

Chapter 7. Transportation Element

Transportation is strongly tied to land use. While the most significant role that transportation plays in land development is in providing access, transportation facilities serve as a critical element of the built environment, creating both connections and barriers. For instance, a high-volume, four-lane highway may connect key areas of a community for vehicular travel, but safety concerns can deter pedestrians from getting to resources on the other side. Traffic congestion on a thoroughfare can also be a barrier, causing motorists to seek alternative routes through residential areas. An understanding of these relationships is critical to solving and even preventing transportation related problems such as congestion, higher energy consumption, impaired air quality, threats to public health and safety, and decreased access to services and employment.

Debate on the relationship between transportation and land use typically hinges on whether the transportation network should be planned to accommodate anticipated land uses and growth, or should the transportation network evolve organically to accommodate traffic generated by the location of land uses and subsequent growth patterns. Ideally, transportation networks should be planned to anticipate and accommodate future needs. However, funding for costly transportation infrastructure is limited, particularly at the local level, with resources focused on alleviating immediate problems such as congestion, road maintenance, and safety issues caused by increased traffic volume.

While roads comprise the majority of most transportation systems, they are not the only viable component. A transportation system is defined as any means used to move people and products. Effective transportation systems are broad, multi-modal networks that include options such as rail, air, shipping, public transit, cyclists, and pedestrians. The Transportation Element provides an analysis of transportation systems serving the City of Newberry including existing roads, planned or proposed major road improvements and new road construction, existing and proposed transit projects, and proposed and existing pedestrian and bicycle facilities and projects.

A. ROAD NETWORK

According to the *2017-2022 South Carolina Statewide Transportation Improvement Program (STIP)*, projected demand for travel in the State will continue to rise due to economic growth, as well as increases in the number of resident drivers and driving activity. While travel volume is generally highest on the Interstates, many federal and state highways and local roads also experience traffic congestion and road wear associated with increased motor vehicle travel. An examination of the local road network enables the City of Newberry to work with regional partners to plan for transportation needs for the coming decade, particularly as they relate to future land use.

1. Local Road Funding

The “C Program” is a partnership between the South Carolina Department of Transportation (SCDOT) and counties to fund local transportation projects and improvements to State, county, and city roads. Program funds, known as C-Funds, are derived from a 2.9925 cents per gallon user

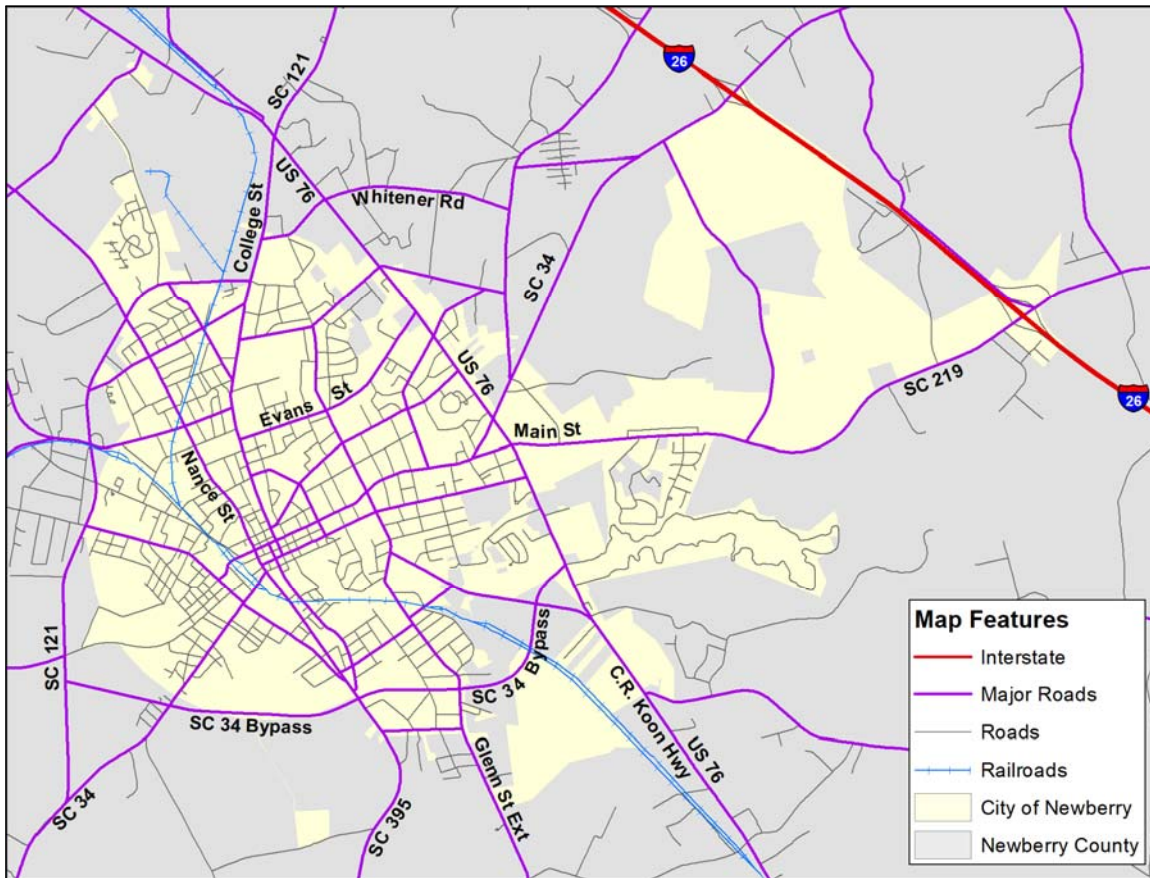
tax on gasoline sales. The tax is allocated to each of the 46 counties based on population, land area, and rural road mileage. The allocation per gallon will increase by 0.3325 cent per gallon each fiscal year through 2021, when it will reach a total of 3.99 cents per gallon. As part of the program, each county has a *County Transportation Committee (CTC)* with members appointed by the county legislative delegation. The seven-member Newberry County Transportation Committee is empowered with the authority to select and approve projects to be funded utilizing C-Funds.

C-Funds may be used for construction, improvements, or maintenance on the State highway system, local paving or improvements to county roads, street and traffic signs, and other road and bridge projects. Resurfacing, sidewalk construction, and drainage improvements may also be paid for with C-Funds. By law, counties must spend at least 25 percent of C-Fund allocations on construction, improvements, and maintenance related to the State highway system, with the remaining 75% available for local transportation system projects. The FY 2018-2019 C-Fund apportionment for Newberry County was \$1,389,000 (*SCDOT, 2019*).

2. Road Network

The residents of the City of Newberry enjoy ease of access to the Interstate highway system. Access to I-20, I-77, and I-85 is less than 40, 45 and 65 miles away, respectively. Interstate 26 runs through Newberry County and is accessed by five interchanges. Three of these lead directly into the City of Newberry. Several four-lane highways traverse the County. U.S. Highway 76 provides north/south access and S.C. Highways 34, 219 and 121 provide additional access to the Interstate and neighboring counties. In recent years, the City's access to I-26 has been enhanced by the widening of S.C. Highways 219, 34 and 121.

There are 82 miles of roads within the incorporated limits of the City of Newberry, of which 17.5 miles are owned and maintained by the City, 60.5 miles are owned and maintained by the State, and four miles are included in the Federal highway system. Map 7-1 illustrates the road system and railways in the Newberry area.

Map 7-1. City of Newberry Road Network

Source: Newberry County Assessor, 2019

B. FUNCTIONAL ROAD CLASSIFICATION

Streets and roads serve two primary functions – to provide mobility and facilitate access to land. Optimally, the transportation network balances these two functions. On higher capacity roads such as interstates, mobility is the primary function, while the primary function of local roads is to provide residential access. Between these two extremes, the level of mobility and access to land vary depending on the function of the network.

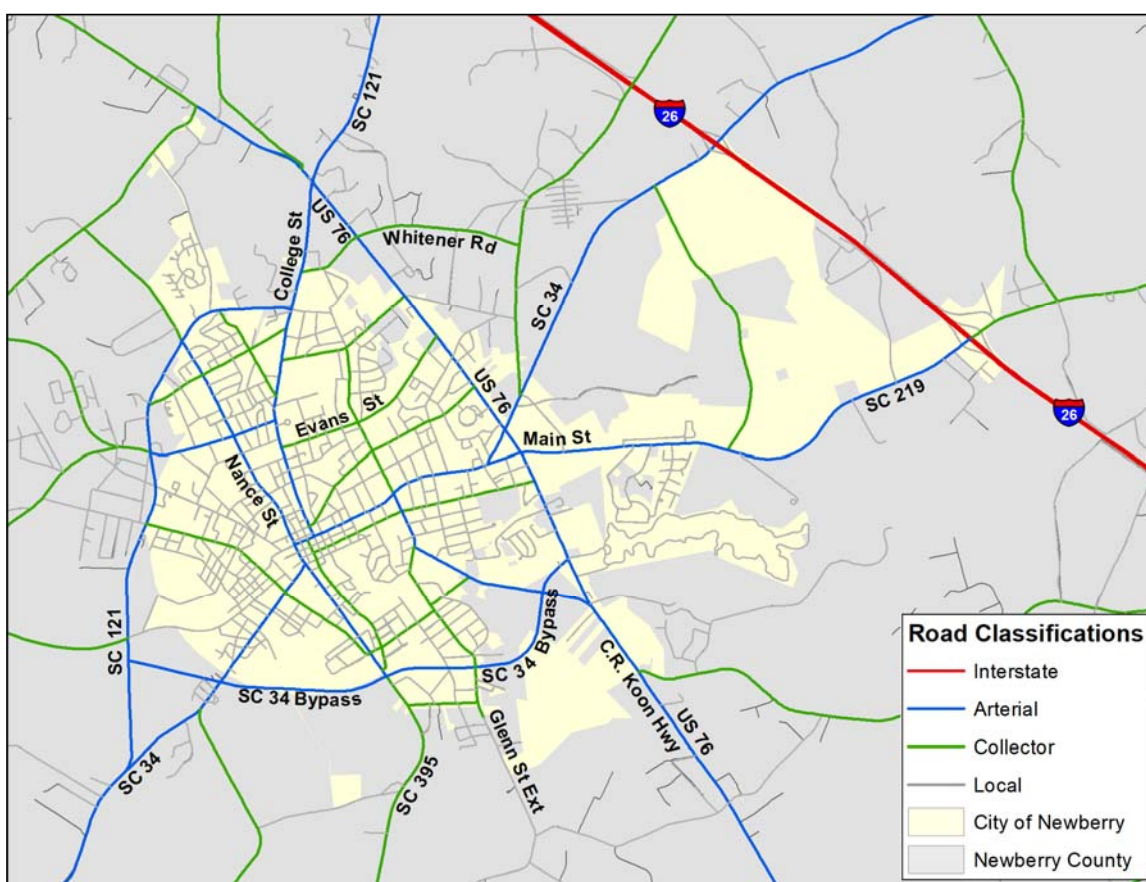
The Federal Highway Administration (FHWA) defines functional classification as the process by which streets and highways are grouped according to the character of service they are intended to provide. Transportation planners and engineers classify roads based on FHWA and State criteria that consider the type of road and traffic volume. Streets and highways are grouped into four categories: freeways, arterials, collectors, and local roads (Table 7-1). Functional road classifications for the Newberry area are shown in Map 7-2.

Table 7-1. Functional Road Classification

Classification	Functional Purpose
Interstates	<ul style="list-style-type: none"> Multi-lane divided roadways with no traffic signals to interrupt traffic flow
Arterials	<ul style="list-style-type: none"> Provide the highest level of service at the greatest speed for the longest uninterrupted distance <i>Major arterials</i> are connected networks of continuous routes that serve corridor movements and a high percentage of area population <i>Minor arterials</i> form a network linking cities and larger towns as part of an integrated network, including arterials not classified as major with an emphasis on land access
Collectors	<ul style="list-style-type: none"> Provide service at a lower speed for shorter distances by collecting traffic from local roads and connecting them with arterials, provides both access and traffic circulation within residential neighborhoods, commercial, and industrial areas <i>Major collectors</i> serve the more important travel corridors within a county <i>Minor collectors</i> penetrate neighborhoods, distributing trips from arterial roads and collecting traffic from local streets

Source: Federal Highway Administration, 2019

Map 7-2. Functional Road Classifications, 2019



Source: SCDOT Functional Classification, 2010

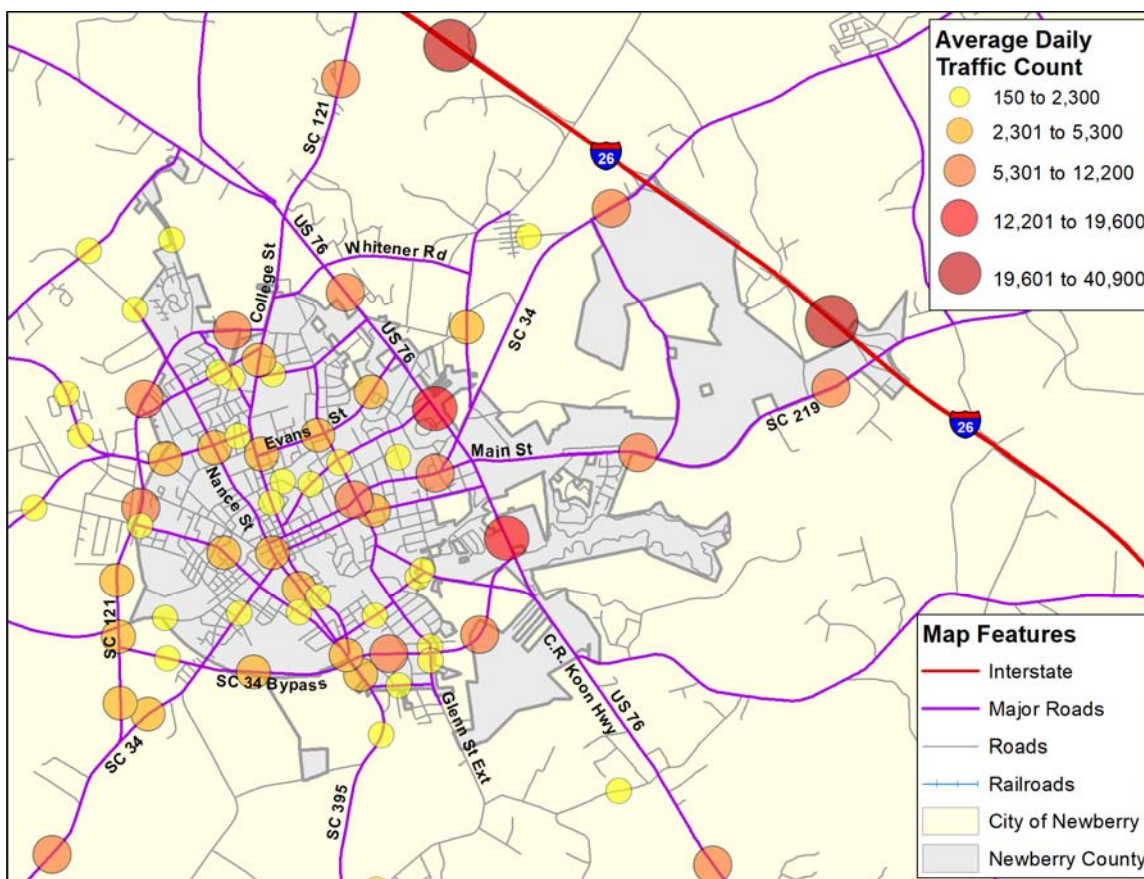
C. TRAFFIC COUNTS

Recent SCDOT traffic counts for the most traveled road segments in Newberry County are listed in Table 7-2 and illustrated in Map 7-3. The counts represent estimated 24-hour, two-way annual average daily traffic (AADT) reflecting seasonal and daily adjustments. Segments of Interstate 26 are the most traveled routes in the Newberry area, with counts that range from 40,700 to 40,900 AADT. Traffic counts on segments of U.S. Highway 76 are also comparatively high, ranging from 8,700 to 19,600 on the Highway's busiest local segments. Segments of S.C. Highways 219, 121, 34, and 395 and Main Street also posted high AADT counts in 2018.

Table 7-2. Newberry Area Road Segments with Highest Average Daily Traffic County (AADT), 2018

Route	Station Number	Route Location	2017 AADT
I-26	2119	S.C. Highway 34 to S.C. Highway 219	40,900
	2117	S.C. Highway 121 to S.C. Highway 34	40,700
U.S. Hwy. 76	107	S.C. Highway 34 (Wilson Road) to Adelaide Street	19,600
	105	Smith Street to S.C. Highway 34 (Wilson Road)	17,800
	109	Adelaide Street to Bachman Chapel Road	12,200
	103	S.C. Highway 121 (College Street) to Smith Street	8,700
S.C. Hwy 219	189	U.S. Highway 76 (Wilson Road) to Hillbrook Lane	9,800
	191	Hillbrook Lane to I-26	9,300
S.C. Hwy. 121	179	S.C. Highway 395 (Nance Street) to U.S. Highway 76 (Wilson Road)	9,700
	177	Bush River Road to S.C. Highway 395 (Nance St.)	7,700
	181	U.S. Highway 76 (Wilson Road) to I-26	6,800
	175	Drayton Street to Bush River Road	6,100
Main Street	152	U.S. 76 (Wilson Road) to Glenn Street	9,300
	115	Glenn Street to S.C. Highway 395 (Nance Street)	6,800
S.C. Hwy 34	143	U.S. Highway 76 (Wilson Road) to I-26	8,400
	141	Glenn Street to U.S. Highway 76 (Wilson Road)	7,400
	133	Deadfall Road to S.C. Highway 121	6,600
	139	S.C. Highway 395 (Nance Street) to Glenn Street	6,200
S.C. Hwy. 395	151	Boundary Street to Main Street	5,300

Source: SCDOT, Average Daily Traffic Counts for Newberry County, 2018

Map 7-3. Average Daily Traffic Counts in the Newberry Area, 2018

Source: SCDOT, Average Daily Traffic Counts for Newberry County, 2018

D. ROADWAY SAFETY

Traffic collisions are responsible for billions of dollars in economic losses statewide each year in the form of property damage, medical costs, and lost productivity. Data compiled by the Office of Highway Safety of the S.C. Department of Public Safety (SCDPS) indicates a traffic collision occurs in the State every 3.7 minutes, with an injury due to a traffic crash occurring every 13.3 minutes. Every 9.5 hours one or more persons die in South Carolina due to injuries sustained in a traffic crash (*S.C. Traffic Collision Fact Book, 2017*).

There are 39,964 registered vehicles in Newberry County (*S.C. Traffic Collision Fact Book, 2017*). Among South Carolina's 46 counties, Newberry County ranked 27th highest in number of traffic collisions. The County ranked 11th lowest in collisions resulting in injury and 20th lowest in fatalities caused by traffic accidents in 2017. While less than one percent of crashes resulted in fatalities, injuries were reported in nearly half (47.4%) of collisions in the County.

There were seven deaths as a result of traffic collisions in the County in 2017 – one on Interstate 26, three on U.S. primary roads, two on State primary roads, and one on a secondary road (Table 7-3). Local collisions were prevalent on the more heavily traveled State secondary roads and the

interstate in Newberry County, with a high number also reported on the State's primary roads. Collisions are more likely to occur on the interstate segment in Newberry County (28.7%) than on interstates statewide (11.6%).

Table 7-3. Collisions by Route Type in Newberry County, 2017

Road Type	Collision Type						Persons	
	Fatal		Injury		Total Collisions*			
	#	%	#	#	%	#	Killed	Injured
Newberry County								
Interstate	1	14.3%	47	15.7%	290	28.7%	1	89
U.S. Primary	3	42.9%	59	19.7%	161	16.0%	3	94
S.C. Primary	2	28.6%	74	24.7%	220	21.8%	2	116
Secondary	1	14.3%	112	37.3%	302	29.9%	1	170
County	0	0.0%	8	2.7%	36	3.6%	0	9
Ramp	0	0.0%	0	0.0%	0	0.0%	0	0
Totals	7	100.0%	300	100.0%	1,009	100.0%	7	478
South Carolina								
Interstate	96	10.4%	3,533	9.0%	16,428	11.6%	104	5,454
U.S. Primary	258	27.9%	11,071	28.1%	37,465	26.4%	277	17,713
S.C. Primary	233	25.2%	9,324	23.6%	31,910	22.5%	257	14,544
Secondary	292	31.6%	12,569	31.8%	42,850	30.2%	304	18,743
County	45	4.9%	2,865	7.3%	12,627	8.9%	46	3,974
Ramp	1	0.1%	104	0.3%	594	0.4%	1	138
Totals	925	100.0%	39,466	100.0%	141,874	100.0%	989	60,566

* Property Damage Only collisions are included in totals but are not listed separately

Source: S.C. Department of Public Safety, South Carolina Traffic Collision Fact Book, 2017

E. COMMUTING PATTERNS

Nearly half of Newberry residents aged 16 and older are employed in the City of Newberry and more than three-fourths of City residents are employed in Newberry County. Only 13.2% of Newberry County workers, 16.3% of State workers, and 31.4% of workers nationally both live and work in the same city or town. While 24.5% of City residents work in another county, less than one half of one percent travel outside the state for employment. By comparison, 65.8% of County workers, 70.6% of workers statewide and 72.4% of workers nationwide are employed in their county of residence (Table 7-4).

Mean travel time to work for City of Newberry workers is 17.5 minutes, lower than the commute for County workers at 24.6 minutes and commuters throughout the State and nation at 24.3 minutes and 26.4 minutes, respectively (Table 7-4). Nearly two-thirds (61%) of City of Newberry workers have a commute time of less than 15 minutes to work – a higher percentage than workers countywide at 33.8% and more than double the percentages statewide at 26.9% and the United States at 26.3%. Less than two percent of City workers drive an hour or more to work.

Personal vehicles are the primary travel mode for most Newberry residents. While less than one percent of City workers travel to work on public transportation or bike to work, 6.4% walk to work. Limited local access to public transportation continues to contribute to the low overall transit usage by Newberry workers as well as workers countywide. Among workers living in the City of Newberry, 79.8% drive solo to work and 11.5% participate in carpools. Only 1.9% of City residents and 2.2% of County residents in the workforce work at home, which is low compared to state and national percentages of 3.8% and 4.7%, respectively.

Table 7-4. Journey to Work, 2017

Workers 16 and Older	City of Newberry	Newberry County	South Carolina	United States
Place of Work				
Worked in Place of Residence*	49.5%	13.2%	16.3%	31.4%
Worked in County of Residence	75.2%	65.8%	70.6%	72.4%
Worked Outside County of Residence	24.5%	33.4%	24.2%	23.9%
Worked Outside State of Residence	0.3%	0.8%	5.3%	3.7%
Means of Transport to Work				
Car, Truck or Van – Drove Alone	79.8%	87.6%	82.6%	76.4%
Car, Truck or Van – Carpooled	11.5%	7.3%	9.3%	9.2%
Public Transportation	0.3%	0.1%	0.6%	5.1%
Walked	6.4%	2.7%	2.2%	2.7%
Bicycle	0.0%	0.0%	0.3%	0.6%
Other Means - Taxi, Motorcycle, etc.	0.0%	0.1%	1.2%	1.2%
Worked at Home	1.9%	2.2%	3.8%	4.7%
Travel Time to Work				
14 minutes or less	61.0%	33.8%	26.9%	26.3%
15 - 29 minutes	13.1%	33.3%	39.4%	36.3%
30 to 59 minutes	24.0%	24.9%	27.8%	28.6%
60 or more minutes	1.9%	7.9%	5.8%	8.9%
Mean Travel Time to Work (minutes)	17.5	24.6	24.3	26.4

* For those living in a place (city or town)

Source: U.S. Census Bureau, 2013-2017 American Community Survey

Estimates provided by the U.S. Census Bureau reveal that the population of the City of Newberry increases by 27.2%, or 2,790 persons, during the daytime due to an influx of workers from neighboring communities. These trends are in contrast to Newberry County, where the daytime population decreases by nearly 3% due to workers commuting to neighboring areas (Table 7-5).

The employment-residence (E-R) ratio is a measure of the total number of workers working in an area relative to the total number of workers living in a place. An E-R ratio of greater than 1.00 occurs when there are more persons (workers) working in an area than living there. The employment-residence ratio for Newberry County is 0.93, indicating that the County is considered to be a net exporter of labor to other counties (Table 7-5). Conversely, the City of Newberry's overall E-R ratio of 1.71 indicates that the City is an importer of labor from other areas. Nearly half of workers aged 16 and older both live and work in the City of Newberry.

Table 7-5. Daytime Population, 2017

Employment-Residence Ratio Factor	City of Newberry	Newberry County	South Carolina
Total resident population	10,257	37,914	4,893,444
Total workers working in area	6,705	14,966	2,132,269
Total workers living in area	3,915	16,020	2,168,006
Estimated daytime population	13,047	36,860	4,857,707
Daytime population change due to commuting	2,790	-1,054	-35,737
<i>% Daytime population change due to commuting</i>	<i>27.2%</i>	<i>-2.8%</i>	<i>-0.7%</i>
Workers who lived and worked in same area	1,936	10,538	1,530,359
<i>% Workers who lived and worked in same area</i>	<i>49.5%</i>	<i>65.8%</i>	<i>70.6%</i>
Employment Residence (E-R) Ratio	1.71	0.93	0.98

Source: U.S. Census Bureau, 2013-2017 American Community Survey

F. TRANSPORTATION PLANNING

Planning for transportation projects in the City of Newberry is undertaken at the State, regional, and local levels. Much of the funding for transportation projects is requested by local governments and reviewed and prioritized through the Central Midlands Regional Council of Governments. These funds are included in the State Transportation Improvement Program and ultimately provided through Federal transportation programs. Administration of major transportation projects utilizing federal funds is provided by the Central Midlands Regional Council of Governments that includes Newberry County and the City of Newberry.

Locally, Newberry County and its municipalities utilize "C Funds," along with additional grant funds to construct and pave roads, make road improvements, maintain roads and bridges, and address related transportation needs. These programs and funding sources are explained in greater detail in the following sections and in the Priority Investment Element.

1. Statewide Transportation Planning

The South Carolina *Department of Transportation Reform Bill (Act 114)* is intended to encourage sound infrastructure investment decisions made within the context of the statewide planning process. Specifically, *Act 114* requires SCDOT to establish a priority list of projects to be undertaken through the *Statewide Transportation Improvement Program (STIP)* and in consultation with metropolitan planning organizations using the following criteria:

- 1) Financial viability including a life-cycle analysis of estimated maintenance and repair costs over the expected life of the project;
- 2) Public safety;
- 3) Potential for economic development;
- 4) Traffic volume and congestion;
- 5) Truck traffic;

- 6) Pavement quality index;
- 7) Environmental impact;
- 8) Alternative transportation solutions; and
- 9) Consistency with local land use plans.

The 2017–2022 STIP is the State’s six-year transportation improvement plan for all projects and program areas that receive federal funding, including paving, bridges, upgrades, freight, safety, congestion mitigation, air quality, transportation alternatives, railroad crossings, planning, State Infrastructure Bank payments, preventative maintenance and operations, and public transportation. The STIP only includes projects for which there is committed funding available.

Planning for sound infrastructure is also a primary goal of the *South Carolina Priority Investment Act of 2007*. The *Priority Investment Act* amends *Section 6-29-1130* of the *South Carolina Code of Laws* and requires that local government comprehensive plans include a separate Transportation Element. The Act requires that the Transportation Element be developed in coordination with the Land Use element to ensure transportation efficiency for existing and planned development. The Act also requires comprehensive plans to include a Priority Investment Element, which must include an analysis of likely Federal, State and local funds available for public infrastructure and facilities, including transportation systems. The Priority Investment Element must also recommend projects for expenditure of these funds over the next ten years, with recommendations coordinated with adjacent and relevant jurisdictions and agencies.

2. Regional Transportation Planning

The Central Midlands Council of Governments (CMCOG) is responsible for highway system planning in the Midlands Region of South Carolina, with responsibility for public mass transit planning added in 1985. All of the Council's transportation planning efforts are carried out under the guidance of the Federal *Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users*, or SAFETEA-LU. As the Metropolitan Planning Organization (MPO) for the Columbia urbanized area, the Central Midlands COG is responsible for the development of a multi-modal long range transportation plan (LRTP). The Columbia Area Transportation Study (COATS) plan attempts to ensure that proposed improvements to the transportation system enhance the movement of goods and people in an efficient and economic manner. The LRTP has a 25-year planning horizon, with the present plan extending to the year 2025.

The Central Midlands COG is also the designated Rural Planning Organization (RPO) responsible for carrying out the rural transportation planning process for the Central Midlands region that includes Richland, Lexington, Newberry, and Fairfield Counties. The primary responsibilities of all RPOs are to:

- Develop a *Rural Long Range Transportation Plan* (Rural LRTP) to provide the 30-year transportation vision for the rural area;

- Develop a *Rural Transportation Improvement Program* (Rural TIP), which is the agreed-upon list of specific projects for which federal funds are anticipated; and
- Develop a *Rural Planning Work Program* (Rural PWP), which incorporates in one document all transportation planning and directly supporting comprehensive planning activities that are to be undertaken in support of the goals, objectives, and actions established in the Rural Long-Range Transportation Plan.

Review and adoption of the CMCOG's COATS and RPO transportation plans and programs are accomplished through the following committees.

- The *CMCOG Board* consists of the elected and appointed officials representing local and State governments and other organizations/agencies having an interest or responsibility in comprehensive transportation planning in the Central Midlands Council of Governments Region. The CMCOG Board meets monthly and provides final approval for all transportation plans and programs.
- The *Rural Planning Committee* is responsible for making recommendations to the full CMCOG Board regarding project priorities to be funded by various Federal Aid Highway Programs and included in the Rural Transportation Improvement Program (RTIP).
- The *Executive Committee* is made up of CMCOG Board members and provides oversight of transportation planning activities.
- The *Advisory Committee* reviews and evaluates detailed transportation issues and results of planning activities. The committee's principal function is to make recommendations to the CMCOG Board on subjects that require extensive evaluation.

a. CMCOG Rural Long Range Transportation Plan 2040

The Rural LRTP defines regional goals for transportation, identifies existing and future needs, and allocates projected revenue to transportation programs and projects that address these needs. The 2035 Rural LRTP for the Midlands was adopted in 2010 and will be updated every 5 years to reflect changing conditions and new planning principals. An update to the Plan is in progress. A prioritized list of projects in the Newberry area in the 2035 RL RTP is provided in Table 7-6.

Table 7-6. Rural LRTP Transportation Project Needs in the Newberry Area

Rank	Route	Project Description
New Road Location Project		
1	Main Street Extension	Nance Street to O'Neal Street
Road Widening Projects		
6	S.C. Hwy. 121 (Kendall Road)	1.2 miles from Drayton Street to S.C. Hwy. 395 (Nance Street) – from 2 to 5 lanes
8	S.C. Hwy. 121 (Kendall Road)	1.6 miles from S.C. Hwy. 34 (Boundary Street) to Drayton Street

Source: CMCOG, *Midlands Tomorrow: 2035 Rural Long Range Transportation Plan*, 2010

b. CMCOG 2016-2022 Rural Transportation Improvement Program

Rural Transportation Improvement Programs (TIPs) are included in the State Transportation Improvement Program (STIP) without modification once approved by the relevant Rural Planning Organization (CMCOG) and after the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) make their required financial constraint and air quality findings. Projects must be in the STIP before funding authorities, such as FTA, FHWA, or the South Carolina Department of Transportation (SCDOT) can obligate funds for the projects.

The 2016-2022 Rural TIP for the Central Midlands region presents a seven-year program of transportation capital projects with estimates of transit capital and maintenance requirements. While the Rural TIP is usually approved triennially, the document may be amended throughout the year. The most recent update was adopted in June 2019. The Rural TIP contains all FHWA and FTA transportation projects in the Central Midlands region that are expected to use federal, state, and local funds within the next seven-years. Newberry area Rural TIP projects are listed in Table 7-7.

Table 7-7. CMCOG 2016-2022 Rural TIP Projects in the Newberry Area

Project Description	Budgeted Funds
Intersection Improvements - Guideshare	
U.S. Hwy. 76 at S.C. Hwy. 34 South U.S. Hwy. 76 at S.C. Hwy. 34 North U.S. Hwy 76 at S.C. Hwy 219	▪ \$25,000 for Preliminary Engineering (FY2016)
Road Resurfacing - Guideshare	
Bush River Road Resurfacing	▪ \$3 million for Construction (FY2016)
Interstate Projects - Guideshare	
I-26 – interstate rehab. from mile marker 74 to 85	▪ \$24.03 million for Construction (FY2018)
I-26 – interstate rehab. from mile marker 60 to 75 (includes bridge jacking replacements in four locations)	▪ \$44.075 million for Construction (FY2017)
Bridge Funds - Federal Aid	
CSX & Southern Railroad at S.C. Hwy. 34	▪ \$2.52 million for Construction (FY2016)
Norfolk Southern Railroad at S.C. Hwy. 34	▪ \$211,000 for Right-of-Way acquisition (FY2017); \$5.15 million for Construction (FY2018)
Camping Creek at S.C. Hwy. 26	▪ \$41,000 for Right-of-Way acquisition (FY2016); \$1.614 million for Construction (FY2017)
Section 5311 - Rural Transportation Formula Funds	
Newberry County Council on Aging: Transit Services – Administration, General Public	▪ \$213,000 annually (FY2016, 2017, 2018, 2019, 2020, 2021, 2022)
Newberry County Council on Aging: Newberry Express SmartRide, Administration	▪ \$225,000 annually (FY2016, 2017, 2018, 2019, 2020)

Source: CMCOG, 2016-2022 Rural Transportation Improvement Program

The amount of funding programmed in the Rural TIP must not exceed the estimated available funding. *Guideshare* projects are funded through allocations to the CMCOG for system upgrades and approved by the SCDOT Commission. Project funding is distributed among the State's ten councils of government based upon their proportion of the State's rural population. Each proposed project is evaluated and assigned a priority ranking utilizing criteria provided by the SAFETEA-LU Planning Factors, as well as the current Rural LRTP Goals and Objectives.

c. CMCOG 2020-2021 Rural Planning Work Program

The *Rural Planning Work Program* (Rural PWP) incorporates into one document all transportation planning and directly supporting comprehensive planning activities in the non-urbanized area of the Central Midlands Region during the applicable fiscal years. It is intended to provide a mechanism for the coordination of planning efforts by local, state, and regional agencies through the Central Midlands Council of Governments. The RPWP is updated annually to outline a framework and financial support plan for the work program. The 2020-2021 Rural Planning Work Program was adopted in June 2019.

Tasks included in the Rural PWP are generally regional in nature and include program administration and support (including public participation); short-range transportation planning (data collection and analysis, project implementation, GIS, etc.); long-range transportation planning (human service transportation coordination, Rural LRTP development and implementation, regional travel demand modeling, bike/pedestrian/greenway planning, public participation plan, etc.); and development, administration, and maintenance of the Rural TIP.

G. OTHER TRANSPORTATION FUNDING OPPORTUNITIES

Securing funding for needed transportation improvements is a top priority for South Carolina communities. Communities must seek alternative funding resources for much needed transportation projects including road maintenance, paving, bridge repair, transit, sidewalks, greenbelts, connecting trails, and traffic mitigation. The following sections discuss options available to local governments in the Palmetto State.

1. SCDOT Transportation Alternative Program

The City of Newberry and Newberry County are eligible for transportation enhancement funding under the *Transportation Alternative Program* (TAP), formerly known as the Transportation Enhancement Project Program, administered by SCDOT. TAP projects are federally-funded, community-based projects that provide opportunities for local governments to pursue non-traditional transportation related activities such as pedestrian and bicycle facilities and pedestrian streetscaping projects that might not otherwise be possible.

The TAP grant program provides funding on a reimbursement basis as part of the Federal-aid Highway Program funded through the FAST initiative. Costs are eligible for reimbursement only after a project has been approved by the State Department of Transportation or a Metropolitan

Planning Organization and the FHWA division office. Eligible project areas authorized in FAST for the Transportation Alternatives Program and the SCDOT Commission include pedestrian and bicycle facilities and streetscaping projects. Eligible costs include preliminary and final engineering work such as project development, environmental work, cost estimates, construction plans, utility relocations, construction engineering, construction costs, and right-of-way acquisition. TAP funds generally account for 80% of the total project cost, with local governments required to provide a 20% match.

Available SCDOT program funding is provided in two population-based divisions. Urbanized areas with a population of more than 200,000, also known as a Transportation Management Area (TMA), are eligible to compete for a share of more than \$2.9 million designated for urbanized areas of the State. Areas of the State with a population greater than 5,000 other than urban areas have a designated funding pool of more than \$1.8 million. The SCDOT has also designated \$2.6 million for areas with a population of less than 5,000. Newberry County and the City of Newberry, with populations of 37,914 and 10,257, respectively, are currently eligible in the second category.

Projects proposed by governmental bodies located in areas outside of Transportation Management Areas, such as Newberry County and its municipalities, are considered under the statewide program, with distribution of funds determined by the SCDOT Commission. Such projects are limited to a funding maximum of \$400,000.

2. One Percent (Penny) Sales Tax - Newberry County Capital Project Sales Tax (CPST)

As detailed in the Community Facilities Element, *Section 4-37-30* of the *South Carolina Code of Laws* empowers counties to levy, by ordinance, a special sales and use tax as a source of revenue for highways, roads, streets, bridges, mass transit systems, greenbelts, and other transportation-related facilities including, but not limited to, drainage relating to highways, roads, streets, bridges, and other transportation-related projects. Under the legislation, counties that implement a one cent sales tax must share the proceeds with their municipalities using a formula based on population and must specify a period of time to collect a set amount of money for the identified projects (not to exceed 25 years or the length of payment for the specified projects).

The Newberry County Capital Project Sales Tax (CPST) Commission considers and prioritizes proposed capital improvement projects within the County and its municipalities that are to be funded by the one percent sales and use tax. Once the Commission has considered and prioritized the capital projects submitted, County Council enacts an ordinance setting forth the priority in which the net proceeds are to be extended, and then formulates a referendum question regarding the Commission's recommendations for inclusion on the ballot during the general election. Among the types of public facility projects that may be considered are highways, roads, streets, bridges, and public parking garages and related facilities. Recreational facilities such as trails may also be considered. However, the most recent Capital Project Sales Tax Referendum held in 2016 did not include any transportation projects.

H. PUBLIC TRANSPORTATION

Affordable and reliable transportation is a necessity for all residents. However, the lower incomes and limited mobility experienced by many special needs populations can magnify the importance of affordable and reliable transit options to maintain employment, receive support services, and access health care and other needed support programs.

Public transit is provided in a number of ways in South Carolina communities. *Fixed-route transit service* uses passenger vehicles operating on predetermined routes and schedules. *Route deviation services* operate as conventional fixed-route services that allow deviation from the route alignment to serve destinations within a prescribed distance. Passengers call to request a pickup or inform the bus operator of the need to be taken off-route. A *demand response service* is a transit mode that includes passenger cars, vans, or small buses that operate in response to calls from passengers or their agents to the transit operator, who dispatches a vehicle to pick up passengers for transport to specific destinations. The vehicles generally do not operate over a fixed-route or on a fixed schedule and may be dispatched to pick up several passengers at different pick-up points before taking them to their respective destinations.

The *COMET*, formerly Central Midlands Regional Transit Authority (CMRTA), reactivated the fixed-route bus service that connects Newberry, Little Mountain, Chapin, Ballentine, Prisma Health Baptist Parkridge, Harbison Walmart, Prisma Health Richland, and downtown Columbia in May 2019. CMRTA previously operated the route from 2003 to 2009, with operation shifting to the Newberry County Council on Aging from 2009 to 2018. The new COMET Route 93X is a one-year pilot project to test the potential for service along the I-26 corridor.

The COMET service offers a complete round trip in mornings and afternoons on weekdays (excluding major holidays), leaving from Piedmont Technical College, a park and ride location on Main and Wilson streets, and Samsung in the Newberry area. Route 93X buses can seat 22 passengers and offer wi-fi, cell phone charging ports, security cameras, bicycle racks, padded seats, and a wheelchair lift. Fares are \$4.00 one way, \$6.00 for a day pass, \$28 for a seven-day pass, and \$80 for a 31-day pass. Passengers can also sign up for COMET's Emergency Ride Home Program that serves as "commuter insurance" by covering the costs for riders to get home to address an emergency up to four times a year.

The *Newberry County Council on Aging* also provides on-demand transportation to their Senior Center and to medical appointments for all County residents in need of the service. A fleet of 16 vehicles provides on-demand transportation from 6:00 AM to 6:00 PM, Monday through Saturday. Requests for transportation to non-emergency medical appointments must be made three days in advance of the day the service is needed. The roundtrip fare for transportation to local destinations within Newberry County is \$2, with additional costs for longer trips. However, Medicaid eligible clients can use the service at no cost.

I. BICYCLE AND PEDESTRIAN

Well-designed systems of walkways and trails can provide residents with safe, inexpensive transportation alternatives to access jobs, education, and services. Alternative modes of travel can also help to improve air quality and reduce energy use. The City of Newberry has an extensive network of sidewalks, with most concentrated in the Downtown and in established neighborhoods within the heart of the City. There are also a number of walking trails and bike routes throughout the community, with most located along the Greenway and in City parks. According to the 2017 American Community Survey, 252 City residents reported walking to work, but no persons reported riding a bicycle to work.

Two sections of the *Palmetto Trail*, the State's largest bicycle and pedestrian project, are now open in the City of Newberry. The *Newberry Passage* opened in May 2019 as an eleven-mile urban trail that travels along Wilson Road and Main Street, loops around the Square, then heads to College Street and on to Old Whitmire Highway, crossing I-26 before connecting to the Enoree Passage. The nearby 36-mile *Enoree Passage* is a continuous 36-mile hiking, biking, and horse trail through Sumter National Forest that links Newberry, Laurens, and Union counties. The southern trailhead of the Enoree Passage is located off Old Whitmire Road. The *Lynch's Woods Passage* is a three-mile trail hiking, biking, and horse trail in the 276-acre Lynch's Woods Park. Established in 1994, when completed the Palmetto Trail will traverse the State of South Carolina as a continuous 500-mile recreational trail linking the mountains to the sea. As a federally-designated *Millennium Legacy Trail*, it is one of only 16 cross-state trails in the nation. The Trail utilizes trails, greenways, urban bikeways and sidewalks to connect state and county parks, nature preserves, wildlife management areas, battlefields, Native American paths, and much more. The entire Palmetto Trail is open to hiking and backpacking, with designated passages and sites available for mountain biking, horseback riding, and camping.

The 0.6-mile section of the City of Newberry's *Scotts Creek Greenway* was completed in 2000 and follows Scotts Creek (a tributary of the Saluda River) through Willowbrook Park and the historic West End neighborhood between Drayton and O'Neal Streets. The Greenway is located entirely within the 100-year floodplain of Scotts Creek. From the Drayton Street trailhead of the Greenway, 2.7 miles of dedicated City sidewalks provide a direct connection to the Palmetto Trail section in Lynch's Woods Park. Future project phases will increase the trail length to directly connect to the front of Newberry Middle School and to Nance Street behind the Newberry Opera House, linking every prominent attraction in the Downtown to the Greenway.

Sidewalks are generally found in more urbanized settings, particularly in downtown or commercial areas. A lack of, or deficient or unmaintained connected greenway, sidewalk, and bicycle facilities are a leading barrier to biking or walking among residents. As in other municipalities established well before the advent of the automobile, the City of Newberry's sidewalk network is primarily located in the downtown area. Current City policy is focused on the repair and maintenance of existing sidewalks to ensure the safety of residents and visitors and does not generally include the construction of new sidewalks.

In an effort to address issues related to alternative modes of travel on a regional basis, the Central Midlands COG Bicycle and Pedestrian Committee was formed by the Columbia Area Transportation Study (COATS) Committee. The Bicycle and Pedestrian Committee is a group of concerned citizens and organizations that support healthier and more livable communities through the creation of adequate walking and biking facilities. The Committee utilizes a variety of avenues that include: working with local governments to provide efficient bike and pedestrian services; educating the public on funding and policy processes; communicating alerts and updates on the status of projects, roads, and trails; and responding to regional air quality concerns by advocating for the alternative use of safe non-motorized transportation.

The CMCOG developed a *2006 Bike and Pedestrian Pathways Plan* for the Columbia Area Transportation Study (COATS) region that focused on urbanized areas of Richland and eastern Lexington. In 2017 the CMCOG completed a *West Metro Bike and Pedestrian Master Plan* for an area that included the communities of Cayce, West Columbia, and Springdale. A similar plan has not been developed for Newberry County to date.

J. PARKING

Parking availability is a common challenge in municipalities. If too little parking is provided, it can lead to traffic congestion as motorists circle destinations looking for a space. If too much parking is required, the landscape can become dominated by vacant parking lots and unused spaces. The City of Newberry has 509 public parking spaces in the Downtown district. In addition to the 88 on-street parking spaces located on Boyce, Caldwell, Main, and McKibben Streets, there are 421 spaces located in public parking lots throughout the Downtown (Table 7-8). The location and distribution of parking lots are shown on Map 7-4.

Table 7-8. Public Parking Lots in Downtown Newberry

Lot Number	Parking Spaces
1	72
2	22
3	66
4	50
5	52
6	74
7	32
8	53
Total	421

Source: City of Newberry, 2019

Map 7-4. Public Parking Lots in Downtown Newberry

Sources: City of Newberry Planning and Development, 2019; Google Earth, 2019

K. AIRPORTS

General aviation services are provided through the *Newberry County Airport*, located two miles north of the City. Originally built in 1946, the County-owned Airport expanded its paved and lighted runway in 2008 to 4,000 feet by 75 feet. Available services include 100-octane fuel, tiedowns, and hanger space.

The *Columbia Metropolitan Airport* (CAE) is located less than an hour away and 45 miles to the southeast of Newberry in Lexington County. CAE serves more than one million passengers and 1.18 million tons of cargo annually through three scheduled passenger carriers and numerous freight carriers. CAE offers more than 35 non-stop flights to nine major airports daily and is the site of a United Parcel Service (UPS) southeast regional air cargo hub. Air operations are conducted on 8,600' x 150' and 8,000' x 150' runways. A 108-acre duty-free, quota-free Foreign-Trade Zone (FTZ 127) is also located at the airport. Both domestic and foreign goods can be brought to the FTZ for assembly, manufacture, display, storage, or processing without formal Customs entry. Duty payments are not required until the merchandise leaves the zone for domestic consumption.

Access to large cargo and commercial facilities is available approximately one hour northwest at *Greenville-Spartanburg International Airport* (GSP). GSP serves more than 2.3 million passengers and ships 60,000 tons of cargo annually through six major passenger carriers and numerous

freight carriers. GSP offers an average of 50 non-stop flights to 19 destinations and is the site of a 120,000 square foot FedEx facility. Air operations are conducted on an 11,001' x 150' runway. The GSP terminal has 322,446 square feet of space, including third level jet bridge boarding and 13 departure gates. Listed as one of the nation's top 100 commercial service airports, GSP continues to expand to meet growing demand. Recent expansion and renovation of the terminal increased capacity to 4 million passengers per year. Completion of a new cargo terminal is expected in 2019 (*Upstate Business Journal*, 2019).

L. RAIL AND SHIPPING

1. Railroads

Railroads played a vital role in the early development of the City of Newberry, providing transport of cotton crops produced by local farmers to markets in Columbia and Charleston for shipping abroad. The railroad also brought prosperity in the form of new businesses. The *Historical and Architectural Survey of Newberry County* notes that "rail development brought economic benefits to communities throughout the state, with many doubling or tripling in size just a few years after the railroad began operation." Newberry's first rail line was completed by the Greenville and Columbia Railroad Company in 1851, connecting the community to Columbia and southeast to the seaport of Charleston. The Laurens Railroad, completed in 1854, extended rail service westward to Greenville. The Columbia, Newberry & Laurens (CN&L) Railroad Company was constructed in 1885, making Newberry a hub for both the CN&L and Southern Railroads. Renewed rail construction in the post-Civil War years helped boost the economic recovery of upstate towns including Newberry.

Rail service in Newberry County is now provided by the CSX and Norfolk Southern Railroads. As shown in Map 7-1, rail lines cross the City on the north parallel to College Street, running southwest past Nance Street and then southeast and continuing generally parallel to C.R. Koon Highway south of the City.

2. Ports

The South Carolina Legislature established the *South Carolina Ports Authority (SCPA)* in 1942. SCPA facilities handled 2.3 million containers at seaport terminals in Charleston and Georgetown and the inland port in Greer in 2018, a 6.4% increase in volume from the previous year (*SCPA*, 2019). The SCPA, the State of South Carolina, and other partners are investing \$2.4 billion in port-related infrastructure in the coming decade.

Port service for the Newberry area is available less than three hours southeast, or 153 miles, through the Port of Charleston – one of the busiest container ports along the Southeast and Gulf coasts and the fastest growing major port in the nation. The Port consistently ranks among the top ten container ports nationwide and ranks 8th overall in dollar value of goods handled in 2017.

The infrastructure plan for Charleston includes construction of the new 286-acre Hugh H. Leatherman, Sr. container terminal, with completion of a significant portion of the anticipated work in 2021. While the Port currently has the deepest channels in the region, dredging is underway by the U.S. Army Corps of Engineers to deepen the Charleston Harbor channel from 45 feet to 52 feet, a move that will make the Port even more attractive to freight carriers as the deepest port on the eastern coast.

South Carolina's first Inland Port opened in 2013 just over an hour north of the City of Newberry in Greer. Positioned along the Interstate 85 corridor between Charlotte and Atlanta, the Greer Inland Port extends the reach of the Port of Charleston through a rail connection for distribution of goods throughout the Southeast. Norfolk Southern serves the inland facility through its main rail line. Rail service maximizes tonnage moved per gallon of fuel for importers and exporters, raising cost savings and lowering carbon footprints. The Port serviced 13 top shipping container lines and 117,812 containers in FY 2017-2018 – a growth rate of 28.5% over the previous fiscal year (SCPA, 2019). The Greer Inland Port adds an additional benefit – access to empty containers – for regional shippers, who send trucks to Greer for the containers they need to move their goods. The Greer Inland Port recently received a \$25 million grant to expand terminal capacity and allow for additional storage and processing tracks. The SCPA opened a second inland port in Dillon, served by CSX railroad, in April 2018.

3. Trucking

Trucks transport 70% of all nationwide tonnage to and from rail, water and air transportation hubs, providing direct service between destinations for the transport of goods and materials (*South Carolina Statewide Freight Plan, 2017*). Lower operating costs and a higher level of service customization make shipping by truck a cost effective and attractive alternative to shipping by rail or air. Truck movements in South Carolina totaled 300.6 million tons valued at \$506.2 billion in 2011. Primary freight corridors include the State's five interstates, with major U.S. and State highways also accommodating significant freight flows.

The City of Newberry's strategic location along I-26 provides attractive intermodal freight network access for existing and prospective industries. The section of I-26 in and adjacent to the City of Newberry was used to transport between 10 and 25 million tons of freight in 2011 (*South Carolina Statewide Freight Plan, 2017*). The portion of U.S. Highway 76 that runs through the City was used to transport up to five million tons of freight in 2011, while as much as one million tons of freight was transported on other major roads in the area including S.C. Highways 34 and 121.

M. GOALS, OBJECTIVES AND STRATEGIES FOR IMPLEMENTATION

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion
Goal 7.1. Locate and develop transportation infrastructure to accommodate present and future needs.		
Objective 7.1.1. Strengthen coordination with the County, neighboring municipalities, and State agencies on transportation issues.		
<u>Strategy 7.1.1.1.</u> Continue regional coordination with CMCOG, CMRTA, Newberry County, and other public and private agencies in matters related to transportation and transit planning and prioritization.	City of Newberry Newberry County CMCOG/CMRTA Newberry County Council on Aging	On-going
<u>Strategy 7.1.1.2.</u> Continue to work with the County to acquire C-funds and leverage in-kind resources to maintain and enhance the City road network and supporting infrastructure.	City of Newberry Newberry County	On-going
Goal 7.2. Provide a safe, efficient, and accessible multi-modal transportation system.		
Objective 7.2.1. Provide a safe and efficient roadway network that supports land use goals.		
<u>Strategy 7.2.1.1.</u> Encourage connected street systems within new developments and between new and existing developments.	City of Newberry Newberry County Private Developers	On-going
<u>Strategy 7.2.1.2.</u> Continue participation in the COATS Rural Transportation Planning process.	City of Newberry Newberry County COATS	On-going
<u>Strategy 7.2.1.3.</u> Continue to actively seek funding and partnerships to improve and enhance roadways and corridors within the City.	City of Newberry Newberry County COATS SCDOT	On-going
<u>Strategy 7.2.1.4.</u> Maximize the connectivity of local, connector and arterial components of the City's roadway network.	City of Newberry COATS SCDOT	On-going
<u>Strategy 7.2.1.5.</u> Support the development of parallel arterials to I-26 to protect the Interstate's appropriate level of service.	City of Newberry Newberry County COATS SCDOT	On-going
<u>Strategy 7.2.1.6.</u> Conduct an analysis of key corridors, including Wilson Road, to include future growth impacts, traffic trends, and the development of alternate routes.	City of Newberry Newberry County COATS SCDOT	On-going
Objective 7.2.2. Support local and regional transit options to increase mobility and accessibility for travel into and out of the City.		
<u>Strategy 7.2.2.1.</u> Review the feasibility and viability of commuter rail service in the Central Midlands Region to serve Newberry area residents.	City of Newberry Newberry County COATS	On-going
<u>Strategy 7.2.2.2.</u> Promote transit supportive principals, policies and regulations for land use development, with a focus on development around potential station sites.	City of Newberry Newberry County CMCOG Rail Transit Committee	On-going
<u>Strategy 7.2.2.3.</u> Facilitate and encourage the use of alternative modes of travel by employees.	City of Newberry Employers	On-going
Objective 7.2.3. Provide and maintain adequate and accessible walkways and bicycle paths to encourage alternative travel by City residents and visitors.		
<u>Strategy 7.2.3.1.</u> Explore additional opportunities to provide pedestrian and bicycle connectivity between City parks, recreation areas and the greenway.	City of Newberry Newberry County	On-going
<u>Strategy 7.2.3.2.</u> Request the addition of Newberry County in the focus area for the CMCOG Pedestrian and Bicycle Sub-committee and inclusion in future revisions to the Central Midlands <i>Bike and Pedestrian Ways Plan</i> .	City of Newberry Newberry County CMCOG Pedestrian and Bicycle Subcommittee	On-going

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion
Objective 7.2.4. Continue to implement transportation corridor enhancements.		
<u>Strategy 7.2.4.1.</u> Develop detailed design and funding plans for improvements to significant transportation corridors in the City.	City of Newberry	On-going
<u>Strategy 7.2.4.2.</u> Continue to improve parking areas in the Downtown area through the addition of lighting, paving, signage and regular maintenance.	City of Newberry	On-going
<u>Strategy 7.2.4.3.</u> Consider development of a parking plan to determine future needs and priorities in the City to include a parking inventory.	City of Newberry	On-going