GPATS LONG-RANGE TRANSPORTATION PLAN

Horizon 2040

Long-Range Transportation Plan

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ACKNOWLEDGMENTS

On behalf of the project team, the Greenville-Pickens Area Transportation Study (GPATS) thanks the diverse group of participants whose input was instrumental to creating the blueprint for a safe, multimodal, and interconnected transportation system for this portion of the Upstate. Horizon 2040 reflects the collaborative efforts of the public, stakeholders, focus groups, local staff and officials, the South Carolina Department of Transportation (SCDOT), the Federal Highway Administration (FHWA), and GPATS staff. The efforts of everyone are greatly appreciated.

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Executive Summary

Horizon 2040, the Long-Range Transportation Plan (LRTP) for the Greenville-Pickens area, outlines a regional strategy for a connected transportation system that accommodates the region's existing and future mobility needs. *Horizon 2040* is a financially constrained plan, meaning it identifies projects and programs that can reasonably be implemented with anticipated funding levels through the year 2040. In response to federal mandates and the expressed wishes of local residents, the LRTP addresses all modes of transportation in some manner, including automobile, bicycle, pedestrian, transit, air, and rail.

Reason for the Plan

GPATS reviews the LRTP every five years and completes a major update every 10 years. Horizon 2040 is the first major update to the region's LRTP since 2007. The plan fulfills federal requirements and serves as the region's transportation vision. It characterizes current and future transportation needs, outlines the region's long-range transportation goals, identifies multimodal transportation strategies to address needs through the year 2040, and documents long-term opportunities beyond current funding capabilities. Federal funding cannot be allocated to transportation projects unless they are included in the financially-constrained plan. In other words, GPATS cannot plan to spend more money than it reasonably expects to receive.

Study Area

The Horizon 2040 study area covers 777 square miles of the Upstate, including portions of Greenville, Pickens, Anderson, Laurens, and Spartanburg Counties.

Planning Process

The Horizon 2040 process began with a review of current socioeconomic and transportation conditions. Guiding principles and goals were established prior to identifying multimodal recommendations. Once the recommendations were developed, the project team estimated available resources through the year 2040 and used the prioritization process to help identyify which projects to put forward for consideration. The financially-constrained plan provides a blueprint of transportation projects through the year 2040 and will be re-evaluated in five years.

Public Engagement

As part of Horizon 2040, GPATS staff engaged municipal and county staff, elected officials, SCDOT, FHWA, state and federal agencies, various public agencies, advocacy groups, and community leaders in a variety of ways. Engagement for Horizon 2040 included two regional workshops, 17 sub-regional community meetings, 25 stakeholder and small group interviews, three focus group work sessions, three surveys, and multiple meetings with the GPATS Policy Committee and Study Team.

GUIDING STATEMENTS

The guiding statements below represent six interrelated value statements that conform to national, state, and regional long-range planning goals. The guiding statements, which reflect the region's transportation needs and desires, provided direction throughout the planning process and helped inform the prioritization of recommendations.

Culture and Environment

Enhance the region's quality of life by preserving and promoting its valued places and natural assets.

Economic Vitality

Support regional economic vitality by making it easier to move people and freight within and through the region.

Growth and Development

Make traveling more efficient by coordinating transportation investments with land use decisions.

Mobility and Accessibility

Provide a balanced transportation system that makes it easier to bike, walk, and take transit.

Safety and Security

Promote a safe and secure transportation system by reducing crashes, making travel reliable and predictable, and improving emergency response

System Preservation and Efficiency

Extend the life of the transportation system and promote fiscal responsibility by emphasizing maintenance and operational efficiency.

ROADWAY RECOMMENDATIONS

The Upstate's transportation system must strike a balance between serving the mobility needs of existing residents, businesses, and visitors and planning for the region's growth and economic wellbeing. As it grows, the GPATS area will face a continued rise in travel demand, placing pressure on the roadway network to accommodate more trips each year. A balanced region should plan for the future through a mix of capacity and operational improvements, access management, and active transportation projects that improve safety and travel efficiency for all users.

The Horizon 2040 roadway recommendations are a crucial component of building and maintaining a safe, efficient, and accessible network. An existing network assessment allowed the Horizon 2040 team to fully understand the region's existing challenges and to be better stewards of limited resources.

In total, Horizon 2040 recommends:

- 123 corridor improvements throughout the region.
- 137 intersection improvements

These projects were identified in close consultation with local staff and the public, based on safety, operational, or congestion concerns. The exact scope of many improvements identified here will be further refined as projects move forward in the funding cycle.

Project Prioritization

Each roadway project was scored based on an SCDOT-driven process, which is standard across the state. A project receives an individual score in each category below according to its performance in that category, scored on a scale of 1 (worst) to 10 (best). Different project types are ranked against the same criteria; however, each category is weighted differently, providing each project with a separate "weighted score." Projects are then ranked according to this measure. For more information on the prioritization process, see Appendix D (http://www.gpats.org/plans/horizon2040).

- **Environmental Impacts:** based on an assessment of potential impacts to natural, social, and cultural resources.
- **Truck Traffic:** based on current truck percentages.
- **Economic Development:** determined using the Transportation, Distribution, and Logistics (TDL) tool developed by Clemson University. The tool assesses the economic development impact of transportation infrastructure projects.
- **Located on a priority network:** based on a project's location in relation to defined priority networks.
- **Consistency with Local Land Use Plans:** verification is confirmed during the Statewide Transportation Improvement Program (STIP).
- **Traffic Volume and Congestion:** based on current and future traffic volumes and the associated level-of-service condition.
- **Alternative Transportation Solutions:** confirmed during the National Environmental Policy Act (NEPA) process.
- **Public Safety:** based on an accident rate calculated by the total number of crashes within a given road segment, divided by the traffic volume, and multiplied by the number of years.
- **Geometric Alignment Status:** based on an assessment of the intersection's functionality and operational characteristics.
- **Financial Viability:** based on estimated project cost in comparison to the six-year STIP budget. Additional consideration will be given to projects supplemented with local project funding and/or other federal and state funding.
- **Pavement Quality Index (PQI)**: based on pavement condition assessments.

Congestion Management Process (CMP)

As an urbanized area with a population greater than 200,000, GPATS is required by federal law to implement a CMP for its entire planning area. Therefore, GPATS has chosen to incorporate the CMP into their LRTP planning efforts. The improvements can be implemented in a relatively short time frame (within 5-10 years) compared to more traditional capacity improvements, such as adding additional travel lanes, which can take more than 10 years to implement and costs significantly more. Projects identified through the CMP may also be added to future updates of the LRTP should they require additional funding or a longer time frame for implementation.

The GPATS Study Team and Policy Committee will address CMP issues routinely as an ongoing planning activity. They will identify, track, and evaluate potential congestion or safety-related issues on the CMP roadway network.

The full regional CMP is included in Appendix E.

Other Roadway Recommendations:

- Safety improvements toolbox and demonstration intersections
- Access management toolbox and demonstration corridors
- Connectivity best practices

BICYCLE AND PEDESTRIAN RECOMMENDATIONS

Horizon 2040 envisions a network of active transportation infrastructure that connects communities of all sizes across the GPATS region, and encourages walking and bicycling as common parts of everyday life. Across the region, people of all ages and abilities should enjoy access to safe, comfortable, and convenient walking and bicycling infrastructure and benefit from an enhanced quality of life, healthier lifestyles, greater economic opportunity, and a culture of safety and respect for all transportation users.

Bicycle Recommendations

The GPATS bicycle network recommendations detail a robust system of interconnected facilities that connect all regional communities. The recommendations are divided into two types of facilities: on-street and off-street. Recommended on-street infrastructure may vary depending on the surrounding context and corridor and include bike routes, on-street markings, paved shoulders, bike lanes, buffered bike lanes, and separated bike lanes/cycle tracks. Off-street infrastructure are shared-use paths that can be used by both cyclists and pedestrians.

Pedestrian Recommendations

The pedestrian network recommends a system of shared-use paths paired with sidewalk priority areas centered around schools. The shared-use paths double as bicycle infrastructure and connect regional communities to provide recreational and functional transportation benefits.

The school sidewalk priority areas designate a half-mile buffer surrounding elementary, middle, and high schools, as well as central business districts. All roadways within these areas should be designed to maximize pedestrian accessibility and safety as opportunities arise and funding allows for improvements.

Bicycle and Pedestrian Prioritization

Three factors were used to select a list of high priority projects from the hundreds of recommended bicycle and pedestrian improvements. These factors include:

- Connectivity
- Length and Cost
- Community and Regional Impact

Finally, projects of all priority levels were checked to ensure their compatibility with SCDOT Guideshare guidelines. To be eligible for Guideshare funding, a bicycle or pedestrian project must meet certain criteria detailed in the plan. In this way, several priority projects were identified to be funded through Horizon 2040 Guideshare funds.

Other Bicycle and Pedestrian Recommendations:

- Program recommendations
- Design guidelines

PUBLIC TRANSPORTATION

The Transit element of *Horizon 2040* evaluates recent and on-going transit planning efforts, and recommends policy-based strategies and system-level service improvements to enhance access and mobility for residents throughout the area.

The transit recommendations build upon previous and ongoing planning efforts and evaluate opportunities to create a system that serves existing and future needs of the area while satisfying state and federal eligibility requirements for financial assistance.

Priority Corridors

Transit in the GPATS area should develop with the goal of serving the needs of the local workforce and the transit-dependent community. Greenlink's current planning efforts are a major opportunity to revamp the system with regional mobility in mind. By connecting more communities, serving regional activity centers, and developing a comprehensive network that links routes throughout the area, transit can become a viable mobility option that serves the local workforce, employers, and choice riders alike.

Horizon 2040 identifies priority transit corridors that link major employment centers, medical services, and educational centers, while serving the needs of the GPATS population.

Policy Recommendations

- Expand service to connect more communities within the metro region
- Provide extended service hours that better serve the needs of employers and employees
- Prioritize service to areas that depend on transit as their primary means of mobility and to high growth corridors as a means of traffic mitigation
- Dedicate a percentage of guideshare funds to transit system capital improvements

Passenger Rail

GPATS is committed to actively participating in the development of improved passenger rail service and will remain adaptable as circumstances evolve and improvement opportunities arise. Fortunately, GPATS and its member jurisdictions will have plenty of time to adapt infrastructure and land use policies once improved passenger rail service is announced, as it will take a number of years to implement. In the interim, GPATS is committed to improving the modes that will support regional rail stations.

FREIGHT

Freight and logistics is a major building block of the Upstate economy, and freight traffic is expected to continue growing for the foreseeable future. Freight activity remains a high priority to ensure infrastructure is in place to efficiently move goods through the region or deliver them to end users. Improvements, such as corridor management, road maintenance, and traffic mitigation, will help priority corridors serve existing and projected freight movements. These improvements will also help prevent freight traffic from spilling over into unsuitable areas, yielding a safer environment for all users.

Horizon 2040's freight recommendations include:

- State coordination
- Rail crossing improvements
- Regional freight plan
- Transportation technology
- Industry collaboration
- Freight security

TRANSPORTATION DEMAND AND EMERGING TECHNOLOGIES

The transportation systems of cities, states, and nations are transforming. As a 2040 plan, *Horizon 2040* must respond not only to the transportation needs as they stand today, but also to the potential for change in the future. To do this, we must look beyond the current transportation strategies and technologies being leveraged to better understand what trends and shifts are on the way.

Horizon 2040 contains recommendations regarding:

- Transportation demand management
- Transportation system management
- Advanced and emerging technologies

Performance Measures

As a federal requirement, states must now invest resources in projects to achieve individual targets that will collectively make progress toward national goals. MPOs are also responsible for developing LRTPs and Transportation Improvement Programs (TIP) through a performance-driven, outcome-based approach to planning.

GPATS is now developing its process to meet federal requirements—including requirements for tracking specific measures and setting targets—and to meet the unique planning needs of the MPO.

For the 2018 performance period, the MPO has elected to accept and support the State of South Carolina's safety targets for five safety performance measures. More information is in Chapter 9.

FINANCIAL PLAN

Projected Revenue

SCDOT allocates funds to its member MPOs through a program known as Guideshare funding. Guideshare funding is separate from funding for items such as maintenance, safety, and interstates, which are allocated and prioritized at a statewide level. Guideshare funding is allocated by SCDOT by leveraging the MPO planning process, including the LRTP and the MPO Transportation Improvement Program (MTIP). In 2017, the GPATS region received a total of $18.078 million in Guideshare funding. This number is inclusive of a 20% match, which is funded by SCDOT. The 2017 funding amount is expected to stay constant throughout the life of the plan. When inflation is considered, this approach will lead to a decline in the region's purchasing power.

GPATS has the opportunity to consider how best to allocate these Guideshare funds during the life of the plan. To help better understand the optimal allocation of these funds, GPATS reached out to the public at the second regional workshop. The exit questionnaire (discussed in Chapter 2) asked participants to allocate funds to various transportation modes. More than 120 respondents to this question strongly advocated for enhanced multimodal funding, along with strong funding for safety. These priorities were considered to inform regional allocation of Guideshare funding percentages, as detailed below.

- ***Roadway Corridors - 50% Guideshare funding.*** Projects within the roadway category include widening projects, new road projects, access management projects, and road diets.
- ***Intersections - 25% Guideshare funding.*** Projects within the intersection category include intersection and interchange projects that have been identified to improve safety or capacity. This Guideshare allocation gives the region added flexibility to focus on its own priorities, while the state continues to address safety concerns using their statewide prioritization method.
- ***Bicycle/Pedestrian - 10% Guideshare funding.*** Projects within the bicycle and pedestrian category include on- or off-street projects that are independent of other roadway improvements. This Guideshare allocation is in addition to potential Transportation Alternatives Program monies that can be applied for by individual jurisdictions. For a bicycle or pedestrian project to be considered for Guideshare funding, the project must satisfy a series of criteria set forth by SCDOT. Projects should be vetted against these criteria prior to being considered.
- ***Transit - 10% Guideshare funding.*** Projects within the transit category consist of capital projects rather than operations and maintenance. This funding is in addition to transit capital, operations, and maintenance funding received through other statewide sources.
- ***Signal Upgrades - 5% Guideshare funding.*** Currently, $150,000 annually is allocated within the GPATS region for signal upgrades. The increase in funding would help accelerate these improvements, including signal installation, improvements to current signals, signal retiming, or other Intelligent Transportation System (ITS) improvements (introduced in Chapter 8).

The table below shows the proposed allocation of funding for each category for the two planning horizon-year periods.

GPATS GUIDESHARE MODAL SPLITS

	Roadway Corridors	Intersections	Bike/Ped	Transit	Signal Upgrades
2024–2030	$63,273,000	$31,636,500	$12,654,600	$12,654,600	$6,327,300
2031–2040	$90,390,000	$45,195,000	$18,078,000	$18,078,000	$9,039,000
Total	$153,663,000	$76,831,500	$30,732,600	$30,732,600	$15,366,300
Notes	50% allocation	25% allocation	10% allocation	10% allocation	5% allocation

FINANCIALLY-CONSTRAINED PROJECTS

Roadway Corridors

While it would be ideal to implement every project, only a portion can be funded. Because of this, the projects identified during the recommendations development phase are known as "financially-constrained projects." The 123 roadway corridor projects identified during the recommendations development phase were evaluated based on qualitative and quantitative measures during a regional prioritization process. Then, the projects were ranked. Only higher-ranked projects will receive the allocated funding.

The project prioritization process determined cost estimates for the roadway corridor projects. These estimates capture the full cost of a project, including construction, right-of-way, design, contingency, and environmental/utilities cost. While these costs were all initially prepared in 2017 dollars, they were inflated to compare with the available funding during our horizon-year periods. To maintain consistency, the project team inflated projected funding for projects in the first horizon-year period (2024–2030) to the midpoint of that period (2027). The team included projects that could not be funded during the first horizon-year period in the second (2031–2040), accounting for inflation to the midpoint year of 2035.

Once funding during these periods was allocated, the remaining projects were placed in the unfunded vision. These projects should be considered for implementation at a later date, when funding is available.

Funded Corridor Improvements

Horizon-Year Period	Project ID	Facility	From	To	Type	Rank	Project Cost	"Anticipated Year of Expenditure" Costs	Balance
2024–2030	37	Garlington Rd	SC-146	Roper Mountain Rd	Widening	1	$8,550,000	$$11,490,000	$51,783,000
	94	US 29/Mills Ave	Augusta St	Stevens St	Corridor Improvements	2	$2,522,793	$3,390,000	$ 48,393,000
	11	Grove Rd	US 25	W. Faris Rd	Widening	3	$9,813,960	$113,189,000	$35,204,000
	100	Laurens Rd	I-85	Innovation Dr	Corridor Improvements	4	$6,941,330	$9,329,000	$25,875,000
	118	Academy St/US 123	Pendleton St	Washington Ave	Corridor Improvements	5	$7,644,736	$9,402,000	$ 15,601,000
	92	Wade Hampton Blvd	Pine Knoll Dr	Reid School Rd	Access Management	6	$10,451,625	$14,046,000	$ 1,555,000
2031–2040	10	Woodruff Rd	Miller Rd	Smith Hines Rd	Widening	7	$1,490,000	$2,537,000	$86,363,000
	88	SC 357/Arlington Rd	Study area boundary	E Wade Hampton Blvd	Widening	8	$27,026,688	$46,011,000	$40,352,000
	20	Bridges Rd	E Butler Rd	Holland Rd	Widening	9	$4,593,622	$7,820,000	$32,532,000
	91	N Pleasantburg Dr/Pine Knoll Dr	I-385	Wade Hampton Blvd	Corridor Improvements	10	$4,614,147	$7,855,000	$24,677,000
	43	Pine Knoll Dr	Wade Hampton Blvd	Rutherford Rd	General Improvements	11	$3,284,783	$5,592,000	$ 19,085,000
	22	US 123 (Phase 1)	Jasper St	Powdersville Rd	Widening	12	$11,000,000	$18,727,000	$358,000

Intersections

Using a process identical to the one used in the roadway corridors section, intersection-level projects were also financially constrained based on available funding. As with the roadway corridor projects, all of the financially constrained projects are near-term projects and there are many other unfunded near-term projects. If additional funding, such as funds procured through the statewide safety program, is secured for a certain intersection, the financially constrained plan should be adjusted to accommodate another near-term intersection project.

Transit

The GPATS region's public transportation needs and recommendations are introduced in Chapter 6. Based on feedback from the public, the plan allocates additional Guideshare funding for capital improvements. Coordination with Greenlink and CAT will be needed to determine the best application of this additional capital funding. This may initially take the form of funding for bus replacement and expansion of the bus system, and may ultimately include facility improvements or new facilities.

Signal Upgrades

SCDOT leads efforts within the GPATS region to maintain and enhance signals. As a result, GPATS will work closely with SCDOT to understand how best to allocate these additional funds.

Funded Intersection Improvements

Horizon-Year Period	Project ID	Road 1	Road 2	Rank	Project Cost	"Anticipated Year of Expenditure" Costs	Balance
2024–2030	107, 126	Roper Mountain Rd	I-385, Independence Blvd (address as single interchange)	1, 11	$7,000,000	$9,407,000	$22,229,500
	117	Haywood Rd	Pelham Rd	2	$3,000,000	$4,032,000	$18,197,500
	116	Pleasantburg Dr	Rutherford Rd	3	$3,500,000	$4,704,000	$13,493,500
	72	White Horse Rd	W Blue Ridge Rd	4	$3,500,000	$4,704,000	$8,789,500
	81	E Blue Ridge Dr/State Park Rd	Poinsett Hwy	4	$3,500,000	$4,704,000	$4,085,500
2031–2040	121	Laurens Rd	Woodruff Rd	4	$3,500,000	$5,959,000	$39,236,000
	90	Rutherford St	James St/W Earle St	7	$3,500,000	$5,959,000	$33,277,000
	101	SC 8	Murray St/Courtney Street/Smythe Street	9	$3,500,000	$5,959,000	$27,318,000
	124	Pelham Rd	E North St	10	$3,500,000	$5,959,000	$21,359,000
	113	Pleasantburg Dr	Antrim Dr	11	$3,500,000	$5,959,000	$15,400,000
	114	Academy St	Pendleton St	11	$3,500,000	$5,959,000	$9,441,000
	125	Laurens Rd	Verdae Blvd	11	$3,500,000	$5,959,000	$3,482,000

Bicycle and Pedestrian

The recommendations development process for bicycle and pedestrian projects detailed in Chapter 5 resulted in more than 800 recommended projects. From those, 63 were designated high-priority projects. Following a process outlined in Chapter 5, the project team took these high priority projects through the financial constraint exercise and checked them against SCDOT standards for Guideshare eligibility.

Horizon-Year Period	Facility	Type	Road Name	Guideshare Points	Rank	Project Cost	"Anticipated Year of Expenditure" Costs	Balance
2024–2030	Mauldin Golden Strip Greenway (Swamp Rabbit Trail Extension)	Shared-Use Path	US 276 Corridor, SC 417 Corridor	7	1	$3,308,753	$4,446,700	$8,207,900
	Clemson-Central Green Crescent Connector	Shared-Use Path	SC 93 Corridor	7	2	$2,676,913	$3,597,500	$4,610,400
	Augusta Street Area Bike Network	Bike Lane, Bicycle Route, Shared Lane Markings	parallel street network	7	3	$361,379	$485,700	$4,124,700
	Greer-Taylors Greenway	Shared-Use Path	US 29 Corridor	7	4	$3,474,611	$5,915,300	$12,162,700
2031–2040	Travelers Rest Area Bike/Ped Network Expansion	Shared-Use Path, Bike Lane, Bicycle Route	US 276 Corridor, Poinsett Hwy, McElhaney Rd	6	5	$1,733,809	$2,951,700	$9,211,000
	City of Easley Doodle Trail Extension	Shared-Use Path	Fleetwood Dr Corridor	6	6	$682,983	$1,162,700	$8,048,300
	Palmetto Area Bike/Ped Network Expansion	Shared-Use Path, Bike Lane, Shared Lane Markings	SC 20, SC 8, Rail Corridor	6	7	$2,263,830	$3,854,000	$4,194,300
	Simpsonville Golden Strip Greenway (Swamp Rabbit Trail Extension)	Shared-Use Path	SC 14 Corridor	7	8	$2,008,699	$3,419,700	$774,600