

High Point Metropolitan Planning Organization Five Year Planning Calendar

The mission of the High Point Metropolitan Planning Organization (MPO) is to plan and implement the best possible multi-modal transportation system for the citizens and businesses that use our region's transportation system. Both the MPO Board and its supporting technical staff believe that transportation plans, programs and projects should foster safety, mobility, economic vitality, and quality of life. To be successful in our mission the MPO must work within a changing legal and regulatory framework that requires that activities and actions be coordinated with other jurisdictions and agencies so that transportation improvements can be delivered in a timely fashion. Because of our location, the High Point MPO must also coordinate our activities with several organizations (e.g., NCDOT, FHWA, FTA, PART, the Winston-Salem MPO, and the Greensboro MPO) outside the MPO. Because of the impact of transportation on the economy and upon the built and natural environment, the MPO also needs to coordinate with agencies and organizations that do not provide transportation services such as the Department of Commerce and the Environmental Protection Agency. We also need to improve our relationship with the traveling public, other citizens and industry within the Metropolitan Area Boundary.

There are five core functions of an MPO:

1. **Establish a setting:** Establish and manage a fair and impartial setting for effective regional decision-making in the metropolitan area.
2. **Evaluate alternatives:** Evaluate transportation alternatives, scaled to the size and complexity of the region, to the nature of its transportation issues, and to the realistically available options.
3. **Maintain a Metropolitan Transportation Plan (MTP):** Develop and update a fiscally-constrained metropolitan transportation plan for the metropolitan area covering a planning horizon of at least 20 years that fosters
 1. mobility and access for people and goods,
 2. efficient system performance and preservation, and
 3. quality of life.
4. **Develop a Transportation Improvement Program (TIP):** Develop a fiscally-constrained program based on the long-range transportation plan and designed to serve the area's goals, using spending, regulating, operating, management, and financial tools.
5. **Involve the public:** Involve the general public and all the significantly affected sub-groups in the four essential functions listed above.

Presently, most MPOs have no authority to raise revenues (e.g., levy taxes) on their own; rather, they are designed to allow local officials to collaboratively decide how available federal and non-federal transportation funds should be spent in urbanized

areas. The funding for the operations of the MPO agency itself comes from a combination of federal transportation funds and required matching funds from state and local governments.

It is also important to note that a metropolitan area's designation as an air quality nonattainment or maintenance area creates additional requirements for transportation planning. Most significantly, transportation plans, programs, and projects must conform to the air quality plan, known as the "state implementation plan" (SIP), for the state within which the UZA lies¹.

Table 1 shows a summary of the major tasks that the High Point MPO staff anticipates performing over the next five years. The table also includes a descriptive title for the task. The calendar and Descriptions provide some general information regarding the types of work needed over the next several years and an estimate of when the MPO needs to program them.

Task Descriptions

The task Descriptions explain why the MPO needs to perform each activity, how often the task needs to be done, and give the legal and regulatory references requiring the tasks. The tasks fall broadly into four categories: administrative tasks, planning tasks, model development tasks and TIP or project tasks.

Administrative Tasks

Administrative tasks are the recurring tasks required to run the MPO. We must do some of these tasks every year. These include preparing budgets and invoicing for work done. However, we only perform other tasks such as revising the service area and Memoranda of Understanding every ten years.

Five Year Planning Calendar

The five-year calendar is a summary the anticipated tasks for the next five years. *No federal or state regulations require the five-year planning calendar.* However, the MPO uses this calendar as a tool when developing its federally required Planning Work Program. As such, the MPO intends to update the planning calendar each year. In general, the annual revision to the planning calendar will be limited to revising Table 1 to show the current schedule for major task items.

Planning Work Program

The High Point Metropolitan Planning Organization receives funds under 23 U.S.C. 104(f), 49 U.S.C. 5305(d), 49 U.S.C. 5307, and 49 U.S.C. 5339² to develop and maintain

¹ Levinson, David. "Metropolitan planning organization." *Wikipedia*. 2012. 8 Jan 2008
<http://en.wikipedia.org/wiki/Metropolitan_planning_organization>.

² Some MPOs also receive funds under U.S.C. 104 (b) 1, (b) 3, 23 U.S.C 105 and 23 U.S.C. 133(d) (3) (E) for planning purposes. The High Point MPO does not have access to these funds at this time.

long-range transportation plans within the Metropolitan Area Boundary. 23 CFR Part 450.308 requires that each MPO prepare and approve a work plan each year showing how the funds will be spent and whether the work will be performed by the MPO, local government, state government, the transit operator, or a consultant.

Table 1: High Point MPO Five Year Planning Calendar

Task		2015-2016	2016-2017	2017-2018	2018-2019	2019-2020
Administrative Tasks						
5-Year Plan	Annual	●	●	●	●	●
Planning Work Program (PWP)	Annual	●	●	●	●	●
Revise Administrative Procedures	As Needed					
Metropolitan Area Boundary	Decennial					
Revise MOA	Decennial					
Revise Prospectus	Decennial					
Additional Grant Applications	As Needed	●	●	●	●	●
Revise Functional Classification	Decennial					
Trends Monitoring	Annual	●	●	●	●	●
Planning Tasks						
Long Range Transportation Plan	Every 4 Years		●			
Goals & Objectives			●			
Public Involvement Plan			●			
Transit Plan Update			●			
Highway Plan Update			●			
Financial Plan Update			●			
Pedestrian Plan			●			
Congestion Management Process			●			
Comprehensive Transportation Plan	Every 4 Years	●				
Transportation Conformity (Plan)	Every 4 Years		●			
Model Development Tasks						
Travel Model	Decennial					
Internal Origin Destination Survey						
External Origin Destination Survey						
Traffic Counts for Model		●	●	●	●	●
Airport Survey						
Traffic Count Program						
Freight Survey						
Model Calibration/Validation						
SE Data Updates	Annual	●	●	●	●	●
Network Updates	Annual	●	●	●	●	●
TIP & Projects						
SPOT Project Prioritization	Biennial		●		●	
MTIP	Biennial	●		●		
Transportation Conformity (TIP)	Biennial	●		●		
Special Projects	Annual	●	●	●	●	●

Revise Administrative Procedures

The MPO recognizes the need to develop, monitor, and improve the MPO's administrative procedures. This activity is not mandated by state or federal regulation; however, the MPO recognizes the importance of good written administrative procedures and the need for maintaining these procedures so that the MPO can complete its work tasks in the most effective and efficient manner possible and the need to update administrative procedures in response to changes in governing statutes. For that reason, the MPO reviews its administrative procedures and evaluates them on an as needed basis. The procedures that the MPO will evaluate include but are not limited to committee bylaws, MPO handbooks, and methods of developing work products, documentation standards, and document retention policies.

Revise Metropolitan Planning Area Boundary

23 CFR Part 450.312(i) requires that MPOs review and revise their metropolitan area boundaries after each decennial census. The urban area boundary defines the region in which the population density is greater than 5000 persons per square mile. The initial urban area boundary is defined by the Bureau of Census; however, in order to develop more meaningful boundaries. *23 CFR Part 450.312* states that "the metropolitan planning area shall be determined by agreement between the MPO and the Governor." *23 CFR Part 450.312* also describes the factors that the MPO to consider when developing its Metropolitan planning area boundary. Normally the Governor delegates responsibility for this consultation to the Secretary of Transportation.

Revise Memoranda of Agreement (MOA)

23 CFR Part 450.312 specifies that each MPO and State(s) shall develop a memorandum of agreement for long range transportation planning. This memorandum of agreement spells out the duties and responsibility of each participant in the transportation planning process. Among other things, the *Memorandum of Understanding for Cooperative, Comprehensive, and Continuing Transportation Planning* specifies the member jurisdictions of the MPO and their individual rights such as voting or voting strength.

In addition to the MOA for transportation planning, the High Point MPO maintains two other memoranda of agreement related to transportation planning. The High Point MPO provides transportation planning services in areas that USEPA classifies as nonattainment or maintenance for one or more criteria air pollutants. Because the High Point MPO is subject to transportation conformity, it is required under the North Carolina State Implementation Plan for Air Quality to have a memorandum defining the process for interagency consultation between the stakeholder agencies in the conformity process. The High Point MPO is also party to a memorandum of agreement with the North Carolina Department of Transportation, the Piedmont Authority for Regional Transportation, the Burlington Graham MPO, the Greensboro MPO, and the Winston-Salem/Forsyth MPO. This memorandum of agreement defines each agency's role in developing and maintaining the Piedmont Triad Regional Travel Demand Model.

As conditions change, the MPO may need to revise, renegotiate, or eliminate any or all of the above memoranda of agreement or understanding. As controlling statutes, or other conditions, change the MPO may also need to develop memoranda of agreement with new parties.

Revise Prospectus

The *Prospectus for Continuing Transportation Planning for the High Point Urbanized Area Metropolitan Planning Organization* is an important planning document for the High Point MPO. The prospectus is “primarily a reference document for the transportation planning staff. Its purpose is to provide sufficiently detailed descriptions of work tasks so that staff and agencies responsible for doing the work understand what needs to be done, how it is to be done, and who does it.” As the requirements of federal and state law change and as the abilities of federal, state, and local staffs change; and as planning methods and tools change so should the prospectus.

Revise Functional Classification

Periodically the Federal Highway Administration asks NCDOT and the MPOs to revise the federal functional classification system. This often happens as part of the federal transportation reauthorization process. The purpose of this exercise is to assist Federal Highway Administration and the United States Congress to revise the transportation funding formulas.

Additional Grant Applications

The normal funding sources for the Metropolitan Planning Organization are Section 104 funds, Section 5303 funds, and Section 5307 funds; however, other grants become available from time to time for special purposes such as bike and pedestrian planning, safety planning, congestion mitigation and air quality funds (CMAQ), or funds supporting other project types. To provide the highest level of service to our member jurisdictions the MPO applies for these special grants and programs, as they become available.

Trends Monitoring

Trends outside of transportation planning affect the MPO’s ability to provide a high quality transportation system for the citizens of its member jurisdictions. Some trends affect our ability to provide high quality service. Others change the definition of quality. Examples of trends affecting the MPOs include significant construction cost increases, more stringent environmental regulations, the current interest in combating global climate change, increased dependence upon just-in-time delivery, the emerging concept of the Aerotropolis, potential fuel shortages, longer project delivery times, and cyclical funding shortfalls. The MPO needs to be aware of these, and other, trends and take steps to respond to the new requirements.

Planning Tasks

The major product of the MPO is the Metropolitan Transportation Plan also known as the long-range transportation plan. The transportation plan guides the development of the transportation system over time. Both *23 CFR Part 450* and *40 CFR Part 93* provide guidance on the elements of the transportation plan and the process of plan development. Key elements of the long-range transportation are summarized below. This list is not exhaustive. It is however intended to provide information on the major elements of the long-range transportation plan.

Goals and Objectives

The community's goals and objectives relative to transportation help inform the transportation planning process. Over time the community's goals and objectives can change. The MPO will periodically assess the community's goals and objectives using newsletters, interviews, questionnaires, and other applicable means.

Public Involvement Plan

The High Point MPO, like all other MPOs in the country, must maintain a public participation plan that offers reasonable opportunities for the public to be informed of transportation plans and to have reasonable input into the development of transportation plans, programs, and projects. *23 CFR Part 450.316* specifies requirements of these transportation plans. In addition, the North Carolina open meetings law and the North Carolina Public Records law provide specific guidance regarding how North Carolina Public Entities are required to handle meetings and records. The MPO believes that it is important to review periodically the plans, process, and procedures that we use to provide information to the publics that we deal with in the planning process. Changes in regulations, communications technology, and audience drive our need to revise our public involvement plans.

Transit Plan Element of the Long-Range Transportation Plan

Transit is an important element of the MPO's transportation planning process. While much of the community is automobile mobile or even automobile dependent there are segments of our population that are transit dependent and even transit riders by choice. The major transit providers in the High Point MPO are the City of High Point and the Piedmont Authority for Regional Transportation. A key element of our transportation plan update is the assessment of how our transit system contributes to local and regional mobility and to the economic vitality of the region.

Highway Element of the Long-Range Transportation Plan

The highway element of the long-range transportation is the largest element of High Point MPO's transportation plan. Developing this part of the transportation plan includes assessing need, understanding public desire, evaluating capacity deficiencies, environmental analysis, cost estimating, and programming.

Pedestrian Element of the Long-Range Transportation Plan

Since 1991, *Title 23 of the United States Code* has required that MPOs include pedestrian and bicycle plans as part of the long-range transportation plan. Congress has also appropriated special programs to help integrate pedestrian planning into the long-range transportation planning process. Since 1991, the pedestrian elements of the long-range transportation plan have become more important to local jurisdictions. These plans may take the form of policies aimed at providing sidewalks or connectivity to major traffic generators, or plans to provide pedestrian or bicycle trails are part of the City's Parks and Recreation Plan. It has also become clear that it is important to provide walking and bicycling connectivity to regional recreational trails across the region and the state.

Congestion Management Plan

As a TMA, the High Point MPO is required to have a congestion management program in place. *23 CFR Part 450.302* lays out the content and scope of the congestion management plan. High Point is unique among North Carolina's MPOs in that we host the semi-annual International Home Furnishings Market. This is furniture industry's largest sales event in the continental United States. The Market brings over 80,000 visitors to High Point twice a year. Staff is continuously tweaking our congestion management plan to improve the flow of goods and people into the market district each year. Planning for this event includes developing or revising signal timing plans, running a temporary shuttle system, and staging freight movement into the market district so that major streets are not totally blocked in the weeks leading up to "market."

Comprehensive Transportation Plan

Chapter 136-66.2 of the North Carolina Administrative Code requires that each "each MPO, with cooperation of the Department of Transportation, shall develop a comprehensive transportation plan in accordance with 23 U.S.C. § 134. In addition, an MPO may include projects in its comprehensive transportation plan that are not included in a financially constrained plan or are anticipated to be needed beyond the horizon year as required by 23 U.S.C. § 134. For municipalities located within an MPO, the development of a comprehensive transportation plan will take place through the metropolitan planning organization. For purposes of transportation planning and programming, the MPO shall represent the municipality's interests to the Department of Transportation."

Title 23 U.S.C requires that MPOs update their long-range transportation plans every four years. Because the CTP is essentially a federal long-range transportation plan with the addition of additional needed projects that the MPO has not identified funding for we have assumed that the MPO will update its CTP every four years as well.

Transportation Conformity for the Transportation Plan and Transportation Improvement Program

The High Point Metropolitan Planning Organization includes parts of four counties (Guilford, Forsyth, Davidson, and Randolph). All or part of Guilford, Forsyth and Davidson Counties are nonattainment or maintenance for one or more of the criteria air pollutants. *Section 176 (c) of the Clean Air Act as Amended* requires that transportation plans, programs or projects within nonattainment or maintenance areas conform to the intent of the State Implementation Plan for Air Quality. *40 CFR Part 93.102* requires that Metropolitan planning organizations in nonattainment or maintenance areas make a conformity determination when they adopt, or amend, a long-range transportation plan.

Model Development Tasks

The High Point MPO, NCDOT, PART and the other three MPOs in the Piedmont Triad region jointly participate in developing and maintaining the Piedmont Triad Travel Demand Model. The MPO will devote a significant portion of its financial resources to developing and maintaining the model. The following nine tasks are necessary to maintain adequately the travel model. Developing and maintaining a travel demand model is a time, labor, data, and knowledge intensive process. Model development and maintenance is a highly specialized task; we will depend upon both local staff and engineering consultants to perform this work.

Internal Origin and Destination Survey

Modelers use internal origin destination surveys to estimate trip generation models and mode choice models. These studies are costly and time intensive. For that reason, it is important for the MPO to take a long view when deciding to have an origin destination survey performed. Not only must the MPO time the survey to coincide with a new round of model development we must also coordinate with the other five agencies participating with us in model development and maintenance.

External Origin and Destination Survey

Modelers use external origin destination surveys to estimate external-internal trips in models and through trip tables for the model. These studies are costly and time intensive. For that reason, it is important for the MPO to take a long view when deciding to have an external origin destination survey performed. Not only must the MPO time the survey to coincide with a new round of model development we must also coordinate with the other five agencies participating with us in model development and maintenance.

Screen line and Model Boundary Traffic Counts

Traffic counts at the model's boundary and along the model's screenlines are critical data that modelers use to assess a travel model's performance. The MPO takes these counts in addition to the counts in the routine traffic count program described below. These counts must coincide with a model development or update cycle.

Airport Survey

The Piedmont Triad International Airport is a key consideration in transportation planning for all MPOs within the Piedmont Triad. Although the airport is outside the MPO's planning boundary it is an important intermodal hub for the region. The airport's position as an economic engine for the region will become more solid as freight operations grow. The airport is and will continue to be a key destination, and special generator, for traffic within the Piedmont Triad. Therefore, it is important to understand when, how, and why people travel to the airport. It is also important to know where trips to the airport start or end. Therefore, it is important to survey traffic to and from the airport on a regular basis.

Routine Traffic Counting Program

The routine traffic count program meets three needs. First, the program provides the MPO with a method of monitoring trends on major arterials and freeways within the planning boundary. Second, the program is useful for monitoring intersections and corridors for congestion management. Third, the count program provides some of the data needed in the model calibration and validation process.

However useful the count data for calibrating the travel model it is inadequate for that purpose. The counts are inadequate for two reasons. First, NCDOT counts traffic on a biennial schedule that may not match the travel model update schedule. Second, the routine traffic count program may not count traffic at the correct location. In addition, the routine traffic count program only counts vehicles. Peak hour data and vehicle classification data are not from the routine count program

Freight Survey

Freight is and will remain a critical component of the region's economic well being. Companies have located major warehousing, transfer, pick-pack centers, and break-bulk centers within the High Point MPO. These centers use a combination of truck, rail, and air transport to fulfill orders all along the eastern seaboard. Therefore, it is important to understand when, how, and why freight travels on our roads and railroads. It seems obvious that the market forces effecting commuter movement are different than those which effecting freight movement. Anecdotally, freight truck and freight rail travel at different times than do commuters. In addition many shippers have changed operational models from a warehouse model to a just in time delivery model. In a just in time model Therefore, it is important to survey traffic to and from the airport on a regular basis.

Model Calibration/Validation

To be of use a travel demand model must be both calibrated and validated. It is important to know that a model is accurately reproducing travel demand for existing conditions before using it to estimate travel demand for future years. Because the High Point MPO serves areas that USEPA classified as nonattainment or maintenance for one or more criteria pollutants, *40 CFR Part 93.93.122(b)(1)(1)* requires that we must have the

Piedmont Triad Travel Demand model validated against ground counts at least every ten years.

Socioeconomic Data Updates

The High Point MPO participates in developing and maintaining the Piedmont Triad Regional Travel Demand Model. By agreement with the Piedmont Authority for Regional Transportation (PART), the North Carolina Department Transportation, the Alamance Metropolitan planning Organization, the Greensboro Planning Metropolitan Planning Organization and the Winston-Salem/Forsyth County Metropolitan Planning Organization PART is the custodian of the PTRM. Also, by agreement each MPO delivers socioeconomic data changes, revisions, and corrections to PART annually in May.

Model Network Updates

The High Point MPO participates in developing and maintaining the Piedmont Triad Regional Travel Demand Model. By agreement with the Piedmont Authority for Regional Transportation, the North Carolina Department Transportation, the Alamance Metropolitan planning Organization, the Greensboro Planning Metropolitan Planning Organization and the Winston-Salem/Forsyth County Metropolitan Planning Organization PART is the custodian of the PTRM. Under the modeling agreement, each MPO delivers network changes and corrections to PART annually in September.

The Transportation Improvement Program and Project Development

The remaining tasks covered in the five-year planning calendar relate either to the metropolitan transportation improvement program (MTIP) or specifically to project development studies such as feasibility studies or environmental documents.

SPOT Project Prioritization

In order to assist the North Carolina Department of Transportation in developing its Statewide TIP (STIP) the High Point MPO prepares a priority list of projects, defining the MPO's priorities for existing and proposed projects in the transportation improvement program. Nominally, the MPO prepares the project needs list biennially.

Metropolitan Transportation Improvement Program

23 CFR Part 451.324(a) requires that the MPO in cooperation with the NCDOT and affected public transportation operators develop a transportation improvement program for the Metropolitan planning area. The federal regulations require that the TIP cover a period not less than four years. North Carolina General Statutes Section 136 requires that North Carolina's TIP cover a period of seven years. Nominally, MPOs adopt an MTIP biennially on even years. However, the North Carolina Department of Transportation requires that MPO's adopt MTIPs on the same schedule that it adopts the state TIP.

Transportation Conformity for the Transportation Improvement Program

The High Point Metropolitan planning Organization includes parts of four counties (Guilford, Forsyth, Davidson, and Randolph). All or part of Guilford, Forsyth and Davidson Counties are nonattainment or maintenance for one or more of the criteria air pollutants. *Section 176 (c) of the Clean Air Act as Amended* requires that transportation plans, programs or projects within nonattainment or maintenance areas conform to the intent of the State Implementation Plan for Air Quality. *40 CFR Part 93.102* requires that Metropolitan planning organizations in nonattainment or maintenance areas and make a conformity determination when they adopt, or amend a Metropolitan transportation improvement program. The conformity determination for the MTIP is in addition to the conformity determination required for the long-range action plan. Nominally, MPOs adopt an MTIP biennially on even years. However, the North Carolina Department of Transportation requires that MPO's adopt MTIPs on the same schedule that it adopts the state TIP.

Special Projects

23 CFR Part 450.318 allows the MPO to perform transportation planning studies at the corridor and subarea level as part of the transportation planning process. The MPO believes that special studies are a value-added service to our member jurisdictions and help to effectively and efficiently improve our transportation system. It is also important for the MPO to support our member jurisdictions by funding and managing special studies and special projects intended to address important transportation needs within the MPO boundary. Special projects may include feasibility studies, NEPA documents, or functional designs. The MPO may complete special projects in-house or may choose to contract with consultants to complete special projects.

Glossary of Terms

“The Board” or BOT	The North Carolina Board of Transportation. The Board of Transportation is the decision-making body of the North Carolina Department of Transportation.
CE	Categorical Exclusion. (See NEPA Document)
EA	Environmental Assessment (See NEPA Document, See Also FONSI).
EIS	Environmental Impact Statement (See NEPA Document, See Also ROD).
FONSI	Finding of No Significant Impact. The document reporting the decision of an Environmental Assessment.
FHWA	The Federal Highway Administration
L RTP	The Long Range Transportation Plan. See MTP.
Maintenance Area	Means any geographic region of the United States that the EPA previously designated as a nonattainment area for one or more pollutants under the Clean Air Act Amendments of 1990, and subsequently redesignated as an attainment area subject to the requirement to develop a maintenance plan under section 175(a) of the Clean Air Act as Amended.
Memorandum of Agreement or Memorandum of Understanding	Any multi-party memorandum specifying the rights, roles, duties, and responsibilities of the parties of the transportation planning process.
Metropolitan Planning Organization (MPO)	Is the organization that carries out the federally required metropolitan transportation planning process within an urbanized area with a population greater than 50,000 persons.
Metropolitan Transportation Plan (Plan)	The official transportation plan for transportation within the metropolitan planning area. A plan must look forward for at least twenty years and must consider multiple modes (transportation choices).
NCAC	The North Carolina Administrative Code
NCDOT	The North Carolina Department of Transportation.
NEPA	The National Environmental Policy Act. A federal law prescribing a process that recipients of federal funds must use to implement non-emergency infrastructure projects.
NEPA Document	Any document intended to prove that a recipient of federal funds has complied with the provisions of NEPA. There are three types of NEPA document: Categorical Exclusions, Environmental Assessments,

	and Environmental Impact Statements.
Nonattainment area	Means and geographic region of the United States that has been designated by EPA as a nonattainment areas under section 107 of the Clean Air Act for any pollutants for which a NAAQS exists
PL Funds	The federal transportation funds specifically dedicated to funding the transportation planning process.
ROD	Record of Decision. The document reporting the decision for an Environmental Impact Statement.
SIP	State Air Quality Implementation Plan
Transportation Advisory Committee	The executive board of the High Point Metropolitan Planning Organization.
Transportation Conformity	The process of ensuring that an MPO's transportation plans, programs, and projects are consistent with the goals of the State Air Quality Implementation Plan (SIP); this process only applies in nonattainment and maintenance areas.
Transportation Improvement Program (TIP)	The Transportation Improvement Program. A 4-year document listing capital and program improvements. (Note: In North Carolina, the TIP is a seven-year document.
TMA	An urbanized area with a population over 200,000, as designated by the Bureau of the Census and designated by the Secretary of Transportation or any additional area where TMA designation is requested by the Governor and the MPO and designated by the Secretary of Transportation.
UPWP	Unified Planning Work Program. The annual plan of work for a metropolitan planning organization.
UZA	A geographic area with a population of 50,000 or more, as designated by the Bureau of the Census