

FY 2023

USDOT Active Transportation Infrastructure Investment Program (ATIIP)

Planning and Design Application
July 2024

East Greensboro Greenway



Submitted By: **GREENSBORO URBAN AREA MPO**
METROPOLITAN PLANNING ORGANIZATION

In Partnership With:



Basic Project Information

The East Greensboro Greenway is a transformative project that addresses historic underinvestment and detrimental land use and transportation policies in Greensboro, NC. By creating a **6.6-mile shared use path network** the Project will connect predominantly low-income communities of color in east Greensboro that have a high proportion of zero-vehicle households to the downtown core, while creating new multimodal **connections to daily destinations including schools, transit, job centers, and recreational and cultural sites.**

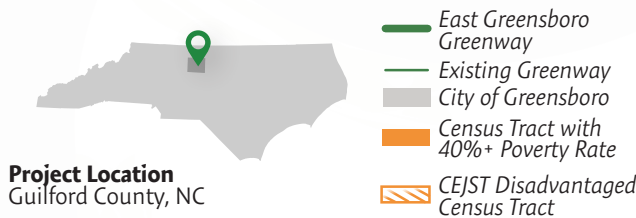
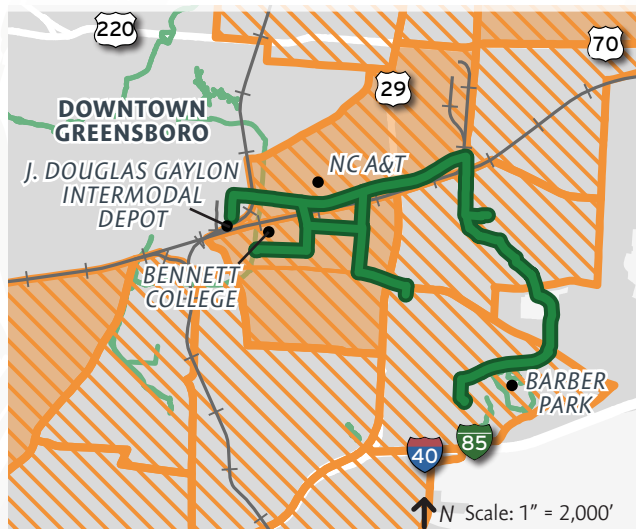
Application + Supplemental Materials:
<https://connect.ncdot.gov/resources/ATIP24-Greensboro/Pages/default.aspx>

PROJECT DESIGN BUDGET

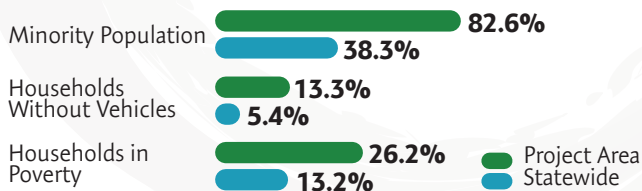


PROJECT SCHEDULE

 **Anticipated Completion Date:**
Quarter 3 2027



Disadvantaged Populations Served



Project Benefits

Mobility & Community Connectivity



Improves bicycle and pedestrian access to K-12 schools and Historically Black Colleges and Universities (HBCUs), parks, health care facilities, and economic development projects while creating new first- and last-mile connections to local, regional, and intercity transit service.

Community Support



Demonstrates strong community support driven by input from the public and stakeholders, including the steering committee, focus groups, surveys, and several pop-up engagement events.

Commitment to Walking & Biking



The City is implementing regulations, incentives, and community design policies that improve traffic safety and support pedestrians and bicyclists.

Financial Completeness



Qualifies for 100 percent Federal share; however, the City of Greensboro is committing 20 percent of project costs to demonstrate its dedication to the Project's success.

Equitable Development



Creates safer separated facilities and road crossings in a predominantly low-income and minority community that suffers disparate rates of pedestrian and bicyclist fatalities.

Other DOT Goals and Priorities



Economic Competitiveness: Involves NC A&T students in the design process and encourages Disadvantaged Business Enterprise (DBE) participation.



Environmental Protection: Reduces GHG emission by decreasing vehicle miles traveled and incorporates sustainability measures into design to reduce the disproportionate negative impacts of transportation on the disadvantaged community of east Greensboro.



Safety: Includes proven safety countermeasures like road reconfigurations and high visibility crosswalks, consistent with the National Roadway Safety Strategy (NRSS).



Access to Jobs & Destinations: Improves multimodal access to over 35,750 jobs within one mile and creates new connections to schools and other key destinations.



Quality of Life: Incorporates design elements consistent with AASHTO, NACTO, NCDOT, and ADA Standards for Accessible Design to ensure user safety and comfort while meeting the community's mobility needs.



Project Partners



Project Description

This collaborative project, spearheaded by the City of Greensboro (the City) with support from the Greensboro Urban Area Metropolitan Planning Organization (GUAMPO) and the North Carolina Department of Transportation (NCDOT), is requesting an ATIP Planning Grant to complete environmental review, additional public engagement, and 100 percent design for a new 6.6-mile shared use path in east Greensboro, North Carolina (NC). The East Greensboro Greenway will include 10- to 12-foot separated bicycle and pedestrian facilities and a host of proven countermeasures at intersections and midblock crossings to more safely connect east Greensboro to the rest of the City. The Project will improve multimodal access to the Downtown Greenway and J. Douglas Gaylon Intermodal Depot as well as numerous educational, recreational, and cultural destinations within east Greensboro, including two Historically Black Colleges and Universities (HBCUs) - North Carolina Agricultural and Technical State University (NC A&T) and Bennett College (see **Project Location Map**). ATIP funding will help the City and its partners achieve their goal to create a vital asset, developed hand-in-hand with the local community, that is a safe and inclusive facility for people of all ages and abilities and reflects east Greensboro's culture and creativity. The Project is unique in its approach to creating a safe and equitable mobility option - it is driven by public input in a disadvantaged and underserved community, and intentionally connects residents to educational and economic opportunities while celebrating the unique heritage of the community it serves.

The East Greensboro Greenway will:



Create a safe separated facility and road crossings using proven countermeasures from the National Roadway Safety Strategy (NRSS) to reduce disparities in bicycle and pedestrian fatalities for low-income and minority communities (see **Equitable Development**).



Reduce greenhouse gas (GHG) emissions by implementing a new zero-emission mobility option that improves access to schools, HBCUs, health care facilities, parks, and economic development projects while creating new first- and last-mile transit connections in a disadvantaged and overburdened community that experiences disproportionate environmental and safety harms and risks (see **Other DOT Goals and Priorities**).



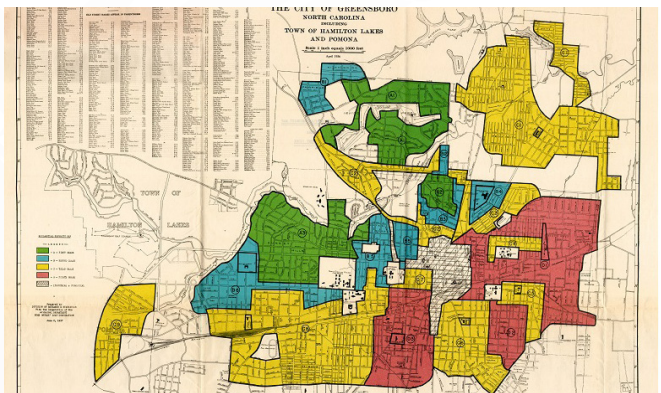
Create economic opportunities by introducing a new, affordable commuting option serving the high proportion of zero-vehicle and impoverished households that improves access to the 35,700+ jobs located within 1 mile of the Project while building on the success of recent economic development projects (see **Other DOT Goals and Priorities**).



Incorporate placemaking elements and new amenities, including public art, improved lighting, wayfinding and interpretive signage, as well as parklets and rest areas where urban dwellers can access natural areas to improve quality of life.

PROJECT HISTORY

The East Greensboro Greenway will bring about transformative change by addressing historical issues of underinvestment and detrimental land use and transportation policies in the City, which prioritized vehicular travel while neglecting bicycling, walking, and public transit options. Institutional redlining in the 1930s and the Babcock Plan in the 1950s led to the creation of major thoroughfares like US 29 (O. Henry Blvd) and E Gate City Blvd (formerly E Lee St), that disconnected east Greensboro neighborhoods both east to west and north to south, respectively. As a result, while Greensboro has almost 40 miles of shared-use paths, **there are no dedicated shared use paths in east Greensboro**. Residents of east Greensboro are forced to rely on disjointed, inadequate, and sometimes unsafe transportation facilities to meet their mobility needs.



Home Owners' Loan Corporation "Residential Security" map of Greensboro's red-lined neighborhoods (via Preservation Greensboro)

The City began to address this disparity through planning efforts like its 2015 Bicycle, Pedestrian, Trails, & Greenway Plan (**BiPed Plan**); the 2019 adoption of **Plan2Play**, the City's comprehensive plan for Parks and Recreational Facilities; and the 2020 adoption of the City's Comprehensive Plan, **GSO2040**. These planning efforts included broad community involvement to intentionally reflect the voices, needs, and desires of residents and revealed overwhelming public support for walkable and bikeable, car-optional communities. Specifically, community engagement during the development of Plan2Play identified paved walking and biking trails as the highest unmet need of the City's park system and found that walking and biking facilities east Greensboro are isolated and not well-connected.

In 2023, NCDOT allocated \$200,000 for the completion of a feasibility study through **NCDOT's Integrated Mobility Division Feasibility Study Grant Program**. This study, which will be completed in fall 2024, developed a recommended route (see **Project Location**) based on robust community and stakeholder engagement (see **Community Support**) and includes an analysis of existing conditions, opportunities and constraints, alternatives development and evaluation, and recommendations for implementation to ensure the technical feasibility of the Project from a design, permitting, and constructibility perspective.

BROADER CONTEXT OF COMMUNITY INVESTMENTS

The City, together with its public and private sector partners, is pursuing a bevy of infrastructure investment and economic development projects to address historic issues of underinvestment and environmental burdens that have marginalized east Greensboro. **The East Greensboro Greenway intentionally connects to all of these investments to further catalyze economic development and improve quality of life.**

Bingham Park

This 12-acre neighborhood park was built in the 1950s on an unlined pre-regulatory landfill, and is currently closed to all activities. The City has obtained more than \$14 million for environmental remediation to address environmental injustice and create a park that celebrates the community's history. Simultaneously, the City has launched a comprehensive master planning process to chart the Park's future. Remediation is expected to be complete in as little as two years.

Windsor Chavis Nocho Community Complex (WCNCC)

Through a partnership between the City and Guilford County, this \$65 million investment will construct a 65,000 square foot community hub and associated programming. The complex will include a host of recreational amenities, a state-of-the-art library, and provide on-site access to health and wellness programming as well as the County's public health and social services programs, including Medicaid, Food and Nutrition Services (FNS), and Women, Infants, and Children services (WIC). The City has also committed over \$4 million in match funding to secure a 2023 Outdoor Recreation Legacy Partnership Grant for improvements to **Nocho Park**. This grant will enable the City to implement enhancements to restrooms, athletic fields, and playground equipment and add sustainable landscaping, stormwater controls, and multiple community gathering spaces. The City and its partners have committed \$150,000 to invest in public art at the site. Construction on WCNCC is scheduled for completion by the end of 2026. The eventual construction of the Project will create a safer and more affordable transportation option to access the wide array of services and facilities at WCNCC.

J. Douglas Gaylon Intermodal Depot

This historic intermodal facility is a regional hub for Greensboro Transit Agency (GTA), Piedmont Authority for Regional Transportation (PART), Amtrak, and Greyhound services. In April 2024, the City received a \$500,000 Federal Transit Administration (FTA) Transit-Oriented Development (TOD) grant to study ways to revitalize the surrounding area through economic opportunities and the integration of a wider array of housing options. This study will inform a multi-million dollar renovation planned for the facility, which will include a food hall, splash pad, and small business areas.

East Gate City Blvd

State Transportation Improvement Program (STIP) Project HL-0046 will install sidewalks and bike lanes and add pedestrian signals at signalized intersections on E Gate City Blvd between Willow Rd and Florida St. Construction will be completed in 2025.

GTA Route 1 Crossmax Purple

Growing out of the City's GoBORO Long Range Transit Plan, this new crosstown route, operational since March 2024, offers faster service and higher frequencies between the residential and educational areas of east Greensboro and the retail and entertainment area in west Greensboro, linking downtown in the process. Buses depart every 15 minutes, and there are now longer service hours on the weekends. The Project will complement this investment by providing new first- and last-mile connections to this crosstown bus routes.

Former Hampton Elementary School Site

A tornado struck this elementary school in 2018, causing extensive structural damage. Guilford County Schools recently transferred the parcel to the City for future public use. The City is in the process of creating redevelopment plans for the site that leverage its connection to the Project as a placemaking opportunity.

The Resurgent

Cone Health and NC A&T's Real Estate Foundation have partnered, with City support, to create a new a multi-phase, mixed-use development focused on revitalizing the E Market Street corridor and improving local access to health care.

Gateway Research Park

This 150-acre research campus is home to the Joint School of Nanoscience and Nanoengineering created as a partnership between NCA&T and the University of North Carolina Greensboro (UNCG). It contains laboratories, meeting space and a business incubator; additionally, Guilford County Schools is currently constructing a Community Education Center on the campus that will offer tutoring, adult education, and community meeting rooms when it opens in 2025.

S English Street

STIP Project P-5747 will construct a grade-separated crossing and close the existing at-grade crossing of where S English St crosses the railroad corridor traversing east Greensboro. Construction is scheduled to begin in 2026.

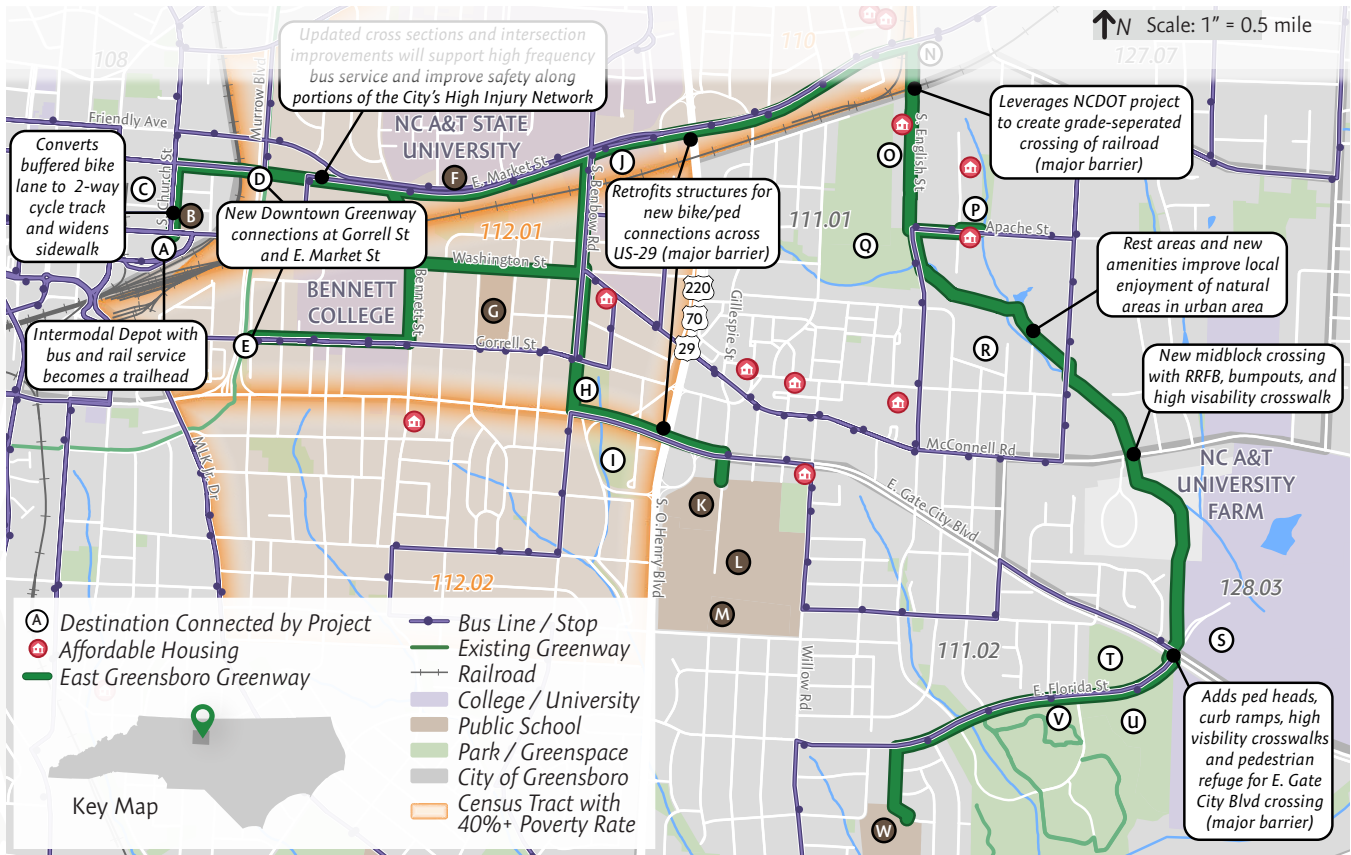
Housing and Neighborhood Development

There are 542 affordable housing units in close proximity to the Project (see **Supplemental Materials - Affordable Housing Locations**). Of particular focus is the Dudley Heights Neighborhood, positioned in the heart of the Project. This prominent historically African American community is one of the City's five strategic **Reinvestment Areas**, and the City has committed to support new housing development, housing rehabilitation, infill optimization, enhanced code compliance support, increased community engagement and supporting public infrastructure improvement.

Project Location

The Project will deliver 100 percent design, environmental review, and additional public engagement, to create a construction-ready design package for 6.6 miles of new shared use paths in the City of Greensboro, the county seat of Guilford County, NC. Located in an urban area just east of the downtown core, the East Greensboro Greenway will connect the J. Douglas Galyon Intermodal Depot at its western terminus and Barber Park at the southeastern terminus to create new active transportation network linking together numerous community destinations in a predominantly minority and low-income community.

EAST GREENSBORO GREENWAY PROJECT LOCATION MAP



Health + Wellness

- Ⓝ The Resurgent Food Lion
- Ⓞ Mustard Seed Community Health Clinic
- Ⓤ Hayes-Taylor YMCA

Parks + Cultural Sites

- ⓔ Historic Magnolia House
- ⓓ Windsor Chavis Nocho Community Complex
- Ⓟ Nocho Park
- Ⓠ Apache Park
- Ⓡ Bingham Park
- Ⓢ Gateway Gardens
- Ⓥ Barber Park

Economic Development Projects

- Ⓢ Former News & Record site
- Ⓡ Former Hampton Elementary School site
- Ⓢ Gateway Research Park + Joint School of Nanoscience and Nanoengineering

Transportation Connections

- ⓐ J. Douglas Galyon Depot
- ⓓ Downtown Greenway

K-12 Schools

- ⓑ The Experiential School of Greensboro
- ⓕ The A&T Four Middle College
- ⓐ Washington Montessori Elementary School
- Ⓚ The Academy at Lincoln
- Ⓛ James B. Dudley High School
- Ⓜ Bluford Elementary School
- Ⓦ Visual + Performing Arts Elementary School (under construction)



As east Greensboro evolves, it is critical that projects are built in collaboration with the community. The East Greensboro Greenway was developed with the knowledge and feedback of a wide range of stakeholders representing multiple groups, organizations, businesses and academic institutions. As Greensboro grows east, I believe this greenway will improve quality of life for the entire community including residents of District One. I look forward to breaking ground to grow this side of town and connect to the larger network of greenways and trails in the City.

Sharon Hightower,
Councilwoman, District One

Over half (53 percent or 3.5 miles) of the Project traverses census tracts with poverty levels greater than 40 percent, making it eligible for 100 percent Federal cost share. *Table 1* summarizes the key demographics of the community served by the Project.

Table 1: Key Demographics of Communities Served by Project

Census Tract	Poverty Rate <i>Table S1701 (2018-2022)</i>	BIPOC <i>Table B02001 (2018-2022)</i>	Zero-Car Households <i>Table B25044 (2018-2022)</i>
CT 108	18.5%	35.3%	23.7%
CT 110	50.9%	81.0%	27.8%
CT 11.01	34.9%	85.7%	23.5%
CT 11.02	13.8%	95.5%	11.0%
CT 112.01	43.8%	71.4%	13.2%
CT 112.02	41.2%	93.5%	12.6%
CT 127.07	37.0%	88.9%	16.0%
CT 128.03	11.0%	84.7%	1.5%
Project Corridor Average	31.4%	82.6%	13.2%
NC Average	12.8%	38.3%	5.4%

 **Project Corridor Census Tract Exceeds State Average**

For census tracts within approximately 0.5 miles of the Project, see Demographic Snapshot Tool in Supplemental Materials for more details US Census Bureau, American Community Survey 5-Year Estimates (2018-2022)

The current lack of safe active transportation options in east Greensboro creates several barriers to community connectivity. Major thoroughfares like O. Henry Blvd (US 29) and E Gate City Blvd, as well as a rail corridor owned by North Carolina Railroad Company (NCR) and operated by Norfolk Southern (NS), divide the community with high-speed and high-volume travel routes. The existing active transportation network does not adequately connect residential areas to employment, educational, and economic opportunities. Historic underinvestment and neglect have created a systemic cycle of economic challenges that are difficult to overcome without significant and sustained intervention. Improving the area’s aging and outdated infrastructure will make it more attractive to businesses and investors.

Project Parties

 **Greensboro Urban Area Metropolitan Planning Organization (GUAMPO)**

GUAMPO manages the federally required transportation planning process for the metropolitan region’s highway, transit, bicycle, and pedestrian facilities. GUAMPO will serve as the 2023 ATIP Grant Applicant and Recipient and will administer the grant, if awarded. GUAMPO will work collaboratively with its partners at the City and NCDOT to ensure the Project is compliant with all applicable Federal requirements and delivered in a timely fashion. GUAMPO has extensive experience planning, constructing, and administering projects supported by federal-aid funds, as well as FTA formula and discretionary grants, and is currently administering two Safe Streets for All (SS4A) planning grants from FHWA.

 **City of Greensboro**

The Project originated from a partnership between the City’s Department of Transportation (GDOT) and Parks and Recreation Department. The City will continue to function as the Project sponsor, leading the design effort and providing input and technical expertise throughout the design process.



NCDOT provides leadership for safe, affordable, and innovative multimodal transportation and supports NC communities to increase access, enhance quality of life, and ensure safety for all. NCDOT is sponsoring the completion of Project’s feasibility study through its Multimodal Planning Grant Program and is providing financial assistance and resources to the City to complete this grant application. NCDOT will continue to serve on the Project’s steering committee and provide technical assistance throughout the design process.

Steering Committee

The City and NCDOT have convened a Steering Committee to guide and oversee the Project. Members representing state and local government agencies, community advocacy groups, NC A&T, and Bennett College have been meeting regularly since October 2023 to guide the Project’s development. The Steering Committee members are devoted to east Greensboro’s economic development and the success of its infrastructure investments, and are instrumental in ensuring a cohesive vision across planning efforts for this community. The Steering Committee will continue to convene regularly to guide the design and construction process through completion (see **Community Support**).

Grant Funds, Sources, & Uses of All Project Funding

GUAMPO is requesting **\$1,525,600** (YOE\$) in ATIIP Planning and Design Grant funding to deliver a construction-ready design package for the East Greensboro Greenway. The receipt of ATIIP funds will enable the City to complete 100 percent design and construction documents, complete the environmental review and permitting process, and proactively engage the public during project development to design the Project hand-in-hand with the community.

While the Project is eligible for 100 percent Federal share based on its location in census tracts with poverty rates of 40 percent or greater (see **Project Location**), The City has committed **\$381,400** (YOE\$) in transportation bond funds, which represents a match of 20 percent of the total Project budget. This financial commitment underscores the City's dedication to implementing the Project and improving safety, mobility, and quality of life for its most vulnerable residents.

NEXT STEPS

Upon execution of the Project's grant agreement, the City will immediately proceed with the tasks outlined in the scope of work (see **Supplemental Materials - Scope of Work**). The Project's costs, sources, and uses of funds

are summarized in *Table 2*. The Project's design cost estimate includes a five percent contingency to account for volatility in the labor market.

The City will work collaboratively with its partners to submit the Project through NCDOT's prioritization process for possible Federal construction funding and identify additional discretionary grant programs that can be used to construct the East Greensboro Greenway. As the City implements its GoBORO transit plan and moves towards creating a truly multimodal corridor along E Market St, the City and GTA will collaborate closely to make the most of available FTA and FHWA funds to meet the mobility needs of pedestrians, bicyclists, and transit riders in the corridor.

Table 2: East Greensboro Greenway Design Costs & Source of Funds

Task	Cost	ATIIP Funds	Local Match
Project Management & Grant Administration	\$53,000	\$42,400	\$10,600
Survey	\$420,000	\$336,000	\$84,000
Design (through 100% Construction Documents)	\$972,000	\$777,600	\$194,400
Utility & Railroad Coordination	\$189,000	\$151,200	\$37,800
Environmental Review & Permitting	\$105,000	\$84,000	\$21,000
Community Engagement	\$79,000	\$63,200	\$15,800
Contingency (5%)	\$89,000	\$71,200	\$17,800
Total	\$1,907,000	\$1,525,600	\$381,400



As the central hub of the City of Greensboro's active transportation system, the Downtown Greenway's success is only as good as it's connecting trails. The East Greensboro Greenway is a critical connection linking downtown to the east side of the City and its many community assets. We value equitable access and the East Greensboro Greenway is a key component of that continued mission and vision.

Dabney Sanders,
Action Greensboro

Merit Criteria



Mobility & Community Connectivity

The East Greensboro Greenway will generate new opportunities for walking and bicycling by creating an active transportation network that connects residents and visitors to numerous destinations within east Greensboro while also strengthening east Greensboro's connection to the downtown core (see **Project Location** for a detailed map). This new active transportation network will improve mobility for the 34,000 people or 11.5 percent of Greensboro's population within walking or biking distance (1 mile) of the Project, and the over 51 percent of area households that have access to one or fewer vehicles.

TRANSIT

The Project will create new first- and last-mile connections to public transportation services. It will create a new active transportation connection between east Greensboro and the J. Douglas Galyon Intermodal Depot. This hub for local, regional, and intercity transit offers service to 15 GTA bus routes, 3 Piedmont Authority for Regional Transportation (PART) regional bus routes, intercity bus service through Greyhound and FlixBus, and 12 daily intercity passenger rail departures. Additionally, the Project will seamlessly integrate with NC A&T's Aggie Shuttle for students along E Market St and S Benbow Rd as well as GTA routes 1, 4, and 5. GTA Route 1, known as Crossmax Purple, is a new high-frequency cross-town route with service every 15 minutes and no transfers required. Together, the Project and Crossmax Purple are driving efforts to retrofit and transform E Market Street into a complete street that more safely and equitably serves all transportation modes.



SCHOOLS AND UNIVERSITIES

The Project directly connects to two HBCUs (NC A&T and Bennett College) collectively enrolling over 14,000 students. Moreover, providing safe bicycle and pedestrian connections to 7 public K-12 schools collectively enrolling over 3,800 students is one of the primary features of the project.

- The Experiential School of Greensboro
- The A&T Four Middle College
- Washington Montessori Elementary School
- The Academy at Lincoln
- James B. Dudley High School
- Bluford Elementary School
- Visual + Performing Arts Elementary School (under construction)

The Project will create safer mobility options between campuses, local businesses, transit service, and nearby student housing and support facilities.

JOB

The Project will generate economic benefits by improving multimodal access to over 35,750 jobs within one mile of the Project (see **Supplemental Materials - Jobs and Businesses within 1 mile of East GSO Greenway**). By improving east Greensboro's access to the Downtown Greenway and creating new first- and last-mile connections to transit service, residents will be able to more easily access economic opportunities across the City. Lastly, the Project will support job-creating revitalization and economic development efforts in east Greensboro by creating new active transportation connections to projects like Gateway Research Park and the Resurgent Project (see **Project Description**).

OTHER KEY DESTINATIONS

The Project will link the community to recreational and cultural sites throughout the community, including the Hayes Taylor YMCA, Gateway Garden, Bingham Park, WCNCC, and Barber Park. It will also connect to **Magnolia House**, currently operating as a bed and breakfast, restaurant, and event venue, which housed African-American travelers during the Jim Crow era and is one of four remaining greenbook sites in NC.

Barber Park is home to the volunteer-run Community Bike Shop, which recycles and restores donated bicycles for those in need and is open Sunday afternoons to help the community maintain and repair their bikes.





Community Support

The East Greensboro Greenway has strong support at all levels within the community, starting with grassroots organizations and neighborhood groups that are key to representing residents' voices. While in past decades transportation planning efforts such as the Babcock Plan of 1954, centered around arterial roads

set in concentric circles, imposed a top-down vision on the community with little engagement, the City's recent transportation planning efforts have taken a more holistic and equitable approach. A foundational principle in the development of the East Greensboro Greenway is continuous and cooperative collaboration and input from community members, organizations, and institutions to create a unified vision for a greenway that equitably serves the transportation needs of the community and advances the aims of the disadvantaged and underserved communities the Project will primarily serve. The letters of support attached to this application demonstrates substantial support for the Project across the City.

Input from Project partners and the broader community has driven the development of the Project's feasibility study, upon which this application for ATIIIP funding is based. A Steering Committee, representing local stakeholders, community organizations and government agencies is providing support, guidance, and oversight for the Project throughout the feasibility study and will continue to guide the project through all design and construction phases. The Steering Committee members are devoted to east Greensboro's economic development and infrastructure investments and are instrumental in ensuring a cohesive vision across planning and redevelopment efforts for this community (see **Project Parties**). Additionally, the City held a series of focus groups to gather local insight and guidance on route development, as well as two public surveys and numerous community and public meetings to solicit input that shaped the development of alternatives and the selection of the locally preferred alignment (LPA). The Community Engagement Summary included in the **Supplemental Materials** summarizes these activities.

These engagement activities revealed strong support for a new greenway in east Greensboro and a desire to strengthen connections to other local greenways, NC A&T, local schools, job opportunities, and parks while addressing the lack of safe biking and walking connections, particularly at road crossings. Throughout the process, the City Manager's Office and City Council representatives for the affected communities have been regularly briefed and fully support the Project.

A greenway in eastern Greensboro [is] long overdue.
[Community/Member, Route Alternatives Survey](#)

Steering Committee Membership

[City of Greensboro Parks and Recreation Department](#)

[City of Greensboro Department of Transportation](#)

[GUAMPO](#)

[Guilford County Public Schools](#)

[NCDOT IMD](#)

[NCDOT Division 7](#)

[NC A&T University](#)

[Bennett College](#)

[Greensboro Housing Authority](#)

[East Greensboro Now](#) (Community Development Corporation)

[Bicycling in Greensboro](#) (BIG) (Advocacy Organization)

[Action Greensboro](#) (Economic Development Advocacy Organization)

[Greenway Advocates](#)

Planning Timeline

- 2015** [GUAMPO BiPed Plan and Complete Streets Policy](#)
- 2019** [Greensboro Plan2Play Parks and Recreation Master Plan](#)
- 2020** [GSO2040 Comprehensive Plan and 2045 MTP](#)

East Greensboro Greenway Feasibility Study

- 2023**
 - July** Project kickoff meeting
 - Aug. - Nov.** Community survey #1
 - Sept.** Collaborative Cottage Grove meeting
 - Cottage Grove Fall Festival pop-up event
 - Oct.** Steering Committee meeting #1
 - Olde L. Richardson neighborhood association meeting
 - An Evening Under the Star pop-up event
 - Nov.** Focus group: businesses, local organizations, and institutions
 - Focus group: NC A&T
 - Dec.** Focus group: City and Guilford County staff
 - Steering Committee meeting #2
- 2024**
 - Jan.** Collaborative Cottage Grove meeting
 - March** Steering Committee meeting #3
 - S English St Food Lion pop-up event
 - Route alternatives survey
 - March** [GTA Route 1 Crossmax Purple](#) begins service
 - April** [GoBORO Transit Plan](#) Draft
 - April** Barber Park Community Bike Shop pop-up event
 - May** **Locally Preferred Alternative Identified**
 - Summer** Steering Committee meetings #4 and #5
 - Fall** **Study Adoption**



Commitment to Increasing Walking & Biking

As shown in *Table 3*, the City demonstrates a commitment to increasing walking and biking by improving traffic safety, implementing land development ordinances, and community design policies that support pedestrians and bicyclists. Over the last two decades, the City has taken active strides toward creating a safe multimodal transportation system by adding new bicycle and pedestrian facilities, moving the City closer to its goal of being car-optional by 2040. Since 2015, the City has constructed 79 miles of bicycle facilities, an almost four-fold increase from the previous nine-year period (2006-2015) that saw 20.3 miles of bike facilities constructed. Similarly, the City constructed 177 miles of sidewalk which represents a 33 percent increase from the previous nine-year period, which saw 133.3 miles of sidewalk constructed.

Table 3: Planning Efforts to Support Active Transportation

	Commitment to improving traffic safety	Regulations supporting active transportation	Financial Incentive	Community design policies
Safe Routes to School (early 2000's)	✓	✓	✓	✓
Downtown Greensboro Design Manual (2010)	✓	✓	✓	✓
BiPed Plan (2015)	✓	✓		✓
MPO Complete Streets Policy (2015)	✓	✓		✓
Vision Zero Two-Year Action Plan (2018)	✓			✓
Downtown Greensboro Streetscape Master Plan (2018)	✓			✓
GSO2040 (2020)	✓	✓	✓	✓
East Market Street Pedestrian Scale Overlay Plan, Design Guidelines, & Development Regulations (2021)	✓	✓	✓	✓
Greensboro Americans with Disabilities Act (ADA) Transition Plan (2021)	✓	✓		✓
East Gate City Blvd Corridor Plan (2022)	✓	✓		✓
Greensboro Land Development Ordinances (2023)	✓	✓	✓	✓
Safe Streets for All (2023)	✓	✓		✓
SafetyTown (Barber Park starting 2024)	✓			

There are several other initiatives that demonstrate the City's commitment to safe biking and walking:

- **Vision Zero:** The City is one of seven communities in North Carolina to adopt a Vision Zero approach. Its [Vision Zero Two-Year Action Plan](#) (2019-2020) established goals and high-level strategies intended to reduce and eventually eliminate traffic fatalities and serious injuries. Strategies include Greensboro's ongoing "[What's your Safe](#)" campaign to educate the public on safe driving practices as well as numerous infrastructure projects improving safety.
- **Transportation Bonds:** Voters have approved \$177 million in transportation bond funding since 2008. At least \$50 million of that has contributed to the City's active transportation network, including \$7 million for the Downtown Greenway (2008); \$28 million for renovations to the J Gaylon Intermodal Depot, 6.7 miles of new sidewalk, and pedestrian improvements at 30 intersections (2016); and \$15 million for new sidewalks on local streets, street repairs, and bus infrastructure (2022).

- NCDOT's [Safety Evaluation Group](#) has evaluated over 1,000 spot safety and hazard elimination projects across the state to provide objective crash reduction results. As a critical project partner, NCDOT provides analysis and subject matter expertise to assist the City and GUAMPO to implement effective countermeasures that improve bicyclist and pedestrian safety.



Financial Completeness

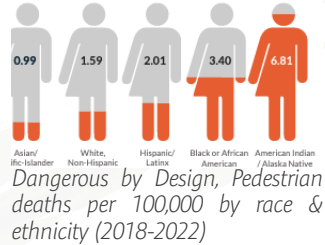
The East Greensboro Greenway qualifies for a 100 percent Federal share pursuant to Section C.2.ii of the NOFO. Fifty-three percent of the Project is located in a census tract where the poverty rate is greater than 40 percent (see **Project Location and Supplemental Materials - Equity Data**). To demonstrate its commitment to the Project's success, the City is committing \$381,400 in transportation bond funding to the Project, a match equivalent to 20 percent of the Project's anticipated design and permitting costs (see **Supplemental Materials - Detailed Cost Estimate**).



Equitable Development

East Greensboro's transportation system is characterized by major thoroughfares and rail corridors that divide the community (see **Project Description**). Previous discriminatory and auto-centric approaches to transportation planning have harmed east Greensboro's low-income and minority populations by diverting transportation investments away from walking and biking facilities, creating inadequate and sometimes unsafe multimodal access to jobs, schools, and other key destinations. As a result, east Greensboro currently suffers disparities in bicyclist and pedestrian fatality rates based on both race and income level, as shown in *Table 4*.

According to the ***Dangerous by Design 2024*** report published by Smart Growth America, people of color and low-income individuals are overrepresented in US pedestrian fatalities. Sadly, the bicycle and pedestrian fatality statistics in east Greensboro bear this out. Between 2007 and 2022, there were 64 pedestrian crashes, 6 of which resulted in fatalities, and 17 bicycle crashes along the Project corridor.



Census tracts within approximately 0.5 miles of the Project contain 11.1 percent of the City's current population, but accounts for 20.0 percent of bicycle and 19.4 percent of pedestrian fatalities for the same period. These disparities are strongly correlated with the high percentage of minority and low-income populations in east Greensboro compared to the City and Guilford County, as shown in *Table 4* (see **Supplemental Materials - Safety Analysis**). Crashes along the Project corridor are concentrated along the City's High Injury Network (HIN) which consists of roads and intersections that experienced the most fatal, severe, and evident injury crashes for all modes in 2018-2022 (see below map). **Approximately 23 percent (1.5 miles) of the Project is located within the HIN.**

The Project will reduce disparities in pedestrian and bicyclist fatalities on the basis of race and income level by designing context-sensitive separated bicycle and

Table 4: Disparities in Pedestrian and Bicyclist Fatality Rates by Race and Income Level

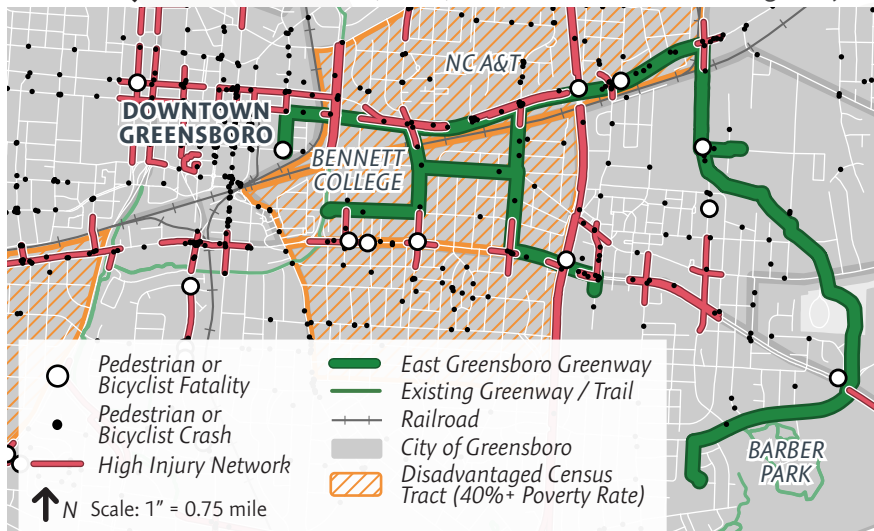
	Pedestrian Fatality Rate [†]	Bicyclist Fatality Rate [†]	Minority Population Percentage	Population below Poverty Level Percentage
Project Area*	60.8	3.0	80.5%	21.5%
City of Greensboro	34.9	1.7	56.4%	16.6%
Guilford County	28.3	2.4	47.5%	14.0%

[†] 2007 - 2022 Fatalities per 100,00 people

*Census Tracts within approximately 0.5 miles of the Project

pedestrian facilities, with special consideration given to portions of the Project within the HIN. At road crossings, the Project incorporates proven countermeasures like high visibility crosswalks, pedestrian refuges and rapid flashing beacons (see **Other DOT Goals and Priorities** and the Intersection Improvements tab of the **Safety Analysis in Supplemental Materials**). These elements will help members of this disadvantaged community safely access jobs, schools, and other key destinations (see **Mobility and Community Connectivity**). By improving multimodal access to employment and educational opportunities as well as economic development projects, the East Greensboro Greenway will also support economic competitiveness and wealth creation.

HIGH INJURY NETWORK (HIN) MAP



The HIN consists of just over 7 percent of the City's roads, but account for 81 percent of fatal crashes

During Project execution the City will survey east Greensboro residents to determine areas of improvement and need. Additionally, the City will measure the Project's effectiveness at reducing bicyclist and pedestrian fatality rates based on race or income level over its lifecycle by annually comparing crash statistics and demographic data for the Project corridor to the City and County as a whole to measure changes in disparities over time.

Initial analysis estimates that the East Greensboro Greenway will eliminate 12.5 bike crashes and 24.5 pedestrian crashes over a 20-year operational period (see **Safety Analysis** included in the **Supplemental Materials** for details).



Other DOT Goals and Priorities

The East Greensboro Greenway is focused on improving bicyclist and pedestrian safety, quality of life, and access to key destinations and economic opportunities and will advance the following USDOT Priorities:

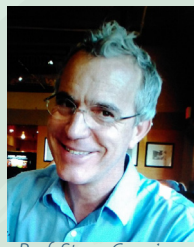
Other USDOT Priorities	How the Project Achieves this Priority	Metrics to Measure Progress
Safety for Bicyclists and Pedestrians (see Commitment to Increasing Walking and Biking and Equitable Development)	Consistent with GUAMPO's Complete Streets Policy and NCDOT's Complete Streets Policy , the Project's design will mitigate safety risks by incorporating proven countermeasures to protect vulnerable road users. The existing roadway will be reconfigured along sidepath segments, and one or more of the following countermeasures will be implemented at intersections and midblock crossings: high visibility crosswalks, warning signs/signals, adequate lighting, leading pedestrian intervals (LPIs), and refuge islands.	Annual pedestrian/ bicycle crashes and fatalities in the Project area by race and age Miles of bicycle and pedestrian infrastructure constructed
Access to Jobs and Key Destinations (see Mobility and Community Connectivity and Equitable Development)	<p>Jobs: Improves multimodal access to over 35,750 jobs located within one mile as well as access to the Downtown Greenway and transit service, improving multimodal access to jobs across the City.</p> <p>Schools: Directly connects to two HBCUs collectively enrolling over 14,000 students and seven public K-12 schools enrolling over 3,800 students.</p> <p>Other Key Destinations: Directly connects to numerous locally significant destinations, including seven parks/recreation facilities, a community health clinic, three economic development projects, and one grocery store.</p>	Number of daily East Greensboro Greenway users Increase in students walking/biking to schools
Economic Competitiveness and Workforce Development (see Equitable Development)	<p>Any contracts awarded to deliver the Project will contain Disadvantaged Business Enterprise (DBE) participation goals aligned with NCDOT's DBE Program.</p> <p>During design, students from NC A&T will have the opportunity to participate in the Project's development through internships, training opportunities, and coursework that directly supports design and environmental review efforts.</p> <p>NCDOT will support workforce development efforts of the project through its Business Opportunity and Workforce Development (BOWD) services to DBEs and the On-the-Job Training (OJT) to help minorities, women, veterans, and disadvantaged individuals enter the workforce and train for journey level positions.</p>	Project expenditures per greenway user Percent of Project funds awarded to DBEs Number of internships OJT and internship hours
Environmental Protection, Climate Change and Sustainability	The East Greensboro Greenway will reduce transportation related GHG emissions by increasing the percentage of walking, biking, and transit trips. During design, features like green stormwater infrastructure (GSI), street trees, native species, and pollinator-friendly plants will be incorporated to the maximum extent practicable. Together, these measures will help reduce the disproportionate negative impacts the transportation system has on the disadvantaged community of east Greensboro.	Percent reduction in VMT (aligned with BiPed Plan and MTP) Non-motorized user counts
Quality of life (see Community Support and Commitment to Increasing Walking and Biking)	<p>The design of the East Greensboro Greenway will incorporate design elements, consistent with design standards from the American Association of State Highway and Transportation Officers (AASHTO), National Association of City Transportation Officials (NACTO), NCDOT, and ADA Standards For Accessible Design:</p> <ul style="list-style-type: none"> • <i>A minimum 12 feet of width in unconstrained sections for side-by-side travel & passing</i> • <i>Gentle slopes and smooth surfaces to accommodate wheelchairs, strollers, and bicycles</i> • <i>Lighting to ensure visibility during non-daylight hours</i> • <i>Rest areas with benches, shaded areas, trash/recycle bins, and water fountains</i> • <i>Emergency Call Boxes</i> • Crime prevention through environmental design <p>Together these elements will ensure user safety and comfort while meeting the mobility needs of all users.</p>	Percentage of users who indicate transportation as their primary trip purpose Mode of activity and duration of activity of greenway users

Improving the Economic Competitiveness of East Greensboro

The East Greensboro Greenway will improve the economic competitiveness of the disadvantaged and underserved community it serves by creating new multimodal links to the over 35,750 jobs located within biking or walking distance of the Project and strengthening local connections to drivers of economic development and workforce development opportunities in the area. Most notably is NC A&T whose [\\$2.4 billion economic footprint](#) corresponds to 17,337 jobs and creates \$1.42 billion in added income for North Carolina's economy. The Project will also provide new active transportation connections to the [Community Education Center at Gateway Research Park, The Resurgent, NC A&T's Urban and Community Food Complex](#) (located within NC A&T's farm property), and the new [US Headquarters of Phase Change Solutions](#), which is set to create 51 new jobs in east Greensboro.

The East Greensboro Greenway itself is anticipated to drive economic development. [Evaluating the Economic Impact of Shared Use Paths in NC](#) found that for each \$1 invested in trails, \$1.72 in economic benefits is gained. Greensboro's Downtown Greenway is finding a return of more than \$11 for every \$1 spend to construct the greenway (see [Supplemental Materials - Downtown Greenway Investment Map](#)). Indeed, this project serves as a blueprint for the East Greensboro Greenway's success; to date there have been over \$765 million in completed and planned investments related to the Downtown Greenway.

If not addressed proactively, the construction of the East Greensboro Greenway could result in unintended consequences, such as gentrification, displacement, and further marginalization of disadvantaged and underserved populations. Throughout the design process, the City will work collaboratively with the Steering Committee and local partners to identify appropriate community restoration, stabilization, and anti-displacement strategies such as inclusionary zoning, tax incentives, job training, and affordable housing to promote equitable development and ensure the economic benefits of the East Greensboro Greenway are shared by all. These proactive efforts will be aided by the involvement of [Steve Cancian](#), Assistant Professor within NC A&T's College of Agricultural and Environmental Sciences, in the design process. His work on trail development without gentrification and inclusive design has informed the development of the feasibility study and will continue to guide the Project as it progresses through design.



Prof. Steve Cancian

Project Readiness & Environmental Risk

The East Greensboro Greenway design effort will build on the multi-year transportation and planning efforts described in **Community Support** as well as the Project's feasibility study. The feasibility study provides a solid conceptual design foundation based on a comprehensive analysis of existing conditions, opportunities and constraints, a robust alternatives analysis, and recommendations for implementation (including design criteria) to ensure the technical feasibility of the Project from a design, permitting, and constructibility perspective. A detailed scope of work for completing 100 percent design, additional public engagement, and environmental review and permitting is included in the **Supplemental Materials**.

GUAMPO will serve as the ATTIP 2023 Discretionary Grant Applicant and Recipient responsible for administering the grant if selected for award. GUAMPO, together with its partners at the City and NCDOT, has extensive experience working with applicable Federal requirements in its role administering Federal transportation programs and funding for the region. Recently, GUAMPO has administered FTA discretionary grant awards for three projects, totaling \$3.75 million and FHWA discretionary grant awards for two projects totaling \$1.1 million. GUAMPO complies with all federal laws that prohibit discrimination in programs, services, and activities that receive federal funding assistance through the MPO and enforces a [Title VI policy](#) that includes a [formal complaint procedure](#) for anyone who believes they have been mistreated or subjected to discrimination.

During design, the City will coordinate with NS and NCRR to ensure safety for all users, consider right-of-way requirements, and comply with applicable regulations for the four locations where the Project crosses the railroad (E Market St, S Dudley St, S Benbow Rd, and S English St). Two of these crossings (E Market St and S Benbow Rd) are currently grade-separated with no proposed modifications to the existing structure, while the crossing at S Dudley St is an at-grade crossing for which the City will coordinate with NS and NCRR to design enhancements that ensure safety and a positive user experience for bicyclists and pedestrians. Railroad coordination related to the anticipated grade-separated crossing at S English St will be led by NCDOT as part of STIP Project P-5747.



The Project will leverage STIP Project P-5747 to create a multimodal grade separated railroad crossing at S English St

Project Costs & Schedule

The estimated cost to complete 100 percent design and environmental review is \$1,907,000, which is based on the Opinion of Probable Construction Costs (OPCC) for the Locally Preferred Alternative (LPA) developed by the City during the feasibility study. The OPCC estimates construction costs at \$12.12 million (2024\$) , not including construction engineering inspection or right-of-way acquisition. The OPCC estimates costs using NCDOT item codes for construction quantities and is based on best-known typical market costs for similar projects. The OPCC includes a construction contingency cost of 35 percent to account for uncertainty and volatility in labor and materials costs. The City estimated the cost to complete design activities at approximately 15 percent of construction costs and escalated by a factor of 1.05 to account for the anticipated year of expenditure (2025). The Project team used professional engineering judgment and previous experience with active transportation design projects to determine the anticipated costs of each task as outlined in the scope of work and included a five percent contingency (see **Supplemental Materials - Detailed Cost Estimate**).

The City anticipates beginning the design process in the third quarter of calendar year (CY) 2025, assuming award announcements in early 2025 and approximately six months to execute the grant agreement. Based on previous experience with similar projects, 100% design and environmental review will be completed by the third quarter of 2027, with public engagement occurring throughout each phase of design. The anticipated schedule for the project is outlined below.

	CY 2024			CY 2025				CY 2026				CY 2027			
	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
ATIIIP Milestones		✓		*		▲				+					
Project Management & Grant Administration															
Surveys															
Design (though 100% Construction Docs.)															
Utility & Railroad Coordination															
Environmental Review & Permitting															
Community Engagement															

CY = Calendar Year

- ✓ Submit Application ▲ Grant Agreement executed
- * Awards Announced + ATIIIP Obligation deadline

While Greensboro is home to over 40 miles of shared use paths, there are no dedicated greenways in east Greensboro. This project will help reconnect a community divided by previous transportation planning and institutional redlining, improve access to jobs, essential services, and the downtown core, and connect to the rest of our trail system. We can't wait to break ground on this project!

Chris Wilson
Interim City Manager



Administration Priorities & Departmental Strategic Plan Goals

Equity has been a core element of the planning and feasibility studies that form the foundation of the East Greensboro Greenway. The Project intentionally incorporates the following components to meet its overarching goal to address underinvestment and create more equitable outcomes for the health, safety, and quality of life of east Greensboro residents while protecting the environment and enhancing city-wide mobility and regional collaboration.

Equity Assessment

The predominantly minority and low-income neighborhoods in east Greensboro suffer disparities in bicycle and pedestrian fatalities (see **Equitable Development**) as well disproportionately high and adverse human health and environmental effects due to GHG emissions from its autocentric transportation system and legacy environmental pollution in locations such as Bingham Park (see **Project Description** and **Equitable Development**). Indeed, Cone Health's **Catch 5 in 5 Initiative** has identified east Greensboro as a place where lifespans are up to 15 years shorter than other parts of the City due in large part to low incomes and a lack of easy access to health care. The East Greensboro Greenway will help reduce these disparities by creating a separated zero-carbon facility, safer intersection and midblock road crossings, and improving multimodal access to health care facilities like Mustard Seed Community Health Clinic and the Resurgent Project.

Meaningful Public Engagement

Meaningful public involvement has been a cornerstone of the Project's feasibility study and will continue to be critical to the design process. The scope of work for the design effort includes the continuation of the Steering Committee, a design charette, and robust public information efforts to ensure the community has a say in designing a facility that meets its current and future transportation needs (see **Community Support**).

Affordable Transportation Options

The New Majority - Pedling Towards Equity Report estimates the average annual cost of owning and maintaining a bicycle at only \$308 as compared to \$8,220 for the average car. Upon construction of the Project's 6.6 miles of new shared use path, low-income residents of east Greensboro, including three census tracts with poverty rates greater than 40 percent, will have access to safe and reliable free (e.g., walking) or low-cost (e.g., biking) transportation options to reach schools, jobs, and other community destinations. The Project will connect to the Community Bike Shop at Barber Park, which hosts bicycle repair classes and neighborhood fun rides. The Community Bike Shop, which distributes donated, recycled and restored bicycles to those in need hosted a successful pop-up public engagement event during the East Greensboro Greenway Feasibility Study and has provided a letter of support for the Project.

Please see **Other DOT Goals and Priorities** for a discussion of how the project addresses administration priorities and USDOT Strategic Plan goals, including:

- **Quality of life** by incorporating design elements to ensure user safety and comfort while meeting the mobility needs of all users;
- **Safety** by incorporating proven countermeasures to protect vulnerable road users;
- **Climate change and sustainability** by reducing VMT and related GHG emissions; and
- **Workforce development, job quality, and wealth creation** by meeting DBE participation goals and providing NC A&T students with opportunities to participate in the design process through internships and coursework.



FHWA Priority Selection Criteria

The East Greensboro Greenway meets the FHWA Priority Selection Considerations listed in Section E.1 of the NOFO by creating a construction-ready design package for 6.6 miles of new active transportation facilities that improve community access to the following key community destinations and institutions (see **Project Location and Mobility and Community Connectivity**).

7 K-12 Schools, enrolling over **3,800** students.

2 HBCUs, enrolling over **14,000** students.

7 parks and cultural sites with over **148,500** visitors between June 1, 2023 and May 31, 2024 (see **Supplemental Materials - Visitation Data**).

4 health and wellness facilities including **Mustard Seed Community Health Clinic**, which served **437** uninsured patients and **171** under-insured patients in 2023.

The Project will provide substantial benefits to disadvantaged communities within or around the project area by:

- **Improving mobility** by creating new active transportation links to numerous community destinations and creating new first- and last-mile transit connections for GTA bus service and regional and intercity transit at the J. Douglas Gaylon Intermodal Depot in a community with almost 2.5 times the state average of zero vehicle households.
- **Addressing disparities** in bicyclist and pedestrian fatalities based on race and income level (see **Equitable Development**) by designing reconfigured roadways to accommodate new sidepath segments and implementing proven countermeasures at intersections and midblock crossings, including high visibility crosswalks, warning signs/signals, LPIs, and refuge islands (see **Other DOT Goals and Priorities**).
- **Improving community health and wellness** by creating new ways to access parkland and natural areas within an urban environment and providing safe, accessible spaces for physical activities such as walking, biking, and running, which enhance cardiovascular health, reduce stress, and promote overall well-being.
- **Reducing disproportionate negative impacts** from the transportation system on disadvantaged and overburdened communities by reducing GHG emissions from automobile travel.

