstate compacts pursuant to 23 U.S.C. § 134(d) to address coordination of planning among metropolitan planning organizations located in this State and contiguous metropolitan planning organizations located in adjoining states.

(6) Delegation by the governing board of a metropolitan planning organization of part or all of its responsibilities to a regional transportation authority created under article 27 of Chapter 160A of the General Statutes, if the regional transportation authority is eligible to exercise that authority under 23 U.S.C. § 134.

(d) Optional Governance Provisions. -- In addition to any other provisions permitted or required pursuant to 23 U.S.C. § 134, the memorandum of understanding, creating, enlarging, modifying, or restructuring a metropolitan planning organization may also include any of the following provisions relating to governance:

(1) Distribution of voting power among the constituent counties, municipal corporations, and other participating organizations on a basis or bases other than population.

(2) Membership and representation of regional transit or transportation authorities or other regional organizations in addition to membership of counties and municipal corporations.

(3) Requirements for weighted voting or supermajority voting on some or all issues.

(4) Provisions authorizing or requiring the delegation of certain decisions or approvals to less than the full-voting membership of the metropolitan planning organization in matters that affect only a limited number of constituent jurisdictions.

(5) Requirements for rotation and sharing of officer positions and committee chair positions in order to protect against concentration of authority within the metropolitan planning organization.

(6) Any other provision agreed to by the requisite majority of jurisdictions constituting the metropolitan planning organization.

(e) Effect of Evaluation. -- Upon completion of the evaluation required under this section, a metropolitan planning organization may be restructured in accordance with the procedure contained in 23 U.S.C. § 134(b)(5).

(f) Assistance. -- The Department may provide staff assistance to metropolitan planning organizations in existence prior to January 1, 2001, that are considering consolidation on or after January 1, 2001. In addition, the Department may provide funding assistance to metropolitan planning organizations considering consolidation, upon receipt of a letter of intent from jurisdictions representing seventy-five percent (75%) of the affected population, including the central city, in each metropolitan planning organization considering consolidation."

FACTORS FOR EVALUATION OF THE CAPITAL AREA MPO:

- 1- Existing and projected future commuting and travel patterns and urban growth projections.
 - The 2000 Census Urbanized Area (UZA) boundary, including the Town of Youngsville in Franklin County, lies within the existing CAMPO MAB. A Planning Area Agreement has been signed between the Capital Area MPO and the DCHC MPO to fulfill federal requirements for a small portion of the Raleigh UZA in Durham County and a small portion of the Durham UZA in Wake County.
 - A “smoothed” UZA has been approved. The UZA boundaries for CAMPO and DCHC MPO do not abut at this time.
 - The Capital Area MPO MAB corresponds with the western Wake County boundary that borders Durham and Chatham Counties, and has been expanded to include portions of the adjoining counties of Franklin, Granville, Harnett, and Johnston and the planning boundaries for the Towns of Angier, Apex, Bunn, Clayton, Creedmoor, Fuquay-Varina, Garner, Holly Springs, Knightdale, Morrisville, Rolesville, Wake Forest, Wendell, Youngsville, and Zebulon.
 - The part of the City of Raleigh that lies in Durham County, and the planning boundary of the Town of Cary that lies in Chatham County are not included in the MAB. A portion of western Chatham County is included in the DCHC MPO MAB. An evaluation of the portion of Chatham County east of Jordan Lake is included in the MPO Organizational Study, in which the DCHC MPO is a stakeholder.

- 2- Integration of planning with existing regional transportation facilities, such as airports, seaports, major interstate and intrastate road and rail facilities.
 - The Capital Area MPO Memorandum of Understanding (MOU) provides for coordination, through TCC membership, with the Capital Area Transit (CAT), Raleigh-Durham International Airport Authority, and Triangle Transit Authority (TTA).
 - The Capital Area MPO and the DCHC MPO are coordinating planning efforts for the proposed TTA-administered regional rail system. The proposed rail system is shown in 2030 Long Range Transportation Plans (LRTP) and the Metropolitan Transportation Improvement Programs (MTIP) for both MPOs.
 - The Capital Area MPO and DCHC MPO are coordinating feasibility studies for an HOV facility on Interstate 40 with technical work being conducted by a transportation consulting agency.
 - The Triangle Travel Demand Model is used to plan highway and bus transit services within the Capital Area MPO and DCHC MPO region.

- 3- Conformity with and support for existing or proposed regional transit and mass transportation programs and initiatives.
 - The mayors of Raleigh, Durham, Cary, and Chapel Hill, and representatives of the Triangle Transit Authority (TTA), meet regularly to discuss consolidation of local transit systems into a regional transit system.
 - The proposed regional rail system between Raleigh and Durham is identified in the 2030 Capital Area MPO and DCHC MPO LRTPs.
 - The Triangle Transit Authority (TTA) and the Capital Area MPO have established a cooperative relationship via a Memorandum of Understanding (MOU).

- 4- Boundaries of existing or proposed federally designated air quality non-attainment areas or air-quality maintenance regions.
 - The air quality maintenance region includes all of Durham and Wake Counties, and the Dutchville Township in Granville County.
 - The current Capital Area MPO MAB includes all of Wake County and portions of Chatham, Franklin, Granville, Harnett and Johnston Counties. The DCHC MPO MAB includes part of Orange and all of Durham County, but does not include Dutchville Township in Granville County. Consideration may be given to including Dutchville Township in the DCHC MPO MAB as that area is included in air quality conformity analysis reporting for that MPO. No portion of Granville County is being considered for addition to the DCHC MAB at this time.

- 5- Metropolitan Statistical Area boundaries (MSAs).
 - Most of the Capital Area MPO and the entire DCHC MPO Metropolitan Area Boundaries are contained within the Raleigh-Durham-Chapel Hill MSA (defined as Wake, Durham, Orange, Chatham, Johnston, and Franklin counties).
 - The need to incorporate additional areas within the MAB into the MSA has not been examined.

- 6- Existing or proposed cooperative regional planning structures.
 - The member municipalities of the Capital Area MPO and the DCHC MPO have formed a joint mayoral commission, which meets regularly to discuss transportation and other issues.
 - The current Capital Area MPO and DCHC MPO Memorandum of Understandings (MOUs) require coordination with the Triangle Transit Authority, the Raleigh-Durham Airport Authority, and Triangle J Council of Governments (TJCOG) on policies, plans, and programs having regional impacts..
 - Representatives from the Capital Area MPO and DCHC MPO TACs and TCCs met on November 18, 2002 to discuss consolidation and enhancement of regional planning coordination. The Capital Area MPO and the DCHC MPO hold joint meetings at least twice per fiscal year.

- 7- Administrative efficiency, availability of resources, and complexity of management.
- Changes to the Capital Area MPO's UAB and MAB have increased membership to include eighteen (18) municipalities and five counties.
 - The transportation planning process for the Capital Area MPO will continue to be conducted in accordance with a MOU between the State of North Carolina and all of the political jurisdictions within the metropolitan planning area boundary. All political jurisdictions within the planning area are represented on the TAC. The MOU and Bylaws establish monthly meetings and a formal voting structure for making transportation decisions.
 - Improved coordination between the Capital Area MPO and DCHC MPO is being pursued.
- 8- Feasibility of the creation of interstate metropolitan planning organizations.
- Not applicable.
9. Governance structures. The Governor and Secretary of Transportation, in cooperation with existing metropolitan planning organizations and local elected officials, may consider the following changes to the structure of existing metropolitan planning organizations:
- a) Expansion of existing metropolitan planning organization boundaries to include areas specified in 23 U.S.C. § 134(c).
- Expansion of the UAB to include the Town of Youngsville in Franklin County has been accomplished, and the Capital Area MPO MAB has been revised to include portions of Franklin, Granville, Harnett, and Johnston counties.
- b) Consolidation of existing contiguous metropolitan planning organizations in accordance with the re-designation procedure specified in 23 U.S.C. § 134(b).
- Representatives from the Capital Area MPO and DCHC MPO TACs and TCCs met on November 18, 2002, to discuss consolidation and enhanced regional planning coordination. A financial incentive for DCHC MPO to consolidate with the Capital Area MPO is desired, as is a greater share of funding through the equity formula.
 - Loss of sensitivity to local issues is a concern of consolidation.
- c) Creation of metropolitan planning organization subcommittees with responsibility for matters that affect a limited number of constituent jurisdictions, as specified in a memorandum of understanding re-designating a metropolitan planning organization in accordance with the provisions of 23 USC § 134.
- The creation of subcommittees is being considered in the draft version of the revised Memorandum of Understanding.

- d) Formation of joint committees or working groups among contiguous non-consolidated metropolitan planning organizations, with such powers and responsibilities as may be delegated to such joint committees pursuant to their respective memoranda of understanding.
- The mayors of Raleigh, Durham, Cary, and Chapel Hill meet periodically outside of their MPO structures to discuss regional transportation issues, such as consolidation of local and regional transit systems..
- e) Creation of interstate compacts pursuant to 23 U.S.C. § 134(d) to address coordination of planning among metropolitan planning organizations located in this State and contiguous metropolitan planning organizations located in adjoining states.
- Not applicable.
- f) Delegation by the governing board of a metropolitan planning organization of part or all of its responsibilities to a regional transportation authority created under article 27 of Chapter 160A of the General Statutes, if the regional transportation authority is eligible to exercise that authority under 23 U.S.C. § 134.
- Responsibilities of Capital Area MPO have not , and there has been no desire expressed to delegate responsibility to a regional transportation authority.

Optional Governance Provisions:

- 1- Distribution of voting power among the constituent counties, municipal corporations, and other participating organizations on a basis or bases other than population.
- Weighted voting is based on rough proportionality of population. No change is being considered at this time.
- 2- Membership and representation of regional transit or transportation authorities or other regional organizations in addition to membership of counties and municipal corporations.
- The current MOU provides for membership and representation for the North Carolina Board of Transportation, the Federal Highway Administration (FHWA) as full members, and representatives of other local, regional, state, and federal agencies who serve on the TAC upon invitation from the TAC. Based on a recommendation in the 2002 Federal Certification Review, the TAC formalized non-voting membership to the Triangle Transit Authority (TTA).
 - Non-local government agencies named as members of the TCC are the NCDOT, Triangle “J” COG, Capital Area Transit, Raleigh-Durham International Airport Authority, North Carolina State University, Triangle Transit Authority, Carolina Trailways and the Research Triangle Foundation.

- Revisions to the Memorandum of Understanding include: (1) adding as ex-officio non-voting members to the Capital Area MPO Technical Coordinating Committee, staff members representing the Rural Planning Associations (RPOs) including: (1) the Kerr-Tar RPO, (2) the Mid-Carolinas RPO, (3) the Triangle RPO, and (4) the Upper Coastal Plain RPO.
- 3- Requirements for weighted voting or supermajority voting on some or all issues.
- The current MOU provides for weighted voting, however, weighted voting is customarily not used.
 - No changes are being considered at this time.
- 4- Provisions authorizing or requiring the delegation of certain decisions or approvals to less than the full-voting membership of the metropolitan planning organization in matters that affect only a limited number of constituent jurisdictions.
- The current MOU does not provide for delegation of decisions or approvals and no consideration is being given this issue at this time.
- 5- Requirements for rotation and sharing of officer positions and committee chair positions in order to protect against concentration of authority within the metropolitan planning organization.
- The current MOU provides for the appointment of the TAC and TCC Chairs and Vice-Chairs by majority vote with the rotation of chairmanship between member cities and counties customary, though not required. No changes are planned.
- 6- Any other provision agreed to by the requisite majority of jurisdictions constituting the metropolitan planning organization.
- The current Memorandum of Understanding (MOU), and designation by the Governor, establishes the City of Raleigh’s Public Works Department as the Lead Planning Agency (LPA) for Capital Area MPO. No consideration is being given at this time to changing the LPA for the Capital Area MPO.

FEDERAL CERTIFICATION OF THE CAPITAL AREA MPO

The Executive Summary for the Certification Review of the North Carolina Capital Area Metropolitan Planning Organization as done by the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) follows. Pursuant to 23 U.S.C. 134(i)(5) and 49 U.S.C. 1607, both FHWA and FTA have stated that the metropolitan transportation planning process of the North Carolina Capital Area MPO is certified subject to recommendations listed within the Executive Summary. Further information concerning the Capital Area MPO Certification Review can be found in the report, “Federal Highway Administration and Federal Transit Administration Joint Certification Review of the Capital Area Metropolitan Planning Organization”.

Executive Summary
For The Certification Review of Capital Area Metropolitan Planning Organization

Pursuant to 23 U.S.C. 134(i)(5) and 49 U.S.C. 1607, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning process in Transportation Management Areas at least every three years. The current certification of the Capital Area Metropolitan Planning Organization (CAMPO) process will expire on July 11, 2005. In general, certification reviews consist of three primary activities: a site visit, review of planning products (in advance of and during the site visit), and preparation of a report that summarizes the review and offers findings. The Federal Highway Administration (FHWA), and the Federal Transit Administration (FTA)-Region 4, conducted a joint certification review of the CAMPO planning process on February 16 & 17, 2005. The Federal Highway Administration North Carolina Division, and the Federal Transit Administration-Region 4 conducted the review. Other participants in the review consisted of representatives from the Capital Area MPO, the North Carolina Department of Transportation (NCDOT), the Capital Area Transit (CAT), the Triangle Transit Authority (TTA), Carolina Trailways, Raleigh's Public Works department, Wake County Human Services, a representative from the Town of Cary.

Noteworthy practices include areas where the MPO is doing well. Unless otherwise specified in the report corrective actions are items that have to be resolved by the next certification review. Recommendations and comments are areas where the review team suggests ways to improve the planning process.

Noteworthy Practices and/or Products

The Capital Area MPO has a transportation planning process that is addressing the local and regional transportation issues facing the area. The review team identified the following noteworthy accomplishments or activities that have taken place since the previous certification review:

- Established a Bicycle and Pedestrian Stakeholders Group to formally participate in the planning process.
- Conducted an organizational Study / MPO Peer Review exercise.
- Executed a Memorandum of Agreement with the Durham-Chapel Hill-Carrboro MPO to establish mechanisms to improve coordination and cooperation on regional planning matters including holding joint policy board meetings.
- Conducted a technical committee strategic planning retreat to establish a five-year plan of action.
- Separate mapping of the locations of African American and Hispanic populations.

- The use of an environmental justice weighting factor in project prioritization.
- The adoption of an environmental justice mission statement.
- Participation in a regional transit consolidation study.

The certification review resulted in the following findings:

Recommendations

1. It is strongly recommended that CAMPO update its formally adopted public involvement process to reflect current practice, including an evaluation of the specific activities to seek out and consider the needs of those traditionally underserved by existing transportation systems.
2. For environmental justice purposes, it is recommended that the MPO develop a methodology to evaluate service equity.
3. It is recommended that CAMPO's Congestion Management System be expanded to include an element to evaluate implemented projects.
4. It is recommended that CAMPO proceed with their efforts to coordinate the development of a regional transit vision plan in order to improve the long-range aspects of the transit portion of the 2030 LRTP.

Certification

The metropolitan transportation planning process for the Capital Area Metropolitan Planning Organization is certified subject to addressing the consideration of the recommendations listed above. This certification is valid for three years from the date of the letter formally transmitting the report to the MPO.