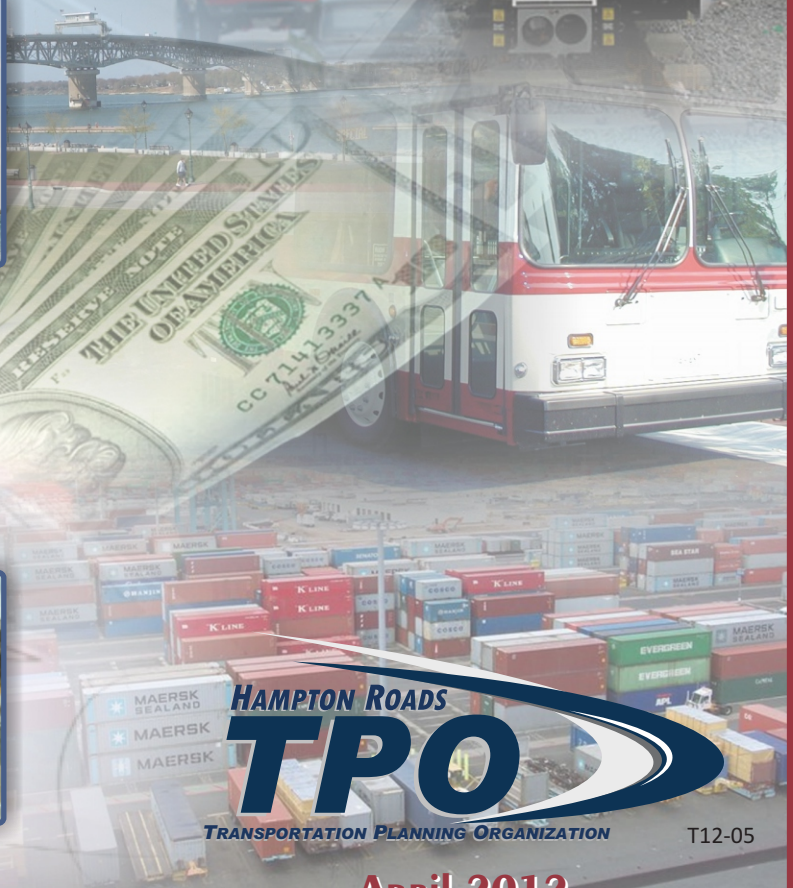


**Hampton Roads  
Transportation Planning Organization**

**UNIFIED PLANNING  
WORK PROGRAM**

**FY 2013**



**HAMPTON ROADS  
TPO**  
TRANSPORTATION PLANNING ORGANIZATION

T12-05

**April 2012**

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## REPORT DOCUMENTATION

**TITLE:**

Unified Planning Work Program: FY 2013

**REPORT DATE**

April 2012

**GRANT/SPONSORING AGENCY:**  
FHWA/FTA/VDOT/DRPT/LOCAL  
FUNDS

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**ABSTRACT**

The Hampton Roads Transportation Planning Organization (HRTPO) is the Metropolitan Planning Organization (MPO) for the Hampton Roads Metropolitan Planning Area (MPA). The HRTPO Fiscal Year (FY) 2013 Unified Planning Work Program (UPWP) describes the transportation planning work and associated funding for the Hampton Roads MPA for the period from July 1, 2012 to June 30, 2013. The UPWP is developed by the HRTPO in coordination with Hampton Roads Transit (HRT), Williamsburg Area Transit Authority (WATA), the Virginia Department of Transportation (VDOT), and the Virginia Department of Rail and Public Transportation (DRPT).

**ACKNOWLEDGMENTS**

This document was prepared by the Hampton Roads Transportation Planning Organization (HRTPO) in cooperation with the U.S. Department of Transportation (USDOT), the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Virginia Department of Transportation (VDOT), the Virginia Department of Rail and Public Transportation (DRPT), Hampton Roads Transit (HRT) and the Williamsburg Area Transit Authority (WATA). The contents of this work program reflect the views of the HRTPO. The HRTPO staff is responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the FHWA, FTA, VDOT, or DRPT. This document does not constitute a standard, specification, or regulation. FHWA, FTA, VDOT, or DRPT acceptance of this document as evidence of fulfillment of the objectives of this work program does not constitute endorsement/approval of the need for any recommended improvements nor does it constitute approval of their location and design or a commitment to fund any such improvements. Additional project level environmental impact assessments and/or studies of alternatives may be necessary.

Table of Contents		PAGE
<b>I. INTRODUCTION</b>		<b>1</b>
Planning Priorities		2
Planning Factors		4
Summary Funding and Budget Information		5
Comparison of UPWP Tasks – FY 2013 versus FY 2012		10
<b>II. ACTIVITIES AND TASKS</b>		
<b>1.0 LONG-RANGE TRANSPORTATION PLAN</b>		<b>13</b>
Maintenance of the current Long-Range Transportation Plan		
Development of Next LRTP (2040)		
Maintenance of the Transportation Project Prioritization tool		
Regional travel demand forecasting model		
Research Scan on Bicycle/Pedestrian Plans		
<b>2.0 TRANSPORTATION PROJECT PROGRAMMING</b>		<b>17</b>
Transportation Improvement Program (TIP)		
CMAQ/RSTP Project Selection Process		
Statewide and Regional Transportation Funding		
Regional Performance Measures		
<b>3.0 CONGESTION MANAGEMENT PROCESS</b>		<b>23</b>
Conduct the Congestion Management Process (CMP)		
Support Regional Operations Planning		
Hampton Roads Military Transportation Needs, Part 3		
Maintain Transportation Databases		
<b>4.0 PUBLIC PARTICIPATION</b>		<b>29</b>
Public Involvement		
Community Outreach Strategies		
Title VI and Environmental Justice		
<b>5.0 UNIFIED PLANNING WORK PROGRAM</b>		<b>37</b>
<b>6.0 REGIONAL FREIGHT PLANNING</b>		<b>39</b>
Update Intermodal Management System (IMS) Regional Freight Study		
Maintain Freight Databases		
<b>7.0 SAFETY AND SECURITY PLANNING</b>		<b>43</b>
On-going Safety Planning		
General Crash Data & Trends Report		
Emergency Evacuation and Critical Infrastructure		



## Table of Contents (Continued)

	PAGE
<b>8.0 TECHNICAL SUPPORT, RESEARCH, AND SPECIAL STUDIES .....</b>	<b>49</b>
8.1 Technical Support, Research, and Coordination .....	49
8.2 Hampton Roads Passenger Rail Consultant Study .....	51
8.3 Analysis of Toll Impacts on Hampton Roads .....	55
8.4 Regional Bridge Study .....	57
8.5 Preparing Corridors for Midtown Tunnel - Downtown Tunnel – MLK Project .....	59
<b>9.0 HRTPO ADMINISTRATION .....</b>	<b>61</b>
Maintenance of HRTPO Administrative Processes	
Administration of HRTPO Board and Advisory Committees	
<b>10.0 PLANNING BY TRANSIT AGENCIES .....</b>	<b>65</b>
10.1 Coordinated Public Transit – Human Services Transportation Plan .....	65
10.2 TDCHR –Performance Monitoring and Evaluation .....	69
10.3 WATA – Performance Monitoring and Evaluation .....	71
10.4 Feasibility/Corridor Studies .....	77
10.5 Disadvantaged Business Enterprise Planning .....	79
10.6 Regional Transportation Demand Management (TDM) Program (TRAFFIX) .....	81
10.7 Financial Planning .....	87
10.8 WATA Comprehensive Operations Analysis.....	89
10.9 Environmental Management System and Sustainability Program .....	93
10.10 TDCHR Public Involvement/Public Information/Publications .....	97
<b>11.0 VDOT REGIONAL PLANNING .....</b>	<b>99</b>
<b>12.0 HRTPO CONTINGENCY FUNDING .....</b>	<b>103</b>
<b>13.0 RURAL TRANSPORTATION PLANNING .....</b>	<b>105</b>
 <b>III. APPENDICES</b>	
A HRTPO Board and Advisory Committees .....	111
B Definitions.....	115
C Frequently Used Abbreviations.....	121
D Applicable Federal Regulations.....	125
E Applicable State Code .....	155
F Public Comments on the FY 2013 UPWP .....	157

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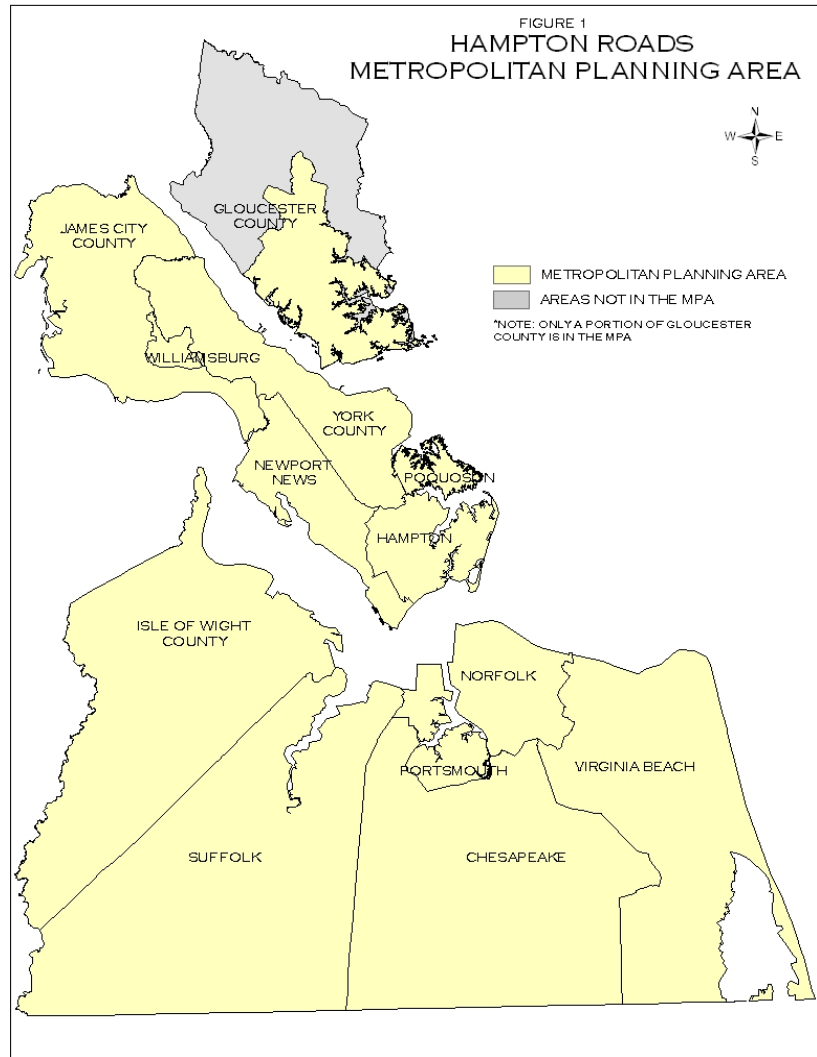
## INTRODUCTION

The Hampton Roads Transportation Planning Organization (HRTPO) is the Metropolitan Planning Organization (MPO) for the Hampton Roads Metropolitan Planning Area (MPA). The HRTPO Fiscal Year (FY) 2013 Unified Planning Work Program (UPWP) describes the transportation planning work and associated funding for the Hampton Roads MPA for the period from July 1, 2012 to June 30, 2013. The UPWP is developed by the HRTPO in coordination with Hampton Roads Transit (HRT), Williamsburg Area Transit Authority (WATA), the Virginia Department of Transportation (VDOT), and the Virginia Department of Rail and Public Transportation (DRPT).

Each task in the UPWP includes information on who will perform the work, the schedule for completing the work, resulting end products, and proposed funding and source of funds. Federal regulations applicable to MPOs have been included in **Appendix D**. State code applicable to MPOs is included in **Appendix E**. The Hampton Roads MPA is depicted in **Figure 1**.

The UPWP is required by the United States Department of Transportation (USDOT) to function as a basis and condition for all federal funding assistance for transportation planning to state, local, and regional agencies.

In addition to focusing on specific highway, transit and urban development issues, the activities in the UPWP take into consideration related issues, including land use, population and economic characteristics, climate change, Environmental Justice, and public participation and outreach. This document also includes a Rural Transportation Planning task, Task 13.0, which accounts for the work done by the HRTPO staff for the City of Franklin, the Counties of Southampton and Surry, and the portion of Gloucester County that lies outside of the MPA. The Rural Transportation Planning task is funded with State Planning and Research (SPR) funds.



## Planning Priorities for Hampton Roads

In addition to detailing the work associated with HRTPO core functions – the Long-Range Transportation Plan (LRTP), the Transportation Improvement Program (TIP), the Congestion Management Process (CMP), and Public Participation – 23 CFR Section 450.308(c) under Metropolitan Planning regulations states that the UPWP for MPOs designated as Transportation Management Areas (TMA) shall include a discussion of the planning priorities facing the metropolitan planning area. It is in the determination of these planning priorities that the HRTPO Board ensures its vision and goals are carried forward in the UPWP. Establishing clear direction from the HRTPO Board regarding its priorities allows the HRTPO staff to ensure that limited resources (manpower, funding) are properly allocated in the UPWP.

The FY 2013 planning priorities for the Hampton Roads MPA are as follows:

### ***Transportation Programming***

Since FY 2011, one of efforts of HRTPO staff included under planning priorities has been to *encourage the Secretary of Transportation to engage MPOs early in the Six-Year Improvement Program (SYIP) development process*. This year, as part of the development of the FY 2013-2018 SYIP, the Virginia Department of Transportation (VDOT) and the Virginia Department of Rail and Public Transportation (DRPT) requested input from MPOs on regional funding priorities. That represents a positive change over past years and is viewed by HRTPO staff as a good first step toward fully integrating MPOs in the SYIP development process.

The HRTPO staff will continue to address transportation programming issues in a number of ways, including:

- Striving for equity in statewide discretionary transportation funding.
- Encouraging further integration of MPOs early in the SYIP development process.
- Continuing to improve the transparency, accuracy, and user-friendliness of the HRTPO TIP.
- Conducting quarterly reviews of projects included in the HRTPO TIP to help ensure that available funds are being used effectively.
- Attending meetings of the Commonwealth Transportation Board (CTB).
- Improving Hampton Roads' potential for receiving additional federal funding.
- Pursuing opportunities for additional funding for transportation planning through a variety of transportation research grants.
- Applying Financial System Performance Measures (part of the Regional Performance Measures)

### ***Military Transportation Needs***

In Hampton Roads, military personnel are a large portion of the population and military dollars represent a large portion of the economy. Consequently, the HRTPO Board has endorsed annual briefings by military representatives to the HRTPO Board and to the Commonwealth Transportation Board, and the HRTPO Board has initiated a study of military transportation needs.

During FY 2011—in coordination with VDOT, the military, and other stakeholders—HRTPO staff conducted the first phase, *Highway Network Analysis*, of the *Hampton Roads Military Transportation Needs Study*. The resulting document included a review of the Strategic Highway

Network (STRAHNET) in Hampton Roads, the identification of military sites in Hampton Roads, and the identification of the network of roadways serving those sites. In this phase, HRTPO staff determined deficient locations on the network—such as congestion, deficient bridges, and geometrics—and identified local transportation projects planned for the network. Finally, staff compared the local military transportation needs and deficiencies to other US metro areas with a high concentration of military facilities.

During FY 2012, HRTPO staff began the second phase of the *Hampton Roads Military Transportation Needs Study* by surveying local military personnel to determine their transportation challenges, particularly during daily commutes. Approximately 10,000 surveys were received. By the end of the fiscal year, staff intends to produce a document summarizing the findings from that survey.

During FY 2013, HRTPO staff plans to conduct the third phase of the *Hampton Roads Military Transportation Needs Study* by investigating the primary needs revealed in the FY 2012 survey, using the resources available including possibly extracting details from the survey itself.

The HRTPO, the military, and other stakeholders can use the military transportation needs identified in all phases of the study to improve transportation for the military, thereby furthering national defense and the economic well-being of the region.

### ***Passenger Rail***

The Virginia Department of Rail and Public Transportation (DRPT) developed the Richmond/Hampton Roads Passenger Rail Project Tier I Draft Environmental Impact Statement (EIS) in accordance with the National Environmental Policy Act (NEPA). To support the Commonwealth's efforts, the HRTPO Board approved a resolution in October 2009, in support of establishing high-speed passenger rail service between Richmond, Petersburg and Norfolk along the US Route 460/Norfolk Southern corridor and enhancing the existing intercity passenger rail service between Richmond and Newport News along the Interstate 64/CSX corridor. In February 2010, based on the evaluation and public comments received, the Commonwealth Transportation Board selected Alternative 1 as the preferred alternative for enhanced conventional passenger rail service between Richmond and Newport News and higher-speed passenger rail service between Petersburg and Norfolk. DRPT has completed the Tier I Final EIS document and submitted the document to the Federal Railroad Administration (FRA) in December 2010 in order to achieve a federal Record of Decision.

During FY 2011, in the interest of improving the region's potential for passenger rail, the HRTPO Board retained the services of a consultant specializing in passenger rail. The work of the consultant has resulted in the completion of two reports:

- Preliminary Vision Plan (Phase 1)
- Blueprint Study (Phase 1B)

During FY 2013, the HRTPO and the consultant, working with the DRPT, will initiate the first tasks in the development of the Hampton Roads Passenger Rail Study, as set out in the Blueprint Study (Phase 1B).

### ***Regional Freight Planning***

The Port of Hampton Roads is the third largest seaport on the East Coast. The port attracts more than 80% of the world's major shipping lines and connects the region with more than 100 nations and over 300 ports of call. The new APM Maersk Terminal, the proposed Craney Island cargo terminal, and the Panama Canal Expansion project are critical to the success of future freight movement, particularly in response to the rapid rise in container imports. The HRTPO will continue to consider and incorporate freight as a critical element of the region's transportation planning process and will continue to incorporate short-term and long-term needs and improvements to the transportation system that will promote the safe, secure, fast, and efficient movement of goods. Specific activities are under Task 6.0, Regional Freight Planning, and Task 8.3, Analysis of Toll Impacts on Hampton Roads, Work Element 1: Economic Analysis of Toll Pricing in Hampton Roads – Virginia Port Authority.

### **Planning Factors**

23 CFR Section 450.306(a) under Metropolitan Planning regulations states that the metropolitan 3-C (Continuing, Comprehensive, and Cooperative) process shall provide for consideration and implementation of projects, strategies, and services that will address the following planning factors (PF):

- PF 1     Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- PF 2     Increase the safety of the transportation system for all motorized and non-motorized users;
- PF 3     Increase the security of the transportation system for motorized and non-motorized users;
- PF 4     Increase accessibility and mobility of people and freight;
- PF 5     Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- PF 6     Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- PF 7     Promote efficient system management and operation; and
- PF 8     Emphasize the preservation of the existing transportation system.

The HRTPO is strongly committed to implementing these planning factors in all work tasks described in this document. All tasks included in the UPWP address at least one, and often several, of these planning factors.

## Summary Funding and Budget Information

The following tables summarize the funding and budget information associated with the FY 2013 UPWP. **Table A** provides an overview of the amount of funding provided by the federal and state governments for regional transportation planning and programming work in the Hampton Roads MPA, as well as the funds provided for this work by local governments and the transit agencies in the way of matching funds required to obtain the federal grants. **Table B** shows the amount of the FY 2013 UPWP budget attributable to the following entities: HRTPO, VDOT, HRT, and WATA.

**TABLE A**

FUNDS FOR REGIONAL TRANSPORTATION PLANNING AND PROGRAMMING SUMMARIZED BY SOURCE OF FUNDS				
Federal	State	Local Match	Transit Agency Match	TOTAL
\$6,741,451	\$1,289,892	\$303,062	\$92,409	\$8,426,814
80.0%	15.3%	3.6%	1.1%	100.00%

**TABLE B**

BUDGET FOR REGIONAL TRANSPORTATION PLANNING AND PROGRAMMING SUMMARIZED BY ENTITY				
HRTPO	State Agencies <sup>1</sup>	HRT	WATA	TOTAL
\$3,478,121 <sup>2</sup>	\$999,650	\$3,724,043	\$225,000	\$8,426,814
41.3%	11.8%	44.2%	2.7%	100.00%

<sup>1</sup> State Agencies in Table B include the Virginia Department of Transportation and the Virginia Port Authority.

<sup>2</sup> Includes \$520,000 Congestion Mitigation and Air Quality (CMAQ) Improvement Program funds that will be passed through to the consultant on the Passenger Rail Consultant Study.

Detailed information on the funding sources associated with each UPWP task is included in **Table C**, while **Table D** depicts the budget for each task by entity (HRTPO, VDOT, HRT, and WATA). The funding shown in Tables C and D comes from a number of sources and, as indicated previously in Table B, only a portion of the funds shown are expended by HRTPO staff. The remaining funding is either allotted to the transit agencies via pass-through agreements with the HRTPO, or allotted directly to the transit agencies via grant agreements with the Virginia Department of Rail and Public Transportation (DRPT). Descriptions of the funding sources associated with the FY 2013 UPWP are as follows:

### ***FEDERAL HIGHWAY ADMINISTRATION (FHWA) FUNDS***

#### **Metropolitan Planning Funds (PL-Section 112):**

The Federal Highway Administration (FHWA) annually apportions PL funding to urbanized areas for MPO planning related activities. In Virginia, PL funding is administered by the Virginia Department of Transportation (VDOT) and is distributed to the MPOs through a population-based formula. These federal planning funds require matching funds of 20%, of which 10% is provided by the state and 10% is provided by local governments.

#### **State Planning and Research Funds (SPR):**

Funds allocated under FHWA's State Planning & Research Program are administered by VDOT. These funds are the primary source of funding for statewide long-range planning. SPR funds require matching funds of 20%. In the case of SPR funds shown in this UPWP, the state provides the match for the funds apportioned to VDOT, while the match for the funds apportioned to the HRTPO is provided by the local governments.

#### **Congestion Mitigation and Air Quality (CMAQ) Improvement Program Funds:**

The CMAQ program provides federal funding to states and localities for transportation projects and programs that help improve air quality and reduce traffic congestion. This funding is intended for areas not meeting the National Ambient Air Quality Standards (NAAQS), referred to as *nonattainment areas*, or for areas that did not meet the standards, but now do, referred to as *maintenance areas*. CMAQ funds may be *flexed* to FTA to pay for public transportation projects.

#### **Regional Surface Transportation Program (RSTP) Funds:**

The Surface Transportation Program (STP) provides federal funding that may be used by states and localities for a wide variety of highway and transit projects. RSTP funds are STP funds that are apportioned to specific regions within the state. RSTP funds may be *flexed* to FTA to pay for public transportation projects.

### ***FEDERAL TRANSIT ADMINISTRATION (FTA) FUNDS***

#### **Section 5303:**

Section 5303 funds are designated for transit planning and research activities. FTA apportions Section 5303 funds for Virginia to DRPT. Virginia MPOs receive their apportionment from DRPT based on an urbanized area population-based formula. These funds require 20% match which is typically divided between the state and the MPO or transit agency, each contributing 10%. As shown in Table B, the HRTPO retains a portion of Section 5303 funds and the remaining Section 5303 funds are allotted to Hampton Roads Transit (HRT) and the Williamsburg Area Transit Authority (WATA) via pass-through agreements.

**Section 5307:**

Section 5307 funds are available to urbanized areas for transit capital and operating assistance in urbanized areas and for transportation related planning. These funds are distributed by FTA to transit operators based on service area population and other factors. Section 5307 funds require matching funds of 20%, which are typically divided between the state and the transit agency, each contributing 10%. The HRTPO UPWP only includes the portion of a transit agency's Section 5307 funds that have been allotted to planning activities.

**Section 5316 Job Access and Reverse Commute (JARC):**

Section 5316 funds are available for transportation projects to help low-income individuals access employment and related activities where existing transit is either unavailable, inappropriate, or insufficient (Job Access). The JARC program also funds services available to the general public that provide assurance to individuals that use transit to commute to work that they will have a way to get home (Reverse Commute). JARC program funds require a 20% match, which is typically divided between the state and the recipient of the funds, each contributing 10%. The HRTPO UPWP only includes the portion of Section 5316 funds that have been allotted to administration of the JARC program.

**Section 5317 New Freedom Program:**

Section 5317 funds are directed to new public or alternative transportation services and facility improvements that address the needs of persons with disabilities that go beyond the requirements of the Americans with Disabilities Act (ADA). New Freedom Program funds require a 20% match, which is typically divided between the state and the recipient of the funds, each contributing 10%. The HRTPO UPWP only includes the portion of Section 5317 funds that have been allotted to administration of the New Freedom Program.



**Table C : Funding Sources by Task**  
**Hampton Roads Transportation Planning Organization**  
**FY 2013 Unified Planning Work Program**

		SPR		PL		Sec. 5303		Sec. 5307			Other			Other		Sec. 5303 Carryover		Total		
Task #	Description	Federal	State/Local	Federal	State/Local	Federal	State/Local	Federal	State/Local	(fn)	Federal	State/Local	(fn)	Federal	State/Local	Federal	State/Local	Federal	State/Local	Grand Total
1.0	Long-Range Transportation Plan			201,600	50,400	22,400	5,600											224,000	56,000	280,000
2.0	Transportation Project Programming			184,000	46,000	40,000	10,000											224,000	56,000	280,000
3.0	Congestion Management Process			80,000	20,000	29,280	7,320											109,280	27,320	136,600
4.0	Public Participation			175,657	43,914	44,343	11,086											220,000	55,000	275,000
5.0	Unified Planning Work Program			40,320	10,080	13,680	3,420											54,000	13,500	67,500
6.0	Regional Freight Planning			96,000	24,000													96,000	24,000	120,000
7.0	Safety & Security Planning			67,200	16,800	7,360	1,840											74,560	18,640	93,200
8.1	Technical Support, Research & Coordination			125,280	31,320	42,720	10,680											168,000	42,000	210,000
8.2	Hampton Roads Passenger Rail Study			49,040	12,260	8,240	2,060			(1)	416,000	104,000						473,280	118,320	591,600
8.3	Analysis of Toll Impacts on Hampton Roads									(4)	320,000	80,000						320,000	80,000	400,000
8.4	Regional Bridge Study			48,000	12,000													48,000	12,000	60,000
8.5	Perparing Corridors for Midtown Tunnel-Downtown Tunnel-MLK Project			64,000	16,000													64,000	16,000	80,000
9.0	HRTPO Administration			918,050	229,512	20,000	5,000			(5)		0						938,050	234,512	1,172,562
10.1	Coordinated Public Transit - Human Services Transportation Plan					3,200	800			(2)	63,207	15,802	(3)	36,827	9,207			103,234	25,809	129,043
10.2	TDCHR - Performance Monitoring and Evaluation					184,000	46,000											184,000	46,000	230,000
10.3	WATA - Performance Monitoring and Evaluation					100,000	25,000											100,000	25,000	125,000
10.4	Feasibility/Corridor Studies									(4)	1,600,000	400,000						1,600,000	400,000	2,000,000
10.5	Disadvantaged Business Enterprise Planning					16,000	4,000									12,000	3,000	28,000	7,000	35,000
10.6	Regional Transportation Demand Management Program - TRAFFIX									(1)	800,000	200,000						800,000	200,000	1,000,000
10.7	Financial Planning							120,000	30,000									120,000	30,000	150,000
10.8	WATA Comprehensive Operations Analysis															80,000	20,000	80,000	20,000	100,000
10.9	Environmental Management System and Sustainability Program									(4)	120,000	30,000						120,000	30,000	150,000
10.10	TDCHR Public Involvement/Public Information/Publications							27,200	6,800									27,200	6,800	34,000
11.0	VDOT Regional Planning	479,720	119,930															479,720	119,930	599,650
12.0	HRTPO Contingency Funding			28,127	7,032													28,127	7,032	35,159
13.0	Rural Transportation Planning	58,000	14,500															58,000	14,500	72,500
	Total	537,720	134,430	2,077,273	519,319	531,223	132,806	147,200	36,800		3,319,207	829,802		36,827	9,207	92,000	23,000	6,741,451	1,685,363	8,426,814

Local Match provided by Hampton Roads Planning District Commission, Hampton Roads Transit, and Williamsburg Area Transit Authority.

(fn) = Footnote

(1) CMAQ Funds  
(2) Section 5316 Funds

(3) Section 5317 Funds  
(4) RSTP Funds  
(5) HRTPO Local Funds Subsidy

**Table D: Budget by Recipient**  
**Hampton Roads Transportation Planning Organization**  
**FY 2013 Unified Planning Work Program**

		HRTPO					STATE AGENCIES			HRT					WATA			TOTAL											
Task #	Description	PL	5303	(fn)	Other	SPR	SPR	(fn)	Other	5303	(fn)	Other	5307	5316	5317	5303	(fn)	Other	PL	SPR	STATE	5303	(fn)	Other	5307	5316	5317	GRAND TOTAL	
1.0	Long-Range Transportation Plan	252,000	28,000																252,000			28,000		0		0	0	280,000	
2.0	Transportation Project Programming	230,000	50,000																230,000			50,000		0		0	0	280,000	
3.0	Congestion Management Process	100,000	36,600																100,000			36,600		0		0	0	136,600	
4.0	Public Participation	219,571	55,429																219,571			55,429		0		0	0	275,000	
5.0	Unified Planning Work Program	50,400	17,100																50,400			17,100		0		0	0	67,500	
6.0	Regional Freight Planning	120,000																	120,000			0		0		0	0	120,000	
7.0	Safety & Security Planning	84,000	9,200																84,000			9,200		0		0	0	93,200	
8.1	Technical Support, Research & Coordination	156,600	53,400																156,600			53,400		0		0	0	210,000	
8.2	Hampton Roads Passenger Rail Study	61,300	10,300	(2)	520,000														61,300			10,300	(2)	520,000		0		0	591,600
8.3	Analysis of Toll Impacts on Hampton Roads							(4)	400,000										0			0	(4)	400,000		0		0	400,000
8.4	Regional Bridge Study	60,000																	60,000			0		0		0	0	60,000	
8.5	Preparing Corridors for Midtown Tunnel-Downtown Tunnel-MLK Project	80,000																	80,000			0		0		0	0	80,000	
9.0	HRTPO Administration	1,147,562	25,000																1,147,562			25,000		0		0	0	1,172,562	
10.1	Coordinated Public Transit - Human Services Transportation Plan		4,000											79,009	46,034				0			4,000		0		79,009	46,034	129,043	
10.2	TDCHR - Performance Monitoring and Evaluation									230,000									0			230,000		0		0	0	230,000	
10.3	WATA - Performance Monitoring and Evaluation															125,000			0			125,000		0		0	0	125,000	
10.4	Feasibility/Corridor Studies										(4)	2,000,000							0			0	(4)	2,000,000		0		0	2,000,000
10.5	Disadvantaged Business Enterprise Planning									20,000	(1)	15,000							0			20,000	(1)	15,000		0		0	35,000
10.6	Regional Transportation Demand Management Program - TRAFFIX										(2)	1,000,000							0			0	(2)	1,000,000		0		0	1,000,000
10.7	Financial Planning												150,000						0			0		0	150,000		0		150,000
10.8	WATA Comprehensive Operations Analysis																(1)	100,000	0			0	(1)	100,000		0		0	100,000
10.9	Environmental Management System and Sustainability Program										(4)	150,000							0			0	(4)	150,000		0		0	150,000
10.10	TDCHR Public Involvement/Public Information/Publications												34,000									0		0	34,000		0		34,000
11.0	VDOT Regional Planning						599,650												0	599,650		0		0		0	0	0	599,650
12.0	HRTPO Contingency Funding	35,159																	35,159			0		0		0	0	0	35,159
13.0	Rural Transportation Planning						72,500												0	72,500		0		0		0	0	0	72,500
	Total	2,596,592	289,029		520,000	72,500	599,650		400,000	250,000		3,165,000	184,000	79,009	46,034	125,000		100,000	2,596,592	672,150	0	664,029		4,185,000	184,000	79,009	46,034	8,426,814	

(fn) = Footnote

(1) Carryover Section 5303 Funds  
(2) CMAQ Funds

(3) Section 5309 Funds  
(4) RSTP Funds

## **Comparison of UPWP Tasks – FY 2013 versus FY 2012**

The following table provides a comparison of the FY 2013 and FY 2012 UPWP tasks and budgets associated with work performed by HRTPO staff.

**Table E** includes the following information:

- FY 2013 UPWP Task Number, Task Title, and Task Budget
- FY 2012 UPWP Task Budget
- Change in budget (FY 2013 budget – FY 2012 budget)
- Comments on Significant Changes in Task Budgets

As highlighted in Table E, the following tasks exhibit significant changes in budget between FY 2012 and FY 2013.

- Task 1.0: Long-Range Transportation Plan – 12.5 percent decrease
- Task 2.0: Transportation Project Programming – 12.6 percent decrease
- Task 4.0: Public Participation – 22.9 percent decrease
- Task 6.0: Regional Freight Planning – 23.3 percent increase

For Task 8.2, Hampton Roads Passenger Rail Consultant Study: the budget decreased in FY 2013 because the consultant began work on the study during FY 2012. Task 8.4, Regional Bridge Study, and Task 8.5, Preparing Corridors for Midtown Tunnel – Downtown Tunnel – MLK Project, are new tasks in FY 2013.

**Table E: Comparison of UPWP Tasks - FY 2013 versus FY 2012**  
**Work Attributed to HRTPO Staff**

FY 2013 Task #	FY 2013 Task Title	FY 2013 Budget	FY 2012 Budget	Change in Task Budget	Comments on Significant Changes in Task Budgets
1.0	Long-Range Transportation Plan	\$280,000	\$320,100	-\$40,100	Adjusted based on completion of 2034 LRTP.
2.0	Transportation Project Programming	\$280,000	\$320,200	-\$40,200	Moved from development of new TIP to maintenance of TIP.
3.0	Congestion Management Process	\$136,600	\$136,600	\$0	
4.0	Public Participation	\$275,000	\$356,529	-\$81,529	Adjusted to better reflect work under this task.
5.0	Unified Planning Work Program	\$67,500	\$67,500	\$0	
6.0	Regional Freight Planning	\$120,000	\$97,300	\$22,700	Increased emphasis on freight planning in FY 2013.
7.0	Safety and Security Planning	\$93,200	\$93,200	\$0	
8.1	Technical Support, Research, and Coordination	\$210,000	\$210,000	\$0	
8.2	Hampton Roads Passenger Rail Consultant Study	\$591,600 <sup>1</sup>	\$671,600 <sup>2</sup>	-\$80,000	\$71,600 of this budget is for staff work associated with the consultant study.
8.4	Regional Bridge Study	\$60,000	\$0	\$60,000	New task in FY 2013.
8.5	Preparing Corridors for Midtown Tunnel - Downtown Tunnel - MLK Project	\$80,000	\$0	\$80,000	New task in FY 2013.
9.0	HRTPO Administration	\$1,172,562	\$1,112,406	\$60,156	
10.1	Coordinated Public Transit - Human Services Transportation Plan	\$4,000	\$4,000	\$0	
12.0	HRTPO Contingency Funding	\$35,159 <sup>3</sup>	\$210,164	-\$175,005	
13.0	Rural Transportation Planning	\$72,500	\$72,500	\$0	
	<b>Total</b>	<b>\$3,478,121 <sup>1</sup></b>	<b>\$3,672,099 <sup>2</sup></b>		

<sup>1</sup> Includes \$520,000 Congestion Mitigation and Air Quality (CMAQ) Improvement Program funds that will be passed through to the consultant on the Hampton Roads Passenger Rail Consultant Study.

<sup>2</sup> Includes \$600,000 Congestion Mitigation and Air Quality (CMAQ) Improvement Program funds that were to be passed through to the consultant on the Hampton Roads Passenger Rail Consultant Study.

<sup>3</sup> Task 8.3 includes a study to be administered by the Virginia Port Authority on the effects of tolls on freight movement in Hampton Roads, funded with \$400,000 in Regional Surface Transportation Program (RSTP) funds. In addition, Virginia Department of Transportation (VDOT) and HRTPO staffs are jointly working to develop the scope of a Regional Tolling Study for Major Transportation Projects. It is likely that additional funding from the HRTPO Contingency (Task 12.0) will be required once the scope of the study has been fully developed.

Shaded projects are those with the highest percent change in budget between FY 2012 and FY 2013.

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## **1.0 LONG-RANGE TRANSPORTATION PLAN**

### **A. Background**

Long-range transportation planning for the Hampton Roads transportation system can be thought of as having two broad components: long-range planning as an ongoing process and the development of a report that is the region's Long-Range Transportation Plan.

The Long-Range Transportation Plan (LRTP) is a multimodal transportation plan that is developed, adopted, and amended by the metropolitan planning organization (MPO) through the metropolitan transportation planning process. As a multimodal transportation plan, in addition to highway and bus transit projects, the LRTP also takes into consideration modes including passenger and freight rail, passenger and freight water transport, and bicycle and pedestrian facilities. The LRTP must address a planning horizon of at least 20 years and includes strategies and actions that lead to an integrated multimodal transportation system. The LRTP must be fiscally constrained, which means it must include sufficient financial information to demonstrate that projects in the LRTP can be implemented using committed, available, or reasonably available revenue sources, with reasonable assurance that the federally supported transportation system is being adequately maintained. All projects included in the LRTP have been and will be vetted through the HRTPO prioritization process.

In order for the LRTP to be compliant with Title VI, it is essential that the information that is collected and analyzed during the LRTP planning process reflect the metropolitan area and appropriately address community boundaries, racial and ethnic makeup, income levels, property taxes, etc., and community services, schools, hospitals and shopping areas. Data collection methods must be developed to obtain these statistics. Additionally, the LRTP must contain this data along with a narrative describing how the methodology used to obtain and consider the data was developed and implemented.

The life of a metropolitan LRTP is currently limited to four years by federal regulation and the process for developing a new LRTP takes nearly four years, so work is continually being done on the LRTP. This task includes maintenance of the current LRTP as well as development of the next LRTP.

While the LRTP is a required report for the region, the act of long-range planning is ongoing due to the dynamic nature and evolution of the cities, counties, and member organizations that the HRTPO represents. The primary product of the planning efforts is the LRTP documents, but many products are developed in the process. The main long-range planning efforts anticipated for FY 2013 are described below.

### **B. Work Elements (WE)**

Work activities include the following:

1. Maintain and update the adopted 2034 LRTP. This includes documenting any amendments, updating the regional travel demand forecasting model network accordingly, and performing needed air quality conformity analyses.

2. Development of the next LRTP. It is expected that the next LRTP will be for the forecast year 2040. Tasks to be completed during FY 2013 include:
    - a) Public Outreach and marketing associated with the LRTP and other HRTPO publications (CMP, etc.) as a vehicle for getting feedback to be used in the development of the LRTP. Conduct a visioning process for the development of Vision and Goals for the LRTP that will include methods to collect public opinion and subsequent technical analysis. These efforts are geared toward meeting the HRTPO's Title VI Compliance Goals. See "Section 4.0 - Public Participation" for details regarding HRTPO's Public Participation strategies.
    - b) Coordinating with localities regarding allocation of socioeconomic data to Transportation Analysis Zones.
    - c) Starting research to expand on Transportation Challenges identified in the 2034 LRTP. This will include various pertinent topics such as analysis of investment needs and the investigation of ways to incorporate planning elements of the Hampton Roads Regional Transit Vision Plan and accompanying sustainability elements into the next LRTP. Typical transit elements from the TVP to be investigated include analyses of the TIDE light rail extension (fixed guideway options) to various destinations within the region such as Virginia Beach Town Center, Norfolk Naval Base and ODU and analysis of new and enhanced high speed ferry service.
  3. Maintenance of the HRTPO Project Prioritization Tool. The data and measures will be revisited periodically to keep the tool current and available for use as needed.
  4. Maintain the region's Travel Demand Forecasting Model.
    - a) Provide support to VDOT, as needed, as improvements to the regional model are carried out.
    - b) VDOT completed an extensive update to the regional model in FY 2012. HRTPO staff will also dedicate time to becoming proficient with the new regional model structure.
    - c) HRTPO staff plans to prepare for the next LRTP by entering CMP roadway segment ID's into the regional travel demand model, thereby enabling the calculation of future-year level of service (LOS).
    - d) Use the regional travel demand model in support of HRTPO tasks. For example, the volumes from the regional travel demand model may be used in analysis of the impacts of proposed tolling of Midtown Tunnel, Downtown Tunnel and MLK Freeway Extension in 2012 (Task 8.5); estimation of future truck volumes and congestion for a 2034 Congestion Experienced by Trucks analysis (Task 6.0).
  5. Expand the ongoing research scan on bike and pedestrian plans to develop a comprehensive inventory and analysis of existing non-motorized facilities in the region.
-



6. Refine and utilize a methodology to collect and analyze Environmental Justice data that will be considered in the LRTP development process.

### C. End Products

1. WE 1 – An up-to-date Long Range Transportation Plan (LRTP) for the region.
2. WE 2 –
  - a. Ongoing public participation efforts.
  - b. Year 2040 socioeconomic data estimates by TAZ.
  - c. A Snapshot report of transportation issues.
3. WE 4 – A revised and maintained project prioritization tool.
4. WE 5 – A maintained and up-to-date regional travel demand model.
5. WE 6 – Inventory of non-motorized facilities.
6. WE 7 – Data collection methodology.

### D. Schedule

1. WE 1 – Ongoing.
2. WE 2 –
  - a. Ongoing.
  - b. Quarter 1 of FY-2013.
  - c. Ongoing.
3. WE 4 – Ongoing.
4. WE 5 – Ongoing.
5. WE 6 – Quarter 2 of FY-2013.
6. WE 7 –Quarter 4 of FY-2013.

### E. Participants

HRTPO, VDOT, DRPT, VPA, FHWA, FTA, VPA, local governments, local transit agencies, and the public.

### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$252,000	\$28,000		\$280,000

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## 2.0 TRANSPORTATION PROJECT PROGRAMMING

### A. Background

#### Transportation Improvement Program

The **Transportation Improvement Program (TIP)** is a four-year program for the implementation of surface transportation projects within the Hampton Roads metropolitan planning area (MPA). The TIP contains all federally-funded projects and/or regionally significant projects that require an action by the Federal Highway Administration (FHWA) or the Federal Transit Administration (FTA). Before any federally-funded and/or regionally significant surface transportation project can be built in the Hampton Roads MPA, it must be included in the current TIP that has been approved by the HRTPO. The TIP, which must be consistent with the current long-range transportation plan, identifies the near-term programming of Federal, state and local transportation funds.

As a federally designated metropolitan planning organization (MPO), the HRTPO is required to coordinate the transportation planning activities for the Hampton Roads MPA. This includes the planning and programming of Federal funds through the TIP. To ensure compliance, the FY 2012 – 2015 TIP was developed in adherence to the applicable Federal regulations associated with the current Federal transportation act, entitled Safe, Accountable, Flexible, and Efficient Transportation Equity Act: a Legacy for Users (SAFETEA-LU). SAFETEA-LU requires that the TIP cover a period of no less than four years and be updated at least every four years. The cycle for updating the TIP must be compatible with the Statewide Transportation Improvement Program (STIP) development and approval process. HRTPO, VDOT, and DRPT staffs coordinate carefully to ensure that the TIP and STIP are developed on compatible schedules and that the documents are consistent with one another throughout the interim years. The HRTPO TIP may be considered to be a *living* document as it is continually maintained and regularly revised.

The TIP must be financially constrained – meaning that the amount of funding programmed does not exceed the amount of funding reasonably expected to be available. The list of projects in the TIP must be able to be funded within the amount of funds that are reasonably expected to be available over the four-year timeframe of the TIP. Once the TIP is approved by the HRTPO Board, the approved TIP may be revised in order to add new projects, delete projects, and update or change other project information. In order to add projects to the TIP, sufficient revenues must be available, other projects must be deferred, or new revenues must be identified. Consequently, the TIP is a list of projects with funding commitments during the timeframe of the TIP.

In compliance with Title VI, the TIP will take into account the analysis of the benefits and impact distributions of transportation investments included in the Long-Range Transportation Plan.

The TIP development process may be summarized as follows:

1. The Long-Range Transportation Plan (LRTP) is approved by the HRTPO Board.
2. Drawing from projects included in the LRTP, localities and transit agencies coordinate with state agencies (VDOT & DRPT) on which projects should be implemented first. These projects will be submitted for inclusion in the Commonwealth Transportation Board Six-Year Improvement Program (SYIP).
3. The HRTPO Board submits its priority projects during the development of the SYIP each year.
4. HRTPO, VDOT, DRPT, and the transit agencies coordinate to develop the draft TIP project list, drawing projects from the approved SYIP. This helps ensure that the TIP and STIP project lists for Hampton Roads are consistent with one another. This step includes the formulation of a financial plan for the TIP that demonstrates how the proposed TIP can be implemented.
5. The draft TIP is tested for air quality conformity.
6. The final TIP is approved by the HRTPO Board.
7. The final TIP is approved by the Governor.
8. The TIP is included in the Statewide Transportation Improvement Program (STIP).

The HRTPO provides all interested parties with opportunities to comment on the proposed TIP, as well as any subsequent amendments to the TIP. Opportunities for public involvement are provided during each of the steps summarized above.

#### **CMAQ/RSTP Project Selection Process**

As the metropolitan planning organization (MPO) for the Hampton Roads MPA, the HRTPO is responsible for project selection and allocation of funds under two federal funding programs – the Congestion Mitigation and Air Quality (CMAQ) improvement program and the Regional Surface Transportation Program (RSTP).

The CMAQ program provides federal funding to States and localities for transportation projects and programs that help improve air quality and reduce traffic congestion. This funding is intended for areas not meeting the National Ambient Air Quality Standards (NAAQS), referred to as *nonattainment areas*, and for areas that previously did not meet the standards, but now do, referred to as *maintenance areas*. Hampton Roads is currently designated as a maintenance area for ozone.

The Surface Transportation Program (STP) provides federal funding that may be used by States and localities for a wide variety of highway and transit projects. Regional STP (RSTP) funds are STP funds that are apportioned to specific regions within the State.

The process for obtaining CMAQ or RSTP funding for transportation projects is a competitive one. The first step of the **CMAQ/RSTP Project Selection Process** is to solicit project ideas from the general public. Any project ideas received from the public are forwarded to eligible applicants for consideration. Projects proposed by eligible recipients are analyzed by HRTPO staff using a specific set of criteria that have been approved by the HRTPO Board. The proposed projects are then ranked based on the

results of the analyses. The CMAQ/RSTP Project Selection Process is a cooperative effort involving the HRTPO, local governments, local transit agencies, VDOT, and DRPT, along with input from advisory committees including the Transportation Technical Advisory Committee and the Freight Advisory Committee, to prioritize and select projects to receive CMAQ or RSTP funding.

On February 16, 2011, the Commonwealth Transportation Board (CTB) passed a resolution that stated the following regarding the allocation of CMAQ funds:

- Beginning with the FY 2012-2017 Six-Year Improvement Program (SYIP), the district CTB member will work with appropriate MPOs and VDOT and DRPT staff to recommend to the CTB a list of CMAQ projects for inclusion in the SYIP in order to allocate all six years of CMAQ funds anticipated to be available to the MPOs.
- CMAQ funds will be programmed to facilitate maximization of the use of federal funds, including fully funding project phases according to current schedules and estimates.
- CMAQ allocations will be programmed centrally by VDOT and DRPT staff based on the recommended CMAQ projects according to CTB priorities and federal eligibility requirements.

Starting in FY 2012, the HRTPO CMAQ/RSTP Project Selection Process will be conducted on an annual basis to ensure that funds expected to be available are properly allocated. HRTPO staff maintains “tracking tables” that identify the CMAQ or RSTP allocations per year associated with transportation projects and processes requests for additional funds to cover cost overruns on CMAQ and RSTP projects. In addition the Transportation Programming Subcommittee (TPS) holds quarterly meetings to monitor the status of CMAQ and RSTP projects and to make adjustments to project allocations to ensure the funds are used effectively.

### **Statewide and Regional Transportation Funding**

The Six-Year Improvement Program (SYIP) is the Commonwealth Transportation Board’s (CTB) program for allocating funding for rail, public transportation, commuter assistance, bicycle, pedestrian, interstate system, and primary system transportation projects. The SYIP allocates funds for transportation projects proposed for construction, development or study in the next six fiscal years. The program is updated annually. The SYIP focuses on the Interstate, Primary, Rail and Public Transit systems. Urban and Secondary systems are included in the SYIP; however, projects under these two systems are typically determined by localities.

VDOT and DRPT usually submit their proposed SYIPs for CTB approval during the 4<sup>th</sup> quarter of each fiscal year. In addition, the SYIPs may be revised during the year to address funding resources and State priorities.

While the SYIP shows funding *allocated* to projects, the Statewide Transportation Improvement Program (STIP) shows funding scheduled to be *obligated* on projects. Allocations indicate funding budgeted to projects by the CTB, while obligations indicate federal funds for which federal authority to expend the funds has been obtained.

Federal regulations require that an Annual Listing of Obligated Projects be produced after the end of each federal fiscal year. This Annual Obligations Report (AOR) must include all federally funded projects authorized or revised to increase obligations in the preceding fiscal year and must identify, for each project, the amount of federal funds requested in the TIP, the federal funding that was obligated during the preceding year, and the federal funding remaining and available for subsequent years. The AOR must be published or otherwise made publicly available in accordance with the HRTPO Public Participation Plan.

The HRTPO Transportation Improvement Program was overhauled for its FY2012-2015 update to include project phase cost estimates and schedules, allocations, scheduled obligations, and expenditures. This will allow for the regular monitoring of the status of transportation projects in Hampton Roads.

## **B. Work Elements (WE)**

Work activities include the following:

1. Maintain and update the current (FY 2012-2015) TIP.
2. Conduct public reviews of proposed amendments to the current TIP.
3. Maintain a current version of the TIP on the HRTPO website to provide easy public access.
4. Maintain and update the web visualization for the TIP.
5. Coordinate with VDOT, DRPT, and the transit agencies to prepare a listing of projects for which federal funds were obligated during the preceding federal fiscal year. Post the Annual Obligation Report on the HRTPO website to make it available for public review.
6. Lead and coordinate the annual Project Selection Process for CMAQ and RSTP projects.
7. Monitor and update Project Selection Process methodologies as deemed necessary.
8. Maintain electronic spreadsheets to keep track of CMAQ and RSTP allocations and transfers.
9. Endeavor to improve cooperation and coordination with the Secretary of Transportation, the CTB, VDOT, and DRPT in the development and revision of the SYIP.
10. Monitor and evaluate the effects of any revisions to the SYIP during the fiscal year and formally report to the HRTPO Board on significant revisions to the SYIP.

11. Endeavor to expeditiously analyze the draft SYIP in order to provide feedback to the CTB for their final approval of the SYIP.
12. Submit resolutions to the CTB prior to final action by the CTB on new or significantly revised SYIPs.
13. Conduct a quarterly review of expenditures on projects in the Hampton Roads TIP.
14. Perform annual calculation of Regional Performance Measures (RPMs) for Hampton Roads.

#### C. End Products

1. WE 1 – A financially-constrained TIP.
2. WE 4 – A web visualization of the TIP.
3. WE 5 – Annual Obligation Report.
4. WE 6 – A summary report on the annual CMAQ/RSTP project selection process.
5. WE 10 – Presentation to HRTPO Board, as necessary.
6. WE 12 – HRTPO Board Resolutions to CTB, as appropriate.
7. WE 13 – Presentation to HRTPO Board, as appropriate.
8. WE 14 – Hampton Roads Regional Performance Measures annual update.

#### D. Schedule

1. WE 1-4 – Ongoing activities.
2. WE 5 – No later than 90 calendar days following the end of the federal fiscal year.
3. WE 6 – By March 31.
4. WE 7 – As necessary.
5. WE 8 & 9 – Ongoing activities.
6. WE 10-12 – As necessary.
7. WE 13 – Quarterly.
8. WE 14 – By June 30.

#### E. Participants

HRTPO, local governments, HRT, WATA, VDOT, DRPT, FHWA, FTA, other state and federal agencies, the general public.

#### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$230,000	\$50,000		\$280,000



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### 3.0 CONGESTION MANAGEMENT PROCESS

#### A. Background

The **Congestion Management Process (CMP)** is a systematic method of addressing congestion “through the use of travel demand reduction and operational management strategies.” (Code of Federal Regulations [CFR]). The CMP “results in multimodal system performance measures and strategies that can be reflected in the metropolitan transportation plan and the TIP.” (CFR)

The HRTPO staff uses the federal planning factors (PF) to guide the analyses and recommendations made in the CMP, as follows:

- PF 1 Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- PF 2 Increase the safety of the transportation system for all motorized and non-motorized users;
- PF 3 Increase the security of the transportation system for motorized and non-motorized users; [e.g. consideration of emergency evacuation routes]
- PF 4 Increase accessibility and mobility of people and freight;
- PF 5 Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- PF 6 Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- PF 7 Promote efficient system management and operation; and
- PF 8 Emphasize the preservation of the existing transportation system.

To execute the Congestion Management Process, staff performs certain work elements annually—many of which are documented via a report—and then prepares a CMP master document every four years.

## On-Going Work

In this section, background for work which is done each year is described.

### **1. Support Regional Operations Planning**

As part of the Congestion Management Process, staff supports the Hampton Roads Transportation Operations (HRTTO) subcommittee and assists VDOT in updating local and regional Intelligent Transportation Systems (ITS) architectures, as follows:

#### Hampton Roads Transportation Operations (HRTTO) Subcommittee

The Hampton Roads Transportation Operations (HRTTO) Subcommittee of the HRTPO Transportation Technical Advisory Committee (TTAC) is dedicated to improving transportation operations in the region. Staff support of HRTTO is described under the “HRTPO Administration” section of this UPWP document.

#### Intelligent Transportation Systems

In 2004, the Hampton Roads Intelligent Transportation Systems (ITS) Committee, the precursor of the current Hampton Roads Transportation Operations (HRTTO) Subcommittee, updated the ITS Strategic Plan document. This document, which replaced previous versions released in 1995 and 2000, serves as the foundation for the implementation of ITS projects. It helps ensure that the area continues to benefit from emerging technologies and seeks to create an integrated regional program of ITS for Hampton Roads.

As part of a statewide effort, VDOT and its consultant updated the Eastern Region ITS Architecture in 2009. This regional ITS architecture, which is a federal requirement, is a framework that guides the development and integration of ITS components and facilitates relationships among various agencies. It also helps establish a consensus concerning future ITS projects and how they will fit into the existing ITS system. In FY2012, VDOT used its on-call consultant to update the Eastern Region ITS Architecture.

### **2. Maintain Transportation Databases**

HRTPO staff continuously maintains its transportation databases used in CMP and other analyses. These databases cover aspects of the transportation system including roadway use, bridges, aviation, rail, public transportation, taxi, American Community Survey (ACS) data, fuel prices, etc. This task covers database maintenance not included in other UPWP tasks.

### **3. State of Transportation**

As part of the CMP, every year HRTPO staff produces a *State of Transportation in Hampton Roads* report detailing the current status of all modes of the regional transportation system including air, rail, water, public transit, and highways. The study reports usage, conditions, costs, flows, safety, and funding.

#### **4, Volume and Congestion by Roadway Segment**

As part of the CMP, HRTPO staff plans to produce an annual report showing traffic volumes and congestion—by roadway segment—on its CMP network of significant roadways. Staff uses actual travel time data collected by VDOT/INRIX to measure congestion on the most important local roadways, and uses volumes to estimate congestion on lesser roadways in the CMP network of significant roadways.

#### **Special Work**

In this section, background for work which is done only in certain years is described.

#### **5. CMP Master Document**

The HRTPO staff has produced comprehensive CMP master documents every few years since the HRMPO board (now known as HRTPO) took action in October 1995 to adopt the region's Congestion Management System. The HRTPO staff completed the latest version of the CMP master document (2010 Update) in FY2010. The latest CMP master document includes:

- PM peak hour level-of-service (LOS) evaluations for every highway segment in the CMP roadway system which covers all thoroughfares in Hampton Roads
- Identification of focal congested highway segments
- Recommended strategies for improving the operation of these focal segments

In accordance with the four-year cycle of the Long-Range Transportation Plan (LRTP), the next CMP master document will be produced in FY 2014.

#### **6. Hampton Roads Military Transportation Needs, Part 3**

The Hampton Roads region contains one of the largest natural harbors in the world, making the region an attractive access point for military facilities. The region's military presence is comprised of the Norfolk Naval Base, the largest in the world, and dozens of other military facilities, served by more than 110,000 active duty military personnel. As a result of the area's large military presence, much of the local economy depends on the Department of Defense (DoD). The total direct economic impact of the Navy alone on Hampton Roads was \$14.8 Billion in 2009. With this in mind, the HRTPO Board made military transportation planning a priority in FY 2011 and endorsed annual briefings by military representatives to the HRTPO Board and to the Commonwealth Transportation Board.

During FY 2011, the HRTPO staff, in coordination with VDOT and military stakeholders, conducted Part 1 of a study of military transportation needs in Hampton Roads. The study included a review of the Strategic Highway Network (STRAHNET) in Hampton Roads, the identification of military sites in Hampton Roads, and the identification of the network of roadways serving those sites. This study determined deficient locations on the network—such as congestion, deficient bridges, and geometrics—and identified local transportation projects planned for the network. Finally, the study compared the local

military transportation needs and deficiencies to other US metro areas with a high concentration of military facilities.

During FY 2012, HRTPO staff surveyed local military personnel and others who regularly visit local military sites to determine their transportation challenges, publishing the results as Part 2 of the military needs study. In FY 2013, HRTPO staff plans to build on the results of Parts 1 and 2, and prepare Part 3 of the study as discussed under Work Elements below.

Local and state decision-makers can use the military transportation needs identified in HRTPO studies to improve transportation for the military, thereby assisting national defense and improving the likelihood of retaining local military bases.

## **7. Travel Time Reliability**

VDOT purchases travel time data for major roadways across Virginia, including those in Hampton Roads. In FY 2012, HRTPO staff used INRIX data to calculate average travel times by highway segment. Because travel times vary from day to day, in FY 2013 HRTPO staff plans to use INRIX data to measure the reliability of local travel times.

## **B. Work Elements (WE)**

Work activities include the following:

### **On-Going Work**

In this section, work which is done each year is described.

### **1. Support Regional Operations Planning**

#### **Hampton Roads Transportation Operations (HRTTO) Subcommittee**

Staff support of HRTTO is described under the “HRTPO Administration” section of this UPWP document.

#### **Intelligent Transportation Systems**

In FY 2013, HRTPO staff plans to assist VDOT in completing the updating of both the Hampton Roads ITS Strategic Plan and Eastern Region ITS Architecture begun in FY 2012.

### **2. Maintain Transportation Databases**

In FY 2013, HRTPO staff plans to maintain its transportation databases in order to use that data in CMP and other analyses. These databases cover all aspects of the transportation system including roadway use, bridges, aviation, rail, public transportation, taxi, American Community Survey (ACS) data, fuel prices, etc. This task covers database maintenance not included in other UPWP tasks.

### 3. State of Transportation

In FY 2013, HRTPO staff plans to produce a *State of Transportation in Hampton Roads* report detailing the current status of all modes of the regional transportation system including air, rail, water, public transit, and highways. The study reports usage, conditions, costs, flows, safety, and funding.

### 4. Volume, Travel Time, and Congestion by Roadway Segment

In FY 2013, HRTPO staff plans to produce an annual report showing traffic volumes and congestion—by roadway segment—on its CMP network of significant roadways. Staff plans to use actual travel time data collected by VDOT/INRIX to measure congestion on the most important local roadways, and use volumes to estimate congestion on lesser roadways in the CMP network of significant roadways. Concerning using volumes to estimate congestion, staff plans to update its CMP spreadsheet to use 2010 Highway Capacity Manual (HCM) methodology.

### Special Work

In this section, work which is done only in certain years is described.

### 5. CMP Master Document

In FY 2013 staff plans to prepare for the production of the FY 2014 CMP master document by executing the work described in the Background Section and in this section.

### 6. Hampton Roads Military Transportation Needs, Part 3

In FY 2013, HRTPO staff plans to build on the results of Parts 1 and 2 by estimating the sea-level rise threats to roadways serving the military. The work will begin by reviewing relevant sea-level work performed by others, including:

- *Climate Change in Hampton Roads, Ph.II* (HRPDC, June 2011)
- *Technical Report, Climate Change Sea Level Rise Initiative* (VMASC, draft)
- Works by the Army Corps of Engineers
- Study by VIMS proposed by draft 2012 General Assembly resolution
- *Assessing Vulnerability and Risk of Climate Change Effects on Transportation Infrastructure* (UVA, draft)

In addition, staff anticipates responding to requests for presentations related to the military survey report produced in FY12.

### 7. Travel Time Reliability

In FY 2013 staff plans to use INRIX data to measure the *reliability* of local travel times.

**C. End Products**

1. WE 1 – Support Regional Operations Planning: reports (by VDOT)
2. WE 2 – Maintain Transportation Databases: databases
3. WE 3 – State of Transportation: report
4. WE 4 – Volume and Congestion by Roadway Segment: report
5. WE 5 – CMP Master Document: report (in FY 2014)
6. WE 6 – Military Transportation Needs, Part 3: report
7. WE 7 – Travel Time Reliability: report

**D. Schedule**

1. WE 1 – Support Regional Operations Planning: established by VDOT
2. WE 2 – Maintain Transportation Databases: year-round
3. WE 3 – State of Transportation: 3<sup>rd</sup> quarter
4. WE 4 – Volume and Congestion by Roadway Segment: 4<sup>th</sup> quarter
5. WE 5 – CMP Master Document: FY 2014
6. WE 6 – Military Transportation Needs, Part 3: 4<sup>th</sup> quarter
7. WE 7 – Travel Time Reliability: 4<sup>th</sup> quarter

**E. Participants**

HRTPO, VDOT, TRAFFIX, localities, VPA, local transit agencies (HRT, WATA), DRPT, FHWA, FTA, Governor's Office of Commonwealth Preparedness, Department of Homeland Security, Virginia State Police, VDEM, and Locality staffs (i.e. law enforcement, fire, emergency management, utilities, etc.), Military, and Chesapeake Bay Bridge and Tunnel Commission.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$100,000	\$36,600		\$136,600



## 4.0 PUBLIC PARTICIPATION

### A. Background

#### Public Involvement

The HRTPO is committed to involving interested parties of all walks of life and considering their ideas through professional initiatives and a transparent and accessible regional transportation planning and programming process. The importance of public involvement in the transportation planning and programming process was recognized in federal law in the *Intermodal Surface Transportation Efficiency Act (ISTEA)* of 1991 and continues to be recognized in the current federal transportation act, the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)*. SAFETEA-LU requires meaningful public involvement and encourages MPOs to use a variety of methods to inform and involve interested parties in transportation planning processes. Specifically, federal regulations require the development of a participation plan. In FY 2012 the HRTPO began to update its PPP in coordination with current federal regulations and area jurisdictions. The updated PPP, scheduled to be released in the first quarter of FY 2013, outlines the HRTPO public involvement and outreach activities during FYs 2011 – 2012. New focus has been placed upon HRTPO efforts to engage the public, specifically on the diversity of Hampton Roads and the efforts made to engage and factor in the opinions of the diverse populations of the region. The PPP serves as a blueprint for public involvement, outreach and engagement and will be reviewed and updated every 2 to 3 years.

During FY 2012, a number of new initiatives were undertaken in order to illustrate the commitment of the HRTPO to innovative, engaging public outreach. Projects initiated during FYs 2009-2011 in response to the 2007 Federal Quadrennial Certification Review were evaluated and refined to further support the operations, policies, and procedures of the HRTPO. Accomplishments in FY 2012 related to public participation include:

- FWAHA approval of the HRTPO Title VI Plan.
- Update of a Public Participation Plan (PPP). The PPP includes:
  - An overview of involvement activities undertaken by the HRTPO staff during FY 2011 and 2012;
  - Public Participation Guidelines and a new toolbox of public involvement methodologies;
  - Environmental Justice Guidelines with snapshots of Hampton Roads' diverse communities and populations; and
  - New Limited English Proficiency (LEP) and Americans with Disabilities (ADA) guidelines.
- Update of a *Citizens Guide on Transportation Planning*, which HRTPO staff will use to inform and engage Hampton Roads residents about transportation planning and specific HRTPO programs. The development of the Citizen's Guide involved presentation of the document to the HRTPO Citizen Transportation Advisory Committee (CTAC) and a required 45-day comment period involving substantial public outreach.
- Expansion of an HRTPO Facebook Page.

- Establishing a non-compensatory technical internship with Tidewater Community College to assist with the creation of a new HRTPO website.
- Enhancement of HRTPO databases and stakeholder lists to include Environmental Justice (EJ) groups.
- Enhancement of the HRTPO “Ask Me About Transportation” School Outreach Program, used to expose Hampton Roads students and their parents to the transportation planning process in general, and the 2034 Long-Range Transportation Plan, specifically.
- Optimization of HRTPO’s web presence and enhanced Google ranking.
- Development of an HRTPO mobile phone application (app)

#### **Title VI and Environmental Justice**

Although they are separate, environmental justice and public involvement complement one another in ensuring fair and equitable distribution of transportation services and facilities. Effective public involvement not only provides transportation officials with new ideas, but it also alerts them to potential environmental justice concerns during the planning stage of a project. HRTPO is committed to ensuring that environmental justice, as outlined by the 1994 Executive Order, is considered in our planning and outreach efforts, as well as our programs and initiatives by assuring that all residents of Hampton Roads are represented fairly and not discriminated against in the transportation planning and capital investment process. In addition to adhering to the principles of environmental justice, HRTPO will work to implement Title VI of the Civil Rights Act of 1964. HRTPO goals will be to:

- Comply with the public involvement and Title VI requirements of the Federal and State regulations.
- Provide specific opportunities for local citizens and citizen-based organizations to discuss their views and provide input on the subject areas addressed in plans, projects or policies of HRTPO.
- Ensure full and fair participation by all potentially affected communities in the transportation decision-making process.
- Inform and educate citizens and other interested parties about ongoing HRTPO planning activities, and their potential role in those activities.
- Convene an Environmental Justice Roundtable, the purpose of which will be to reach out to the diverse populations of Hampton Roads and conduct regular dialogues on the transportation planning process.
- Assess the region’s transportation investments relative to the needs of disadvantaged populations, including but not limited to low income and minority populations.
- Investigate the state of accessibility and mobility for disadvantaged populations, with a focus on safety, transit and alternative transportation modes.
- Refine mechanisms for the ongoing review of the TIP and LRTP.
- Incorporate EJ analysis into individual studies, programs and plans contained in the HRTPO Unified Planning Work Program (UPWP), such as corridor studies and long-range planning.
- Focus study and plan recommendations on investments that promote quality of life and mitigate adverse impacts for residents of Hampton Roads.

## **Title VI Legislation and Guidance**

**Title VI of the Civil Rights Act of 1964** created a foundation for future environmental justice regulations. Since the establishment of Title VI, environmental justice has been considered in local, state, and federal transportation projects. Section 42.104 of Title VI and related statutes require Federal agencies to ensure that no person is excluded from participation in, denied the benefit of, or subjected to discrimination under any program or activity receiving Federal financial assistance on the basis of race, color, national origin, age, sex, disability, or religion.

**The National Environmental Policy Act of 1969 (NEPA)** addresses both social and economic impacts of environmental justice. NEPA stresses the importance of providing for “all Americans safe, healthful, productive, and aesthetically pleasing surroundings”, and provides a requirement for taking a “systematic, interdisciplinary approach” to aid in considering environmental and community factors in decision making.

**The Civil Rights Restoration Act of 1987** further expanded Title VI to include all programs and activities of Federal aid recipients, sub-recipients, and contractors whether those programs and activities are federally funded or not.

**On February 11, 1994, President Clinton signed Executive Order 12898:** Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations. This piece of legislation directed every Federal agency to make environmental justice part of its mission by identifying and addressing all programs, policies, and activities that affect human health or the environment so as to identify and avoid disproportionately high and adverse effects on minority populations and low-income populations.

Rather than being reactive, Federal, State, local and tribal agencies must be proactive when it comes to determining better methods to serve the public who rely on transportation systems and services to increase their quality of life.

**In April 1997, as a reinforcement to Executive Order 12898, the United States Department of Transportation (DOT) issued an Order on Environmental Justice (DOT Order 5610.2),** which summarized and expanded upon the requirements of Executive Order 12898 to include all policies, programs, and other activities that are undertaken, funded, or approved by the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), or other U.S. DOT components.

**In December 1998, the FHWA issued the FHWA Actions to Address Environmental Justice in Minority Populations and Low-Income Populations (DOT Order 6640.23)** which mandated the FHWA and all its subsidiaries to implement the principles of Executive Order 12898 and U.S. DOT Order 5610.2 into all of its programs, policies, and activities (see Appendix A).

**On October 7, 1999, the FHWA and the FTA issued a memorandum Implementing Title VI Requirements in Metropolitan and Statewide Planning.** This memorandum provided clarification for field offices on how to ensure that environmental justice is considered during current and future planning certification reviews. The intent of this memorandum

was for planning officials to understand that environmental justice is equally as important during the planning stages as it is during the project development stages.

### Community Outreach Strategies

The HRTPO has incorporated various strategies to seek out and consider the transportation interests and needs of Hampton Roads residents, including those traditionally underserved by existing transportation systems. These groups are identified as:

- **Low Income** – a person whose household income (or in the case of a community or group, whose median household income) “is at or below the U.S. Department of Health and Human Services poverty guidelines.”
- **Federal Assistance Recipients** – people who receive grants or federal funds. The assistance might be in the form of public housing, food stamps, support services or persons receiving Temporary Assistance for Needy Families (TANF) funds.
- **Minority Populations** - Persons considered to be minorities are identified in the Census as people of African, Hispanic, Asian, American Indian, or Alaskan Native origin (U.S. Census, STF301/Tbl008 and Tbl011; 1990). Executive Order 12898 and the DOT and FHWA Orders on Environmental Justice consider minority persons as persons belonging to any of the following groups:
  - **Black** – a person having origins in any of the black racial groups of Africa
  - **Hispanic** – a person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race
  - **Asian American** – a person having origins in the Far East, Southeast Asia, or the Indian subcontinent
  - **American Indian and Alaskan Native** – a person having origins in North America and who maintains cultural identification through tribal affiliation or community recognition

The HRTPO has included various strategies, listed below, specifically to reach these populations. In addition, the HRTPO has substantially increased its efforts to partner with regional agencies to share ideas and incorporate a wide range of ideas into the transportation planning processes.

### B. Work Elements (WE)

Work activities include the following:

1. Implement outreach strategies for the development of the 2040 LRTP. This will include public forum(s) where the status of the LRTP can be reviewed and public feedback can be incorporated. The HRTPO school outreach program will be utilized as part of the 2040 LRTP public involvement effort to reach Environmental Justice (EJ) communities throughout Hampton Roads.

2. Develop educational materials the FY 2012-2015 TIP, to be used to inform and educate the public about the TIP itself, and how they can have input in the TIP development process.
3. Develop surveys to be accessed via the HRTPO website, Facebook and libraries throughout the region.
4. Develop opportunities to inform the public by participating in community events and coordinating regional forums on transportation issues, initiatives, and projects. This includes coordination with VDOT, HRT, FHWA, WATA, and HRTPO member jurisdictions.
5. Participate in public meetings, committee meetings and hearings held by the HRTPO, plus those held by local and state governments and the local transit agencies, as appropriate.
6. Respond to information requests from the general public.
7. Implement and review/update the HRTPO Title VI Plan and the HRTPO LEP Plan which includes Title VI, Environmental Justice and related authorities.
8. Provide training for public involvement staff to build, enhance, and broaden public involvement techniques.
9. Develop and implement outreach activities tailored to engage low-income and/or minority communities or households. Key activities include partnering with regional agencies that advocate for and/or provide services for traditionally underserved persons and partnering with area schools to inform and engage students and their parents.
10. Provide staff support for the Citizen Transportation Advisory Committee (CTAC). This includes providing information about MPO processes, coordinating and facilitating meetings, developing meeting materials, responding to questions as necessary.
11. Provide translation and/or interpreter services on an as-requested basis.
12. Meet with community groups from varied sectors and with varied interests to provide information about HRTPO's primary purpose and functions and gather input on key issues, programs, and activities they feel are critical.
13. Provide and/or facilitate training for HRTPO staff and CTAC members to enhance public involvement efforts.
14. Develop an HRTPO Mobile Phone Application
15. Create, expand and provide staff support for the Environmental Justice Roundtable. This includes providing information about MPO processes,

coordinating and facilitating meetings, developing meeting materials, responding to questions as necessary

16. Assess the region's transportation investments relative to the needs of disadvantaged populations, including but not limited to low income and minority population
17. Enhance and refine the current Title VI/Environmental Justice methodology used to identify Title VI/Environmental Justice communities as well as the benefit/burden analyses (including conducting a broad review of environmental justice methodologies by other agencies and investigating potential data sources).
18. Investigate the state of accessibility and mobility for disadvantaged populations, with a focus on safety, transit and alternative transportation modes.
19. Refine mechanisms for the ongoing Title VI/Environmental Justice review of the TIP and Long-Range Transportation Plan.
20. Incorporate Title VI/EJ analysis into individual studies, programs and plans contained in the HRTPO UPWP, such as corridor studies and long-range planning.

#### **C. End Products**

1. WE 1 – School Outreach Summary, including written summary, photos, videos, lesson plans and public comment.
2. WE 2-3 – Citizen feedback and survey results for development of the 2040 LRTP. Documentation of outreach activities. Educational pamphlet on the FY 2012-2015 TIP.
3. WE 4-6 – HRTPO staff facilitation and/or participation, as appropriate
4. WE 7 – Updated Title VI and LEP Plans. Response to Title VI complaints, as appropriate. Report to VDOT in accordance with their reporting procedures.
5. WE 9-12 – Supportive role in CTAC, public communications materials, a computer database, 2-way communication with Hampton Roads Title VI/EJ Communities. Updated and expanded stakeholder and Title VI/ EJ databases.
6. WE 14 – HRTPO Mobile Phone Application.
7. WE 15 – Increased participation in the HRTPO Roundtable.
8. WE 16-20 – Refined HRTPO Title VI/EJ Benefits and Burdens Methodology.

#### **D. Schedule**

1. WE 1 –Ongoing activity.
  2. WE 2-3 – During FY 2013.
  3. WE 4-6 – Ongoing activities.
  4. WE 7 – Ongoing activity.
  5. WE 9-12 – Ongoing activity.
  6. WE 14 – During FY 2013.
  7. WE 16-20 -- During FY 2013.
-

**E. Participants**

HRTPO, HRT, WATA, VDOT, DRPT, FHWA, FTA, CNU, local governments, general public.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303	5307	CO 5303	TOTAL
HRTPO	\$219,571	\$55,429			\$275,000

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## **5.0 Unified Planning Work Program (UPWP)**

### **A. Background**

The Unified Planning Work Program (UPWP) is developed each year by the HRTPO, in cooperation with the Virginia Department of Transportation (VDOT), the Virginia Department of Rail and Public Transportation (DRPT), Hampton Roads Transit (HRT), and Williamsburg Area Transit Authority (WATA), to document the work proposed to be carried out by the HRTPO over the next one or two year period. This task provides for the preparation and maintenance of the UPWP.

### **B. Work Elements (WE)**

Work activities include the following:

1. Review VDOT, DRPT, Federal Highway Administration (FHWA), Federal Transit Administration (FTA), Environmental Protection Agency (EPA), and other state and federal agency information and requirements, in addition to other materials related to UPWP preparation.
2. Solicit input for proposed work tasks via the TTAC as well as public involvement opportunities throughout the year.
3. Solicit input from the local governments, HRT, WATA, VDOT, and DRPT on proposed transportation planning studies of interest to the HRTPO. Includes studies programmed in the Transportation Improvement Program (TIP).
4. Identify and document planning priorities.
5. Prepare work tasks and budgets.
6. Provide opportunities for public review and comment on the draft UPWP document.
7. Prepare final UPWP document.
8. Secure necessary approvals from the HRTPO Board, VDOT, DRPT, FHWA, FTA, and other agencies/organizations as appropriate.
9. Secure commitments for local match funds as appropriate.
10. Post the final UPWP document on the HRTPO website.
11. Amend the adopted UPWP per HRTPO Board actions.
12. Prepare and update staff work assignments, direct costs, and schedules.

**C. End Products**

1. WE 7-8 – Produce the FY 2014 UPWP document
2. WE 11 – Prepare and process amendments, as necessary, to the approved FY 2013 UPWP

**D. Schedule**

1. Maintenance of the current year UPWP is an on-going activity.
2. Final HRTPO approval of the FY-2014 UPWP document during the fourth quarter of FY 2013.

**E. Participants**

HRTPO, local governments, HRT, WATA, VDOT, DRPT, FHWA, FTA, other stakeholders

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$50,400	\$17,100		\$67,500

## 6.0 REGIONAL FREIGHT PLANNING

### A. Background

The efficient movement of freight is an important component of transportation. This is particularly true in Hampton Roads, home to the third largest container port on the East Coast. Because of the importance of the ports and freight movement to both the region and the state, the HRTPO has increased its freight planning activity in recent years.

In FY 2002, HRTPO staff received the 1998 commodity flow data and performed a comprehensive analysis of freight movement in and out of the region. In addition, the staff collected truck data and vehicle classification counts for nearly 200 locations throughout the region. The results of the freight movement and truck circulation analyses were summarized in the Intermodal Management System (IMS) 2001 report. Six years later the HRTPO staff completed the IMS 2007 report, which included several new elements, such as a review of freight industry terminology, a list of public and private freight data sources, a military freight analysis, a commodity flow data analysis with existing (2004) and projected (2035) conditions and locations of freight bottlenecks within the region. In FY 2012 HRTPO staff produced an update to this IMS report .

Given the importance of freight movement to the Hampton Roads region, the HRTPO included freight movements in its Prioritization Tool used for selecting projects for the LRTP and for recommending projects for VDOT's SYIP.

In 2009, the HRTPO created the Freight Transportation Advisory Committee (FTAC), a body comprised of freight experts from public agencies and private companies. According to HRTPO bylaws, the purpose of the FTAC is to 1) "advise the HRTPO Board on regional freight transportation requirements", and 2) "conduct public outreach activities that help HRTPO efforts to explain and help raise awareness of the importance of freight transportation to the region and to collect region-wide public input on these matters."

The Virginia Port Authority (VPA) has secured Regional Surface Transportation Program (RSTP) funds to analyze the effects of future and/or proposed toll rates on retaining or attracting freight related business to Hampton Roads. The VPA study *Economic Analysis of Toll Pricing in Hampton Roads* is described in detail in Task 8.3, Analysis of Toll Impacts on Hampton Roads.

The HRTPO staff will promote and integrate the following federal planning factors (PF) into the regional freight-planning program:

- PF 2 Increase the safety of the transportation system for all motorized and non-motorized users
- PF 4 Increase accessibility and mobility of people and freight
- PF 5 Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns

- PF 6 Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight
- PF 7 Promote efficient system management and operation
- PF 8 Emphasize the preservation of the existing transportation system

## **B. Work Elements (WE)**

Work activities include the following:

### **On-Going Work**

In this section, work which is done each year is described.

1. Virginia Port Authority (VPA) staff will administer the day-to-day operations of the Freight Transportation Advisory Committee (FTAC), including preparation of agendas, note taking during meetings and preparation of minutes, etc. HRTPO staff will a) advise VPA staff regarding HRTPO procedures, b) post FTAC documents to the HRTPO website, c) forward FTAC information and recommendations to the HRTPO Board, and d) prepare technical research and analysis for the FTAC as necessary.
2. Under the Congestion Management Process (CMP) task, (Task 3.0), continue to obtain regional truck data collected by VDOT and update databases.
3. Continue to participate in freight planning efforts conducted by local, state, and federal agencies.
4. Track amount of cargo passing monthly through Hampton Roads' ports and its competitors.
5. Break out and track port cargo shipments by mode (rail, truck, and barge). Categorize barge shipments as either intra-regional (i.e. running from one local port to another) or intra-state (i.e. running between Hampton Roads and Richmond, such as the 64 Express).

### **Special Work**

In this section, work which is done only in certain years is described.

6. Use the new truck component and time-of-day capability of the regional travel demand model developed by VDOT to forecast year 2034 truck volumes and congestion to be faced by trucks.
  - Before this effort can be conducted:
    - IDs for the CMP network must be coded into the new model's network as described in Task 1.0 Long-Range Transportation Plan of the UPWP;

- 2034 noon-retail employment by transportation analysis zone (TAZ) must be disaggregated to “office”, “industrial”, and “other non-retail” employment figures;
- 2034 LRTP projects must be coded into the new model.
- This effort will forecast 2034 truck volumes by applying the truck growth forecasted by the model to existing truck counts.
- This effort will base congestion on the volume-to- capacity ratios (v/c)-by time period-from the model.
- This effort will weight (by truck volume) the v/c of the model’s four daily time periods, by CMP segment, to calculate a “v/c faced by trucks” for each segment.
- This analysis will address port-related trucks by including a breakout of highway segments near ports.

#### C. End Products

1. WE 1 – Documentation of technical research and analysis
2. WE 2 – CMP freight database
3. WE 3 – Freight planning documents (by others)
4. WE 4 – Port database
5. WE 5 – Documentation of modal shipments
6. WE 6 – Truck volume and congestion forecasts by highway segment

#### D. Schedule

1. WE 1 - Documentation of technical research and analysis as needed
2. WE 2 - CMP freight database: on-going
3. WE 3 –Freight planning documents by others: per lead agency
4. WE 4 – Port database: on-going
5. WE 5 – Documentation of modal shipments: on-going
6. WE 6 – Truck volume and congestion forecasts: 3<sup>rd</sup> quarter

#### E. Participants

HRTPO, VDOT, Localities, VPA, Navy, FHWA, Private Freight Stakeholders

#### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$120,000			\$120,000

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## 7.0 SAFETY AND SECURITY PLANNING

### A. Background

#### 1. On-going Safety Planning

In accordance with SAFETEA-LU, the safety of the transportation system for all motorized and non-motorized users should be considered when selecting projects, strategies, and services. HRTPO has increased its regional safety planning work in recent years through various efforts.

In 2001 HRTPO staff began work on the *Regional Safety Study*. Completed in 2004, this study was one of the first studies in the country that examined regional safety issues in detail. The report included general crash data and trends, a detailed analysis of the locations of crashes throughout the region, and an analysis of high crash locations with crash countermeasures.

HRTPO staff has also supported VDOT staff as VDOT has increased its safety planning efforts. This includes participating on safety-related committees such as the statewide Surface Transportation Safety (STS) and Strategically Targeted Affordable Roadway Solutions (STARS) committees, and participating on Roadway Safety Audits (RSAs) conducted by VDOT and its consultants.

HRTPO maintains a database of crashes throughout the region to support regional safety planning efforts. This crash database is updated annually as VDOT releases the previous year's raw crash data.

#### 2. General Crash Data & Trends Report

The Regional Safety Study efforts conducted throughout the region are comprised of three parts: General Crash Data and Trends, Interstate and Intersection Crash Findings, and Crash Analysis and Countermeasures.

Since the *Regional Safety Study* was first released, HRTPO staff has updated the *General Crash Data and Trends* report on a biennial basis. Each of the *General Crash Data and Trends* reports includes information on crashes throughout Hampton Roads on a jurisdictional and regional level, and includes comparisons with other metropolitan areas.

In FY 2012, HRTPO staff produced an update to the *General Crash Data and Trends* report. This report updated the *General Crash Data and Trends* report that was released in 2009. In FY 2013, staff plans to produce an *Interstate and Intersection Crash Findings* report.

#### 3. Emergency Evacuation and Critical Infrastructure

According to federal regulations, the metropolitan planning process shall address eight planning factors, including security. MPOs are directed to “support homeland security and to safeguard the personal security of all motorized and non-motorized users.” (23 CFR 450.306 (e))

This UPWP security task is the transportation planning component of a regional emergency preparedness planning program. Note that the bulk of this program is funded outside the UPWP and conducted by Hampton Roads Planning District Commission (HRPDC) staff.

Since 1995, staff has analyzed the transportation components of local, state, and federal hurricane evacuation studies and plans and recommended improvements to them.

- In 1996, the MPO published the “Hurricane Evacuation Plan Impact Study”, recommending 1) reserving highway evacuation capacity for the geographically disadvantaged cities of Virginia Beach and Norfolk, and 2) leaving the Monitor-Merrimac Memorial Bridge Tunnel (MMMBT) open during evacuation and reversing the Eastbound lanes of I-64 on the Peninsula. (VDOT subsequently added I-64 reversal to its evacuation traffic control plan.)
- In 2002, staff prepared comments on the “Draft Interim Abbreviated Transportation Model” to be used for evacuation analyses.
- In 2004, staff submitted comments to VDOT concerning two VDOT proposals for improving evacuation.
- In 2005 and 2006, staff prepared comments on the draft “Hampton Roads Hurricane Evacuation Route Evaluation” by the Va. Transportation Research Council (VTRC).
- In 2006, staff prepared comments on draft VDOT evacuation-related bid solicitations.
- In 2006, staff prepared comments for EMTASC, Inc. re: modeling for the VERTEX evacuation exercise.
- In 2006, staff conducted an analysis of VDOT’s hurricane traffic control plan and presented recommendations to the VDOT-led Hurricane Evacuation Committee including 1) removing interstate restrictions (tunnel closure, ramp closures, and ramp metering) from VDOT’s hurricane traffic control plan, 2) an annual citizen information campaign, and 3) using both HRBT tubes during lane reversal. (VDOT subsequently removed ramp metering from its plan, and provided for the use of both HRBT tubes during lane reversal.)
- In 2009, staff prepared comments on VDOT’s Sept. 2008 “Hurricane Lane Reversal Plan”.
- In 2009 and 2010, as a member of the Transportation Working Group of the Regional Catastrophic Planning (RCP) Project, staff prepared comments on the draft RCP products.
- In 2010, in response to a request from TTAC to its operations subcommittee (HRTTO), staff developed a spreadsheet model which mirrors the Abbreviated Transportation Model developed for the 2008 “Virginia Hurricane Evacuation Study” by FEMA et al, and used the spreadsheet to test VDOT’s hurricane evacuation traffic control plan, recommending 1) leaving the MMMBT open during evacuation, and 2) reversing US-58 in Suffolk. TTAC endorsed the staff recommendations and the HRTPO allocated \$1 million in RSTP to the reversal of US-58.
- From 2009 thru 2012, as a member of the technical review panel for Phase 3 of the hurricane evacuation research conducted by VTRC (now the Virginia Center for Transportation Innovation and Research, or VCTIR), staff prepared comments on draft study products.
- Since 2005, staff has participated in monthly/quarterly regional evacuation meetings led by VDOT and VDEM.



- In 2011, staff reviewed alternatives for reversing US 58 and provided comments.

In addition, HRPDC staff is supporting the development of an integrated local, regional and State Crisis Information Management System (CMIS) utilizing WebEOC procured through Urban Area Security Initiative Funds. Using an onsite HRPDC technical consultant in coordination with the Regional Emergency Management Technical Advisory Committee and its WebEOC Subcommittee, each locality has increased situational awareness tailored to meet individual operations while in a regional and State information-sharing framework. Information “boards” critical to evacuations and other operations include shelter status, road closures, locations of special medical needs residents, debris management contractor status, resource requests and significant events. Further board development is ongoing as standard operating procedures are developed and WebEOC is further integrated into daily and emergency operations. As procedures are standardized community partners such as VDOT, Universities, Virginia Dominion Power and others will participate in the sharing of information to make better informed operational decisions and improve coordinated efforts.

HRPDC staff continues to support the development of a Critical Infrastructure Protection Program (CIPP) in Hampton Roads to support Critical Infrastructure and Key Resources initiatives. Through this effort, staff participates with federal, state, and local officials, as well as private sector and other Federal and State sector specific agencies (i.e. Transportation) to effect a seamless, coordinated security and preparedness strategy for supporting implementation of the Hampton Roads Critical Infrastructure Protection and Resiliency Strategic Plan, as mandated by the National Infrastructure Protection Plan and the Virginia Critical Infrastructure Preparedness and Resiliency Plan. State agency participation and leadership (i.e. VDOT, Virginia State Police, etc.), coupled with the development and sustainment of strong public-private partnerships is essential to the success of this effort. Staff subject matter expertise will be applied to support the identification of Critical Infrastructure and Key Resources (CIKR) (i.e. Bridges and Tunnels) to conduct vulnerability assessments and development of infrastructure protection plans. The continued involvement in coordination and collaboration regarding the development and maintenance of these SSP’s will be central to future Regional CIKR protection and preparedness efforts.

## **B. Work Elements (WE)**

### **1. On-going Safety Planning**

- Assist VDOT, as requested, in implementation of its Strategic Highway Safety Plan, e.g. via participation in the Surface Transportation Safety (STS) committee and Traffic Records Coordinating Committee (TRCC).
- Assist VDOT and localities with Roadway Safety Audits (RSAs). HRTPO staff participates in a team (including VDOT and its consultants) that goes to high crash locations, looks for the cause of the problem, and recommends projects that may improve safety. VDOT's consultant then prepares a report for each project and submits it to the VDOT Central Office as a candidate for Highway

Safety Improvement Program (HSIP) or Strategically Targeted Affordable Roadway Solutions (STARS) funding.

- Revise safety databases with updated crash data.

## **2. Regional Safety Study: Interstate and Intersection Crash Findings**

As last published in May 2003, this report will provide crash rates by location for interstate segments and arterial intersections.

## **3. Emergency Evacuation and Critical Infrastructure**

- Provide transportation / emergency management analysis for updates to VDOT's "Hurricane Lane Reversal Plan", as those updates occur.
- Provide transportation / emergency management recommendations to VDEM for its work, including the Regional Catastrophic Planning effort.
- Provide transportation recommendations to the Virginia Center for Transportation Innovation and Research (VCTIR) for its evacuation analyses.
- Following the completion of VCTIR's Phase 3 evacuation analysis, staff plans to ask TTAC to assess the implementation of its July 2010 recommendations—including "that VDOT/VDEM be asked to examine the costs and benefits of leaving the MMBT open". (In 2010, staff deferred forwarding the July 2010 TTAC recommendations to the HRTPO board until the completion of VCTIR's study.)
- Support the Regional Resiliency Assessment Program (RRAP) being conducted by the Department of Homeland Security (DHS).
- Support the implementation of the Hampton Roads Critical Infrastructure Protection Program with Virginia's Office of Veterans Affairs and Homeland Security.
- Support the development and integration of enhanced situational awareness through further development and integration of the WebEOC CMIS.

## **C. End Products**

1. WE 1 –
  - a. Safety planning documents by others, including Roadway Safety Audit (RSA) reports
  - b. Updated safety database
2. WE 2 – General Crash Data and Trends report
3. WE 3 –
  - a. Written analysis of VDOT's "Hurricane Lane Reversal Plan" and recommended improvements to it, as updates to the plan occur

- b. Written transportation / emergency management recommendations to VDEM, e.g. for its Regional Catastrophic Planning effort
- c. Written transportation recommendations to VCTIR for its hurricane analyses
- d. Agenda materials for TTAC and HRTPO concerning revisiting July 2010 TTAC recommendations
- e. Hampton Roads Critical Infrastructure Protection & Resiliency Strategic Plan
- f. Development and refinement of WebEOC “Boards”

**D. Schedule**

- 1. WE 1 - On-going Safety Planning: on-going activity
- 2. WE 2 – Interstate and Intersection Crash Findings report: 3<sup>rd</sup> quarter
- 3. WE 3 - Written evacuation recommendations and agenda materials: As needed;  
Critical Infrastructure Projection & Resiliency Strategic Plan: 4<sup>th</sup> quarter

**E. Participants**

HRTPO, HRPDC, local governments, VDOT, DMV, VEDM, VCTIR, and other interested parties.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$84,000	\$9,200		\$93,200

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## **8.0 TECHNICAL SUPPORT, RESEARCH, AND SPECIAL STUDIES**

### **8.1 Technical Support, Research, and Coordination**

#### **A. Background**

At various points during previous fiscal years, event-driven topics have emerged to which staff responded by conducting research and analysis for the HRTPO board. Examples include:

- Unsolicited Public-Private Transportation Act (PPTA) proposals
- Passenger Rail (in response to new federal funding)
- Transit Vision Plan
- Fast Ferry service
- Value Pricing

Unlike UPWP tasks that are mandated in federal regulations, other topics may emerge as important issues during FY 2013. Although the focus of these issues cannot be anticipated, the likelihood of their emergence can be anticipated.

The federal government intends that transportation planning — funded in part by federal funds — be cooperative, continuing, and comprehensive. To further cooperation, the HRTPO staff assists other agencies involved in transportation planning.

#### **A. Work Elements (WE)**

Work activities include the following:

1. Define the problem or question that has emerged
2. Research the experience of others in responding to the problem/question.
3. Conduct research and analyses of local issues or event-driven topics such as federal and/or state transportation-related policy and legislation, federal, state, and regional transportation funding, and congestion/value pricing.
4. Prepare and analyze alternative solutions.
5. Recommend actions to the HRTPO board
6. Assist federal, state, and local governments with projects, as requested. Typical work includes evaluation of PPTA proposals and preparing project level planning studies.
7. Assist VDOT and localities with bicycle and pedestrian planning efforts
8. Research into the development of a regional bicycle and pedestrian plan.

9. Regional Highway Projects and Fixed Guideway Evaluations - Evaluations of major regional projects and fixed-guideway transit are on-going (feasibility studies, Environmental Impact Statement development, etc.). HRTPO staff will participate in these evaluations as needed.

#### **B. End Products**

1. Documentation of the above research and analysis.
2. For federal, state, and locality-led initiatives, HRTPO staff will share data and provide written analyses, as requested.
3. For bicycle and pedestrian planning, HRTPO staff will provide assistance with to VDOT and the localities. End products may include mapping.
4. For Roadway Safety Audits, VDOT's consultant prepares a report for each candidate project.

#### **C. Schedule**

The emerging nature of this work precludes the establishment of a schedule.

#### **D. Participants**

HRTPO, VDOT, DRPT, VDEM, locality staffs, and other federal, state, and local agencies.

#### **E. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$156,600	\$53,400		\$210,000

## **8.2 Hampton Roads Passenger Rail Consultant Study**

### **A. Background**

The Virginia Department of Rail and Public Transportation (DRPT) is investigating improved passenger rail service between Richmond and Hampton Roads to ultimately connect to the Southeast, Northeast and Mid-Atlantic regions as an extension of the Southeast High-Speed Rail Corridor (SEHSR). In preparation of this corridor extension, the HRTPO Board approved a resolution in October, 2009, in support of establishing high-speed rail service between Richmond, Petersburg and Norfolk along the Norfolk Southern/Route 460 rail corridor and enhancing the existing intercity passenger rail service between Richmond and Newport News along the CSX/I-64 rail corridor. Furthermore, the resolution strongly identified the need to procure consultant services to advise the HRTPO in positioning Hampton Roads to be more competitive regarding passenger rail funding, and to develop a regional passenger rail campaign and a regional passenger rail service development plan component for the HRTPO 2034 Long-Range Transportation Plan.

During FY 2011, in the interest of improving the region's potential for passenger rail, the HRTPO Board retained the services of a consultant specializing in passenger rail planning. The work of the consultant has resulted in the completion of two reports:

- Preliminary Vision Plan (Phase 1) – The Preliminary Vision Plan has been completed for the HRTPO and approved by the HRTPO Board in June 2010. The initial findings of the Preliminary Vision Plan demonstrated utility and potential for providing high-speed rail services between Hampton Roads-Richmond-Washington, D.C. This assessment indicated that both corridors are economically and financially feasible as they meet the thresholds established by the Federal Railroad Administration for a public/private partnership to building and operate passenger rail in Hampton Roads.
- Blueprint Study (Phase 1B) – This “blueprint” program was developed to show the timing, institutional structures and funding requirements for a Passenger Plan with speeds ranging up to 110-mph. The HRTPO Board approved the Blueprint Study in January 2011. The Blueprint Study sets out a 15-20 year program (2010-2030) to bring passenger rail to Hampton Roads. It provides the steps that are required to implement the program – the short and long run timing of steps, key milestones, critical actions and funding availability. It identifies issues that will need to be addressed. This allows the HRTPO to understand its responsibilities and commitment to the process, and how they can get the project developed working with other team members.

During FY 2013, the HRTPO and the consultant, working with DRPT, will initiate the first tasks in the Hampton Roads Passenger Rail Study, as set out in the Blueprint Study. For the development of Phase 2A of the consultant study, during the December 2011 meeting, the HRTPO Board agreed to continue working with the consultant to evaluate the status of federal programs, work in harmony with DRPT regarding its efforts, and collect data to establish the needed databases for the service development plan, and other analysis needed to apply for the Federal Railroad Administration (FRA) passenger rail project

funding. The tasks outlined in the Phase 2A Scope of Work will begin the process of ensuring that the appropriate databases are collected and assembled for the required analysis of the market, routes, technology, and environmental conditions for a service development plan application for the Petersburg to Norfolk passenger rail corridor. The cost of Phase 2A is \$199,738.

#### **A. Work Elements (WE)**

Work activities include the following:

1. HRTPO staff - Research on innovative multimodal passenger transportation applications.
2. HRTPO staff – Determine the application of the multimodal passenger transportation applications within the Hampton Roads geographical, regulatory, and fiscal environment.
3. HRTPO staff - Support public efforts to secure passenger rail service in Hampton Roads.
4. Consultant Study – Phase 2A key tasks include:
  - a. Task 1 – Project Management: The consultant will work closely with the HRTPO to manage the overall study, provide project progress reports, update timelines, and the Blueprint Study project management plan, and provide coordination with key stakeholders, freight railroads, and other government entities.
  - b. Task 2 – Monitoring FRA Legislation and Executive Action: The consultant will provide regular updates on US Congressional and Virginia General Assembly transportation legislation and Federal/State Executive action. Since its creation by the PRIIA and ARRA acts, passenger rail legislation and executive action has moved very fast and both the policy and executive actions are changing the context and requirements of Federal funding and corridor priority. In this task, the opportunities that arise will be identified and related to the overall goals and objectives of the HRTPO and its needs for both study planning money and later design and construction needs. To this end, the Blueprint Study timeline will be updated and adjusted as new policy and executive information becomes available.
  - c. Task 3 – DRPT Coordination: Working closely with the HRTPO, the consultant will coordinate its work with DRPT to ensure that there is no duplication of effort and that there is a full understanding and support of the DRPT program of incremental passenger rail implementation, the TIER I EIS finalization for Richmond-Hampton Roads, and the TIER II EIS study for Washington-Richmond. Progress reports will be given using a PowerPoint format and handouts. To meet this need, the HRTPO will request “consultation” meetings with DRPT to compare progress and ensure effective liaison on all aspects of passenger rail. This will help ensure that the objectives, rationale and benefits of the project as requested by FRA are fully assessed and understood.



- d. Task 4 – Data Assembly: The consultant will assemble data for the Petersburg to Norfolk passenger rail corridor. This task is critical to the FRA requirements for environmental, financial and engineering analysis. To assemble database for the service development plan deliverables, work will continue on preparing the data for four databases; Market, Engineering, Technology and Environmental that were begun in Phase 1 work. Data that is essential and required for FRA documentation will be developed in order to generate the capability of moving forward with service development plan application material at an appropriate time in the future.
- e. Task 5 – Database Report: A report will be prepared describing the databases developed for Phase 2A. The data will describe sources, how it was derived and the strength and weaknesses of the database. The database report will provide a comprehensive guide to the assembled databank. In addition, a summary characterizing the assembled data will be included.

## B. End Products

Phase 2A of the Consultant Study.

## C. Schedule

Work on Phase 2A began on February 1, 2012 and is scheduled to be completed by May 1, 2013.  
Final Report by June 2013.

## D. Participants

HRTPO, DRPT, VDOT, Consultant, FHWA, FTA, FRA, local governments, local transit agencies, AMTRAK, private railroad companies and the public.

## E. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303	CMAQ	TOTAL
HRTPO	\$61,300	\$10,300		\$71,600
Consultant			\$520,000 <sup>1</sup>	\$520,000
TOTAL	\$61,300	\$10,300	\$520,000	\$591,600

<sup>1</sup> The \$520,000 in CMAQ funding is for the completion of the Consultant's work in preparation of a service development plan application. The cost for Phase 2A (\$199,738) is included in this amount.

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### **8.3 Analysis of Toll Impacts on Hampton Roads**

#### **A. Background**

Transportation is a critical issue to the economic vitality of Hampton Roads. Without the infrastructure to move people and goods efficiently into, out of, and within the region, economic growth and vitality is severely restricted. While the need for new transportation facilities to maintain and enhance the growth of the region has been well documented, the methods for financing these improvements has been lacking, with the only funding sources to have gained support being borrowing and public-private partnerships, which require tolls. While several Public-Private Partnership (P3) projects are being developed or considered in Hampton Roads, the toll impact these projects will have on the economic and social vitality of the region has not been thoroughly evaluated.

#### **B. Work Elements (WE)**

##### **Economic Analysis of Toll Pricing in Hampton Roads – Virginia Port Authority**

This study, subject to HRTPO Board approval of the scope of work, is to be administered by VPA. The purpose of the study is to analyze the effects of future and/or proposed toll rates on retaining or attracting freight related business to Hampton Roads. Toll pricing on future construction projects will impact the freight industry and businesses downstream of it. As all businesses do, freight businesses require appropriate returns on costs to be sustainable. While new transportation facilities (e.g. toll roads) provide travel time and cost benefits to freight related businesses, toll pricing impacts segments of the freight industry differently, depending on the commodity that is being shipped.

This study will expand upon existing studies to estimate the toll levels that may adversely impact freight industries. The impacts are expected to range from no impact, stagnation of certain freight businesses growth, contraction of segments of the freight industry, to regionally unfavorable location decisions. Those unfavorable location decisions include relocation of certain industries to regions that do not have tolls and avoidance of Hampton Roads for certain freight related businesses. This study will provide tipping point estimates prioritized by their existing and planned economic contribution to the Hampton Roads gross domestic product GDP.

This study through existing and developed data will:

- Provide high-level mapping of major routes for dominant origin-destination points by freight business type.
- Document freight businesses that rely on transportation by their size and cost margins.
- Document trends that show where future freight related business expansion opportunities exist.
- Provide estimated impacts to these businesses from changes in cost margin as dollars per trip estimates.
- Determine an amount, representative of a total toll cost less efficiency gained from new facilities, that tips economic positives into negatives by freight industry.

- Provide high-level competitor benchmarks and standards for regions including but not limited to, North Carolina, Baltimore and Georgia.

**C. End Products**

WE 1 – A report documenting the effects of future and/or proposed toll rates on retaining and attracting freight related businesses to Hampton Roads.

**D. Schedule**

WE 1 – Final report – June, 2013

**E. Participants**

HRTPO, VDOT, Consultants, DRPT, and local governments, VPA, private freight stakeholders

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	SPR	RSTP	TOTAL
VPA			\$400,000	\$400,000

## **8.4 Regional Bridge Study**

### **A. Background**

The condition of existing bridges is important for the safety of Hampton Roads bridge users, and sustaining the ability to cross the subject obstacles (rivers, highways, etc.) is important for the Hampton Roads economy.

In September 2008, HRTPO published the first “Hampton Roads Regional Bridge Study”. This study looked at various issues regarding bridges in Hampton Roads, including a summary of regional bridges, bridge inspections and ratings, sufficiency ratings, structurally deficient and functionally obsolete bridges, fracture and scour critical bridges, bridge funding and projects, and a thorough analysis of major bridges throughout Hampton Roads. In many cases comparisons were made between bridges in Hampton Roads and those in other metropolitan areas.

In FY13, HRTPO staff plans to prepare the second “Hampton Roads Regional Bridge Study”.

### **B. Work Elements (WE)**

Work activities include the following:

1. Gathering bridge data (year built, characteristics, and condition) from VDOT and FHWA.
2. Researching any changes to bridge rating system.
3. Editing explanatory material from 2008 study for inclusion in FY13 study.
4. Analyzing bridge age, characteristics, and conditions in Hampton Roads, and comparing same to that of other regions inside and out of Virginia.
5. Preparing a report documenting the above information, work, and results.

### **C. End Products**

Documentation of the above research and analysis

### **D. Schedule**

Document to be completed by the end of second quarter.

### **E. Participants**

HRTPO, VDOT, localities, and other federal, state, and local agencies

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$60,000			\$60,000

## 8.5 Preparing Corridors for Midtown Tunnel – Downtown Tunnel - MLK Project

### A. Background

The state recently signed a comprehensive agreement with Elizabeth River Crossings (ERC) for the construction of an additional two-lane tube at the Midtown Tunnel, the extension of the MLK Freeway to I-264, including the tolling of the Midtown Tunnel, Downtown Tunnel, and MLK Freeway extension. It is anticipated that tolling will begin in the second half of 2012 and—according to VDOT’s 1-4-12 TTAC slides—the MLK extension will open in 2016, and the four lanes of the Midtown Tunnel will open (after rehab of the existing tube) in 2018.

Currently, due to congestion at the two tunnels, traffic queues form along the approaches to those tunnels, including Hampton Blvd and Brambleton Ave in Norfolk, and Effingham St in Portsmouth.

Given that the tolling will begin prior to the opening of the new facilities, it is likely that the traffic volumes in both tunnels will be lower immediately after 2012 than before that date because some drivers will choose a different destination, choose a different route, or forego a trip altogether in response to the new tolls. In addition, the time-of-day travel patterns of drivers will change due to tolls being higher during peak periods than during off-peak periods. These changes in traffic volumes at the tunnels will cause three things:

- 1) The drop in volumes at the tunnels will cause the operation of traffic signals along the routes which serve the tunnels (Hampton Blvd, Brambleton Ave, and Effingham St) to become more important. For example, when queues exist, the coordination of signal operations so that a vehicle moving at speed receives progressive green indications is ineffective because vehicles are not moving at speed. When traffic volumes decrease and queues disappear, vehicles move at speed, enabling signal coordination to positively affect their travel time.
- 2) The change in volume—and the redistribution of volume by time of day—along routes serving the tunnel may cause the existing signal timing plans on those routes to become less efficient.
- 3) The avoidance of the new tolls may increase volumes on parallel un-tolled routes.

### B. Work Elements (WE)

In order to adjust to the above changes in travel resulting from the tolling of the Midtown Tunnel (MTT) and Downtown Tunnel (DTT) in 2012 (referred to herein as the “Tolling Event”), the following work activities are planned:

1. Identifying arterial corridors in Portsmouth, Norfolk, and Chesapeake on which traffic volumes are *expected to change* significantly after the Tolling Event, e.g. using data from ERC or regional model.
2. Gathering video documentation of Pre-Tolling-Event travel conditions along “expected” corridors.

3. After the Tolling Event, identifying “post-event” arterial corridors in Portsmouth, Norfolk, and Chesapeake on which traffic volumes apparently *actually changed* significantly using continuous count volumes at Midtown, Downtown, Gilmerton Bridge, South Norfolk Jordan Bridge, and Steel Bridge. For example, traffic volumes may change significantly on Hampton Blvd, Brambleton Ave, Military Hwy, Elm Ave, and Dominion Blvd.
4. Gathering video documentation of Post-Tolling-Event travel conditions along these post-event corridors.
5. Gathering Pre-Tolling-Event and Post-Tolling-Event INRIX travel time/speed data along post-event corridors (from data set covering the regional network).
6. Obtaining turning movement counts at the signalized intersections along the post-event corridors.
7. Using Synchro software to prepare Post-Tolling-Event timing plans for the post-event corridors. Give plans (Synchro files) to Norfolk, Portsmouth, and Chesapeake for implementation.
8. Preparing report documenting data, analysis, and timing plans.

#### C. End Products

Documentation of the above research and analysis.

#### D. Schedule

(Assuming tolling event occurs in 1<sup>st</sup> quarter)  
 Timing plans: by end of 2<sup>nd</sup> quarter  
 Report: by end of 3<sup>rd</sup> quarter

#### E. Participants

HRTPO, VDOT, locality staffs, and other federal, state, and local agencies.

#### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$80,000			\$80,000



## 9.0 HRTPO ADMINISTRATION

### A. Background

This task accounts for the administrative support necessary for the maintenance of the Hampton Roads Transportation Planning Organization (HRTPO) processes.

Under the *Intermodal Surface Transportation Efficiency Act (ISTEA)* of 1991, the planning and programming responsibilities of the HRTPO were significantly increased – becoming broader and more comprehensive. Most of the new requirements were continued and others were added or expanded in the *Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21)*, signed into law on June 9, 1998.

The current federal transportation act, the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)*, was signed into law on August 10, 2005. While SAFETEA-LU retained and revised the metropolitan and statewide transportation planning statutory requirements that were included in the previous two Acts, some key statutory requirements were added. It should be noted that many of the provisions included in SAFETEA-LU required rulemaking to allow for implementation. Draft regulations implementing MPO planning and programming provisions under SAFETEA-LU were published in the Federal Register on June 9, 2006. The final regulations (Final Rule) were published on February 14, 2007.

SAFETEA-LU, like the previous federal transportation acts, charges the HRTPO with developing transportation plans and programs that provide for transportation facilities and services that function as an intermodal system. The process for developing these plans and programs is commonly referred to as the 3-C Process. The 3-C Process requires that a Continuing and Comprehensive transportation planning process be carried out Cooperatively by states and local governments.

This task includes the purchase of three replacement computers at an average cost of approximately \$2,700 to maintain the technical capability necessary to carry out the activities described in the UPWP.

Work under this task includes preparation of agendas, minutes, and other materials associated with meetings of the HRTPO Board and its advisory committees, as well as staff participation in such meetings.

### B. Work Elements (WE)

Work activities include the following:

1. Administration of PL, SPR, and Section 5303 grants.
2. Administration of pass-through agreements with Hampton Roads Transit (HRT) and Williamsburg Area Transit Authority (WATA.)
3. Monitoring and providing HRTPO Board briefings on the next federal transportation act.

4. Preparation of quarterly and annual financial reports and summaries of progress during the fiscal year.
5. Preparation of intergovernmental reviews, as necessary.
6. HRTPO staff training – may include technical training as well as participation in workshops and conferences.
7. HRTPO participation in statewide and national organizations including VAMPO and AMPO.
8. HRTPO participation in meetings of the Commonwealth Transportation Board (CTB).
9. Updating/revising the HRTPO Board Member Handbook, as necessary.
10. Preparation of agendas, minutes, and associated materials for HRTPO Board meetings.
11. Preparation of agendas, minutes, and associated materials for meetings of HRTPO advisory committees and subcommittees, including the following:
  - a) Transportation Technical Advisory Committee (TTAC)
  - b) Transportation Advisory Committee (TAC)
  - c) Citizen Transportation Advisory Committee (CTAC)
  - d) Freight Transportation Advisory Committee (FTAC) – administrative work to be performed by Virginia Port Authority and HRTPO staffs
  - e) Legislative Ad-Hoc Committee
  - f) Transportation Programming Subcommittee (TPS)
  - g) Hampton Roads Transportation Operations (HRTO) Subcommittee
  - h) Long-Range Transportation Plan (LRTP) Subcommittee
  - i) Passenger Rail Task Force
  - j) TRAFFIX Oversight Subcommittee (TOS)– administrative work to be performed by TRAFFIX and HRTPO staffs
12. Participation in technical committees led by federal, state, and local governments. These include, but are not limited to:
  - a) Transportation Research Board (TRB) committees
  - b) System Operations Research Advisory Committee (SORAC)
  - c) Transportation Planning Research Advisory Committee (TPRAC)
  - d) Regional Concept of Transportation Operations (RCTO) Committee
13. Participation on advisory committees, as appropriate
14. Coordination of orientation and other training for HRTPO Board members and members of advisory committees

15. Provision of interagency coordination and attending meetings of local governments, local transit operators, and state transportation departments, as well as other agencies, as appropriate

#### C. End Products

1. WE 1 – Processed and signed PL, Section 5303, SPR, and pass-through agreements
2. WE 2 – Quarterly and annual financial and progress reports delivered to VDOT
3. WE 9 – Updates to the HRTPO Board Member Handbook, as necessary
4. WE 10 – Agendas, minutes, and associated materials for monthly HRTPO Board meetings
5. WE 11 – Agendas, minutes, and associated materials for meetings of advisory committees and subcommittees

#### D. Schedule

1. WE 1 – Grant and pass-through agreements are generally processed one to two months prior to the beginning of the next fiscal year
2. WE 2 – Financial and progress reports are produced on a quarterly, as well as annual basis
3. WE 10 – Agenda materials and minutes for the HRTPO Board and the TTAC are prepared on a monthly basis
4. WE 11 – Agendas materials and minutes for meetings of other standing and ad-hoc committees of the HRTPO are prepared as needed

#### E. Participants

HRTPO, local governments, HRT, WATA, VDOT, DRPT, FHWA, FTA, other state and federal agencies.

#### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$1,147,562	\$25,000		\$1,172,562

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## 10.0 PLANNING BY TRANSIT AGENCIES

### 10.1 Coordinated Public Transit – Human Services Transportation Plan

#### A. Background

In accordance with SAFETEA-LU, projects proposed to receive formula funding from three specific Federal Transit Administration (FTA) programs must be derived from a locally developed public transit-human services transportation plan (Coordinated Plan). The Coordinated Plan should enhance access to transportation for elderly, disabled, and low-income individuals, minimize duplication of services, and encourage a cost-effective transportation program. Development of the Coordinated Plan entailed extensive outreach and resulted in a competitive selection process for projects. As the designated recipient for Section 5307 funds, Hampton Roads Transit (HRT) is the default recipient of the newly formularized Job Access and Reverse Commute (JARC) and New Freedom funds and agreed to lead the development of the Coordinated Plan.

The three FTA programs associated with this Plan are:

- 5310 – Special Needs of Elderly Individuals and Individuals with Disabilities
- 5316 – Job Access and Reverse Commute
- 5317 – New Freedom

FTA allows recipients to apply for funding (up to ten percent of available program funds) for planning, technical assistance, and project administration to cover costs associated with the development and implementation of the Coordinated Plan and the competitive selection process prior to applying for project implementation. These funds will be used to cover costs, including staff time, associated with administering the program, as well as developing the Coordinated Plan.

Initial work on the development of the Coordinated Plan took place in the fall of 2006. The initial work group, consisting of staff from the HRTPO, HRT, and Williamsburg Area Transit Authority (WATA), devised plans for soliciting the involvement of public and private providers of transportation services, as well as involvement from the general public. A list of stakeholders was compiled of agencies, businesses, organizations, and individuals that responded to the solicitations for involvement.

Meetings were held with the stakeholders in March 2007, November 2007, and March 2008 to assess available services, assess needs for these types of services, and develop strategies for addressing gaps in service to the targeted populations. The stakeholders were directly involved in the development of the Coordinated Plan. The Draft Coordinated Plan underwent review by the Transportation Technical Advisory Committee (TTAC) and the public in March 2008 and received final TPO Board endorsement in April 2008. The *Coordinated Public Transit – Human Services Transportation Plan for Hampton Roads, Virginia* was adopted in April 2008.

The Coordinated Plan addresses, in part, several of the Planning Factors (PF) included in Section 450.306(a) of the SAFETEA-LU Final Rule:

- PF 4 Increase accessibility and mobility of people and freight
- PF 5 Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns
- PF 6 Enhance integration and connectivity of the transportation system, across and between modes, for people and freight
- PF 7 Promote efficient system management and operation

During FY 2012, primary work included ongoing monitoring of current subrecipients and a supplemental round of competitive project selection for remaining FY 2010 JARC and New Freedom funds, plus selection for a portion of FY 2011 JARC and New Freedom funds. The primary work activities for FY 2013 will include a competitive project selection for the remaining FY 2011 JARC and New Freedom funds and participating with DRPT, HRT, WATA and stakeholders in an update to the *Hampton Roads Area Public Transit – Human Services Coordinated Plan* dated April 2008.

#### **B. Work Elements (WE)**

Work activities include the following:

1. Participate in the next round of competitive project selection for JARC and New Freedom funds
2. Participate in the update of the Coordinated Plan document

#### **C. End Products**

1. WE 1 – Compilations of selected projects based on selection process detailed in the Coordinated Plan document.
2. WE 2 – Updated Coordinated Plan document

#### **D. Schedule**

1. WE 1 – Second quarter of FY 2013
2. WE 2 – During FY 2013

#### **E. Participants**

HRTPO, HRPDC, HRT, WATA, local governments, DRPT, VDOT, human services agencies/organizations, private and private non-profit paratransit service operators, FHWA, FTA, other interested parties.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	5303	5316	5317		TOTAL
HRTPO	\$4,000				\$4,000
HRT		\$79,009	\$46,034		\$125,043
TOTAL	\$4,000	\$79,009	\$46,034		\$129,043

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## 10.2 TDCHR – Performance Monitoring and Evaluation

### A. Background

The Transportation District Commission of Hampton Roads (TDCHR) is required to meet the demands for public transportation in an effective and efficient manner. The collection of information related to ridership and service efficiencies supports the evaluation of services that, in turn, supports the modification and improvement of existing services and supports the implementation of new services.

### B. Work Elements (WE)

The Scope of Work for this project includes the following tasks.

1. **Service Consumption and Performance:** Monitor services and collect and assemble information on service characteristics, operating statistics, financial results, service quality, and ridership data for fixed route, commuter (Express and Work trips) ferry, special services, trolley services, light rail transit, and paratransit services, etc. Data will be used to make adjustments to existing services and to develop recommendations for future services. Data will include boarding and alighting counts, schedule adherence checks, electronic fare box readings, and field surveys.
2. **Market Environment and Performance:** Assemble and assess secondary data and primary research in the form of: socioeconomic and demographic data from census data and proprietary reports; land use from local planning agencies, field surveys and special reports; customer complaints, suggestions and request; market research; requests from private service providers to operate various services; and special studies and surveys. The data will be acquired from a variety of sources including: the HRTPO and Hampton Roads Planning District Commission staff, city officials and staff, board members, private providers, and the public.
3. **Evaluate Proposed and Existing Services:** Evaluation of the performance of existing services entails the computations of the values of measures of effectiveness and efficiency and comparing these values. Analysis for new services involves forecasting and comparison with warrants for service design. Opportunities are identified and new services are proposed. Continued compliance with the Americans with Disabilities Act, and Title VI of the Civil Rights Act will also be monitored and evaluated.
4. **Recommendations and Documentation:** Developed in a number of formats to accommodate their audience and purpose. Routine monthly and quarterly reports are principal means for management to monitor performance. Reports containing recommendations for service are the annual Transportation Service Program (TSP) and proposals for specific service modifications and new services. Other reports include: monthly ridership reports, the annual update to the Transit Development Plan, and the annual Transportation Improvement Program which contains a capital improvements and the use of flexible funding

for innovative and experimental service implementation. The TDCHR staff will continue to coordinate with city and TPO staff to develop service and capital improvement plans through the TSP and TIP planning process.

5. **Development of Performance Measures:** Upon approval of performance measures from the Commission, develop databases and data analysis. Format and prepare monthly and quarterly reports. Develop annual report containing route-by-route and system productivity information by service period.

#### C. End Products

1. Monthly and Quarterly Ridership Reports
2. Annual Transportation Service Program
3. Annual Transit Development Plan Update
4. Transportation Improvement Program/Annual Element
5. Year end Performance Report
6. LRT Monitoring and ridership report

#### D. Schedule

1. Monthly Ridership Reports – as described
2. Annual Transportation Service Program (TSP) draft 10/1/2012-- Final 1/31/2013
3. Annual Transit Development Plan Update -- 12/31/2012
4. Transportation Improvement Program/Annual Element-- Quarterly
5. Year end Performance Report – 12/31/2012
6. LRT Monitoring and Ridership report - monthly

#### E. Participants

HRT and consultant staff as needed

#### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	5303		TOTAL
HRT	\$230,000		\$230,000

## 10.3 WATA – Performance Monitoring and Evaluation

### A. Background

The Williamsburg Area Transit Authority (WATA), comprised of the Counties of York and James City, the City of Williamsburg, and the Colonial Williamsburg Foundation, was created on August 28, 2008 to provide planning support for the vision for a seamless regional system.

Initiatives planned will result in 3 million trips in fiscal year 2013 to citizens, guests and students of the City of Williamsburg, James City County, York County, Surry County, and the College of William and Mary, also connecting service to Hampton Roads Transit in Newport News and the Historic Triangle. Initiatives include the following:

- Continued Service Frequency and Sunday service
- New service in Spring 2012 to areas not served, including the Jamestown routes which includes parts of Route 5 and Route 31, as well as other parts of James City County and the City of Williamsburg
- Continued Trolley service with minor route updates given route planning and input connecting commercial/residential areas of Merchants Square (Colonial Williamsburg), High Street (City of Williamsburg) and New Town (James City County).
- Continue evaluation of labor movement strategies for connections between the City of Newport News and the Counties of Charles City, New Kent and Surry to Greater Williamsburg to address a shortage of future labor required for the food service, retail, warehousing and hospitality industries. Evaluation to include transit bus options and carpool/vanpools.
- AVL/GPS and software project installation phases. This will improve customer service, communications, and enhance safety and security.
- Environmental Assessment and development of a staging and financing plan for WATA Transit Facility. WATA currently leases a facility.

The collection and analysis of information to ensure this unprecedented system growth (eighth consecutive year of increased use) is effective and efficient is important to our local, regional, state and federal partners.

### B. Work Elements (WE)

The scope of work that supports this need follows.

1. **Objectives and Measures-** Objectives, goals, and strategies are formulated and established as part of the Strategic Management Plan for the Williamsburg Area Transit Authority and to meet planning requirements of our local, state and federal partners. Quantifiable measures and strategies to develop these objectives are established and monitored on a month-to-month basis and incorporated in monthly, quarterly, mid-year, and annual reports to Board, respective Advisory committees and State and Federal partners.

2. **Service Consumption and Performance** - Service monitoring and data collection on service characteristics, (i.e. trip purpose, fares, revenue miles, passenger miles, etc.), service efficiency (cost per mile, revenue to expense ratio, etc.), service effectiveness (riders per mile and hour, etc.), and service quality (i.e. service disruptions and accidents, customer complaints, vehicle support, etc.) will increase in establishing a database to help the Board shape policy and meet new State and Federal requirements. Attention to vehicle support will result in an emphasis on performance standards improving customer convenience and safety. Maintenance support standards for ramps/lifts, heating and air conditioning, passenger information and distance between in-service failures will be evaluated. Data is collected with the assistance of administrative and operations personnel on a daily and monthly basis, and incorporated in monthly, quarterly, and annual reports. Data is used to adjust our services to better meet our goals and objectives for the Regional Authority.
3. **Evaluate Proposed and Existing Service** - Annual evaluation of the performance of existing services entails the computation of values and measures in the form of performance ratios for service effectiveness and efficiency. Performance data developed will be in line with accountability measures reported to the Virginia Department of Rail and Public Transportation and for the Federal Transit Administration National Transit Database. These values are analyzed on a trend basis as needed.

Phased improvements increasing service frequency and adding Sunday service require policy decision as Congestion Mitigation Air Quality (CMAQ) demonstration resources are exhausted. Given limited local, state and federal support WATA will conduct a Comprehensive Operational Analysis Plan to help financial support decisions for the future in regards to service delivery levels and evaluation of existing services.

4. **Bus Stop Improvements-** Safe, convenient stop locations conducive to customer needs require continued evaluation and partnerships with the business community and VDOT. Evaluation includes an annual review of Agency assets (Bus stops poles, placards, benches, ramps, shelters) condition and location in. Other aspects of this annual review will include an assessment of amenities in and around stops evaluating the need for pedestrian improvements as crosswalks, lighting and bike lockers Such factors as engineering, environmental, usage, and pedestrian safety are analyzed. Additional resources for shelters through ARRA and VDOT shelter engineering standards require policy decision as to locations.
5. **System Revenue/Partnership Evaluation-** Day, Weekly and Monthly passes and store fronts encouraging use and sale of these fare types require implementation to reduce resources of a cash based system. Plans for increased fares, bus advertising, private support and revenue alternatives will be presented for Board approval to reduce the dependency on governmental support.
6. **Develop Organization Internal Support** – WATA has assumed functions once provided by local government including Risk Management, Procurement, and Information Technology. Special emphasis is placed on introducing technology to

absorb these functions and the development of a staffing plan to meet future organizational needs and improving our customer's experience. Evaluation of new processes is needed to ensure the most efficient and effective management of these functions.

7. **Federal Data Requirements-** Reports developed in a number of formats to accommodate local, State, and Federal government needs are provided on a monthly, quarterly, and annual basis. These reports are necessary to show resource usage to various levels of government that support transportation. Federal requirements for Limited English Proficiency, Disadvantaged Business Enterprise and Title VI will require continued attention.
8. **Facility Feasibility Study-** WATA is over 30 years old and one the fastest growing Urban Regional Systems that does not own an operational/administrative facility. WE have overgrown our current leased facility and we are lacking much needed working space such as meeting areas, separate driver longes, etc. In preparing for the future we must continue to evaluate direct ownership of a facility to meet future needs. Collaborative efforts with the WATA Board, regional stakeholders, the general public and the Department of Rail and Public Transportation (DRPT) has led to the completion of Project Feasibility and selection a preferred site. Next steps requiring evaluation are environmental assessment, the development of staging and finance plan, land acquisition and eventually facility design and engineering. Inclusion in the Transportation Policy Organization (TPO) Transportation Improvement Program (TIP), Hampton Roads 2034 Long Range Transportation Plan and State Transportation Improvement Program (STIP) is necessary.

### **C. End Products**

1. WE 1 – FY 2011 WATA Strategic Plan Summary and FY 2013 WATA Strategic Plan updates for mid-year and annual review by Advisory Committee and the Board of Directors. These reports will promote efficient management and operation of regional transit.
2. WE 2 – Staff reports to help measure efficiency (i.e. cost per mile and per hour, revenue to expense ratio, etc.), service effectiveness (i.e. trips per mile and per hour, and service quality (i.e. revenue service interruptions and accidents) for the Authority to evaluate and plan for enhanced integration of a regional network. Reports generated from data will demonstrate to the public, Board, and local, state, and federal partners the efforts to continue to promote efficient and effective management of transit services.
3. WE 3 – Annual Transportation Development Plan updates in coordination with HRTPO funded projects support the implementation of phased improvements that will double service delivery over a two year period (FY 12-14), provide transit to un-served areas, plus provide transit oriented development alternatives(i.e. Trolley service) to the single occupancy car. Service plans include evaluation of additional connections to other Transit Systems (HRT) and adjoining regions in helping meet an identified labor shortage in Assessing the Future Labor Market in Greater Williamsburg published for the Greater Williamsburg Chamber & Tourism Alliance, February 2007.

WATA Transportation Development Plan annual update supports the following:  
a) Increase integration and connectivity between regions and transit properties to meet growth exceeding local, state and national trends b) supports federal Job Initiatives Policy and Comprehensive Plans of supporting local governments c) Protect environmental objectives for mixed use transit-oriented development and d) increase mobility of people across regions that may have limited auto access and/or transportation options.

4. WE 4 – Annual inventory of all WATA assets (bus –stops, shelters, facilities) with summary providing condition, security and safety assessment, replacement need and requirements for expanding public amenities. Summary report will aid resource planning for Federal, State and local entities and ensure that public transit assets are preserved and distributed equitably in accordance with Title VI.
5. WE 5 – Implementation of pass program for riders and approval of a Vehicle Advertising Program. Products developed promote management efficiency by helping contain contribution requirements by local, state and federal partners.
6. WE 6 – Staffing Plan for WATA to assume functions as Authority previously managed through umbrella of local government. The purpose is to ensure that organization functions continue to be managed in an efficient and effective manner.
7. WE 7 - DRPT performance reports and National Transit Data Base on-going monthly and annual reports. Updates of Limited English Program, Disadvantaged Business Program and Title VI. Title VI updates will include GIS mapping of services ensuring equitable distribution of service mobility to all populations.
8. WE 8 - Hiring of Project Manager or Firm to ensure FTA guidelines for Building a Facility are met in addition to Local and State regulations.

#### **D. Schedule**

1. WE 1 –Quarterly, mid-year, and annual reports
2. WE 2 – Ongoing monthly, quarterly, mid-year, and annual reports/presentations to WATA Board
3. WE 3 - Ongoing quarterly, mid-year, and annual Transit Development Plan reports/presentations updates
4. WE 4 – Annual assessment report November 2012. Summary Report with Recommendations December 2012. Inclusion of replacement/expansion needs in Capital Improvement Program and inclusion in twenty year update of operating/capital needs.
5. WE 5 – Implement Pass Program and establish off-site sales by January 2012
6. WE 6 - Completion date September 2013
7. WE 7 – Ongoing activity
8. WE 8 – Hire Project Manager to oversee Facility Development by November 2013. Project Manager reports monthly to WATA Board and as requested for public input.

**E. Participants**

WATA Board, Advisory Committee, Consultant, General Public, regional stakeholders, HRTPO, DRPT, HRT, FTA, and other local, state, and federal agencies staff.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	5303		TOTAL
WATA	\$125,000		\$125,000

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## **10.4 Feasibility/Corridor Studies**

### **A. Background**

Feasibility and corridor studies will be conducted for the corridors specified under Work Elements. This will involve the TPO, VDOT, DRPT, HRT, WATA, local governments, FHWA, FTA and environmental, resource and permit agencies. The funding amounts reflect the total estimate to complete the respective studies, which may be multi-year tasks. There will also be a reasonable opportunity for citizen participation in this cooperative process.

Feasibility and Corridor Studies are continuing for the evaluation of transportation improvements within the TDCHR Service Area. Continued project development and planning are based on TPO and FTA approval, with the potential for project funding agreements between HRT, City and State Governments, and FTA for construction.

### **B. Work Elements (WE)**

Work activities include the following:

1. **Virginia Beach Transit Study and Norfolk Naval Station Transit Study** - Continue the Systems Planning/Alternatives Analysis/Supplemental Draft Environmental Impact Statement (AA/SDEIS) for the LRT or BRT fixed guideway extension to the Virginia Beach Ocean Front. This planning work will evaluate and recommend the most appropriate alignment and transit technology to access the Virginia Beach Oceanfront. The SDEIS will include the numerous technical planning elements required under the National Environmental Policy Act (NEPA) regulations. These studies will also provide extensive information necessary to further advance planning of the project. Associated bus service improvements and park and ride facilities will be included in these analyses. An option to begin the AA/DEIS for a fixed guideway extension to Naval Station Norfolk may also be conducted.

### **C. End Products**

1. WE 1 - All Study end products carry the future option for service implementation.

### **D. Schedule**

1. WE 1 – Current and ongoing in FY 2013.

### **E. Participants**

HRT, associated consultants, and/or FTA.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	Work Elements	RSTP		TOTAL
HRT	WE 1	\$2,000,000		\$2,000,000

## **10.5 Disadvantaged Business Enterprise Planning**

### **A. Background**

On an annual basis, Hampton Roads Transit (HRT) is required to update its DBE Plan and Program for the Federal Transit Administration (FTA). As part of this recurring federal requirement, it is necessary for HRT to measure/identify the availability and utilization of DBEs in the external procurement practices of HRT. Procurement opportunities should also be reviewed and projected on an annual basis. There is also a need to review on a continuing basis HRT's compliance with the DBE Program requirements codified at 49 CFR Part 26. As part of the compliance monitoring process on an on-going basis, HRT is required to review, measure, and evaluate actual performance/compliance with the DBE Program requirements in order to plan realistic DBE participation goals. The ongoing assessment/evaluation process is critical to full compliance with the federal requirements and continuation of funding from the FTA.

### **B. Work Elements (WE)**

Work activities include the following:

1. Annually conduct an internal study of compliance with the DBE Program/Plan requirements. The study will include collaboration with the Virginia Department of Minority Business Enterprise and Metropolitan Airport Authority to determine areas of improvement related to small businesses becoming certified as Virginia DBE firms. The study should identify any areas of non-compliance and recommend strategies to ensure Agency-wide implementation and compliance with the DBE Program requirements and procedures; it will be an on-going efforts with results measured in the increased number of DBE certified firms within the Virginia UCP database.
2. Identify DBE procurement opportunities and plan outreach initiatives to recruit local and specialty DBE firms to participate in HRT's procurement process. As procurements become available, the DBE office will work with area development centers to conduct workshops which focus on the opportunities available and how one is able to position themselves to do business with Hampton Roads Transit. This process will continue throughout the year and its frequency is based on HRT's need for contracted services at any given time.
3. Development and research into the determination of the agency's overall annual goal and means by which to realize such an established goal. Due to changes made with the federal requirements, the annual overall goal should be submitted every three years; however, HRT will work continuously to ensure that the goal remains feasible on a year to year basis.
4. Quarterly, conduct an informal study of the real availability of certifiable/certified DBEs, MBEs and WBEs in the Hampton Roads Transit's Metropolitan Statistical Service Area for use by the HRT Procurement Department in soliciting potential vendors.

5. Conduct a review of the procurement opportunities on the new procurements, as well as continued support with the rail project for DBEs, MBEs and WBEs.
6. Plan outreach initiatives to ensure that there are ready, willing and capable DBEs to participate in this new economic initiative for Hampton Roads Transit Metropolitan Statistical Area.

#### C. End Products

1. Increase in the number of DBE certified firms in the Virginia UCP resulting in more opportunities for area businesses within both the Hampton Roads area and Virginia.
2. Established relationships with area business development centers and increased awareness of are opportunities through Hampton Roads Transit.
3. Realization of a more detailed and applicable overall annual DBE goal for the agency. Through collaborative efforts with outside agencies, HRT will be able to obtain higher participation through individual procurements in an effort to boost the agency's established overall DBE goal.
4. Improved tools, certified DBE vendor database, for use in procurement activities of the agency.
5. Timely submissions of all federal reporting (Semi-Annual Reports June 1<sup>st</sup> and December 1<sup>st</sup> annually and Overall Agency DBE goals August 1<sup>st</sup> tri-annually; unless revisions are warranted).

#### D. Schedule

The completion of the items detailed is as follows:

- |                            |   |
|----------------------------|---|
| a. DBE Semi Annual Report  | June 1 <sup>st</sup> and December 1 <sup>st</sup> |
| b. Overall Agency DBE goal | August 1 <sup>st</sup>                            |

#### E. Participants

HRT staff and consultants.

#### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	5303	CO5303		TOTAL
HRT	\$20,000	\$15,000		\$35,000

## **10.6 Regional Transportation Demand Management (TDM) Program (TRAFFIX)**

### **A. Background**

The transportation demand management program for Southeastern Virginia (TRAFFIX) is a coordinated regional approach to reducing traffic and traffic congestion to maintain or improve the quality of life for residents by encouraging ridesharing, transit usage, telecommuting, and working with city/regional comprehensive planning agencies for incorporation of TDM alternatives in land use in policy decisions.

This program covers an extensive geographic area to include Hampton Roads, James City County, Eastern Shore, Isle of Wight and the northern counties of North Carolina. TRAFFIX has been functionally organized as follows:

- Program Management
- Research (analysis), Planning, Evaluation
- Administration
- Sales
- Marketing

The Transportation District Commission of Hampton Roads administers TRAFFIX. It receives and administers program grants. A TDM Traffix Oversight Subcommittee (TOS) is comprised of staff members of HRT, FHWA, VDOT, DRPT, HRTPO, and the region's cities and counties. They provide policy guidance regarding program management. TRAFFIX Program management includes organizational development, strategic planning, program budget/funding, program development, program implementation, coordination, supervision, and special task oriented discussions.

- The TOS will review the annual work program, provide input, monitor budgets and implementation progress, evaluate program results and suggest changes for more efficient and/or effective operation.
- The TOS-meets quarterly in CY11.
- A TOS consists of representation from VDOT, DRPT, FHWA, HRTPO and HRT will oversee the administration of the TRAFFIX contract, which will be issued through DRPT.

Defined activities for the year include the development of detailed Goals and Objectives including a description of work activities, associated staff requirements, budget and evaluation criteria for each activity. The Goals and Objectives must be approved by the TOS. The Goals and Objectives must be presented and approved by the HRTPO Transportation Technical Advisory Committee. The Goals and Objectives must be presented and approved by HRT's Commissioners. Updates will be provided at each TOS meeting. The report will include the following: Activity Description, Progress Update, Budget, and percent complete, as well as periodic reports and program updates will be made to stakeholder groups.

## **B. Work Elements (WE)**

Work activities include the following:

### **1. Sales (Outreach)**

The identification of employers, activity centers will rely significantly on analysis through the Congestion Management Process for Hampton Roads coordinated by the Hampton Roads Transportation Planning Organization staff. Employers located in current congestion corridors as well as ~~and~~ developing congestion corridors will be prioritized and contacted to establish employer-based rideshare programs.

The Action Plan for an employer consists of four major elements: Initial Contact Phase, Organizational Phase, Promotion/Publicity Phase and Implementation Phase. The Initial Contact Phase is initiated when a TRAFFIX Commuter Transportation Coordinator meets with management of a major activity center (employer). The coordinator outlines the goals and objectives of decreasing “single occupancy vehicles” (SOV) on our roads and providing an alternative means of transportation. The employer is then informed how to perform a survey to determine employees’ residences and ultimately how to match individuals to establish shared rides. If the employer does not wish to survey his employees, density plotting can be an alternative. The employer would provide the Coordinator the street address, city, zip and work schedule of all employees in an Excel spreadsheet format. The Coordinator would then use an ArcGIS software program to perform density plotting for “instant” identification of car and vanpools. Potential transit service and area park and ride locations could also be identified. Alternative strategies are based upon the employer’s specific needs.

During the Organizational Phase, top management will usually designate an individual in middle management to act as an Employee Transportation Coordinator (ETC) for the employer. This individual is often in the personnel or data processing department.

Before providing rideshare publicity, the TRAFFIX Coordinator will ask the employer what type of publicity is desired. Publicity can take the form of slide presentations, posters, fliers, vehicle displays, creating marketing plans, “Lunch and Learns”, manning tables at employer functions, etc. TRAFFIX staff may assist the employer in developing advertisements and articles for employee newsletters.

During the Implementation Phase a survey or density plotting is performed by the ETC and a TRAFFIX Coordinator. The results can be computerized or “instant” depending on the choice of whether to survey or density plot. If a survey is performed, individuals who show interest in ridesharing are contacted by a computer generated match letter. Follow-up telephone calls are made by TRAFFIX personnel to see if the match letter was received, if they were able to join or form a car or vanpool, ride the bus and were knowledgeable of the

Guaranteed Ride Program or additional programs available to them that were adopted by their employer (telecommuting, staggered or flexible work hours, etc.).

If interest is shown in becoming a vanpool driver, applicants are sent information on eligibility requirements, pricing and an application. Follow-up telephone calls are made by the Outreach Coordinator(s) to encourage the formation of a vanpool program. This coordinator will maintain contact with the ETC to provide program updates, literature, etc., to company employees. Once this is accomplished, the process is then turned over to the Van Pool Coordinator who conducts all administrative work related to the van pools and van drivers. This Coordinator devotes 100% of their time to the administration and coordination process to this function, both internal and external.

## **2. Marketing**

A comprehensive program of advertising, public relations and information is developed to induce and maintain use of TDM programs and services as an ongoing process. This is contingent on funding availability. Over the last two years, funding for this has not been available to carry out the Marketing element.

## **3. Management, Planning and Evaluation**

Organization development will continue to be necessary for TRAFFIX. This will include staff recruitment (if necessary), training, and development of support materials. Coordination within HRT and with other transit and non-transit agencies, best practices, and feedback from on-the-job learning will present minor challenges.

As there are a variety of programs, there will be a variety of effectiveness measures and techniques. TRAFFIX staff developed a tracking report that reflects the various transportation alternatives used by employees (employer outreach program). In addition, a Benchmark evaluation was performed this past year. This information is vital to the continued effectiveness of the Traffix program regionally and will be used as a “road map” going forward. This will be done every two years to evaluate the strengths and weaknesses of the TRAFFIX Program with the next one scheduled for FY-13.

## **C. End Products**

The TRAFFIX Program Director will provide program updates to the HRTPO Board and the Transportation Technical Advisory Committee at least once a year to present the annual work program, provide a progress update and a final evaluation of the previous year's program.

The TRAFFIX TDM program complements CMP, and major project analysis and recommendations. This involves major congested corridors, major corridors under construction, etc. The TRAFFIX staff economically provides outreach, marketing research,

conclusion and recommendations to commuters, employers, activity centers located in a congested area and HRT's Planning Department. The program budget will be used for specific projects, awareness (speaking engagements, brochures, advertising, premiums), and incentives (NuRide Program, Telework!Va, Guaranteed Ride Program), employer recognition, benchmarking, staff, and overhead. TRAFFIX includes the following on-going programs and activities:

- Provision of on-line computerized matching services to employer-based rideshare programs and the public in general.
- Regional telephone number, 1-800-700-RIDE. Printing and mailing of applicant match and renewal letters. Follow-up telephone calls. Rideshare database management.
- NuRide database
- Establishment of joint use park intermodal park-and-ride lots.
- Promotion of high occupancy vehicle (HOV) lanes.
- Guaranteed Ride Program.
- GoPass365 Program-this is the latest initiative designed to offer the entire university, employer, employee, or city the opportunity to ride all transit services free of charge after paying a one-time fee based on the total number of qualified riders.
- Employer Programs.
  - Development of transportation alternatives
- Construction Mitigation and Congestion Management Programs – Participation in:
  - Oyster Point Congestion Project
  - Workforce 2012 (Williamsburg, York County, James City County)
  - Downtown Norfolk Light Rail
  - Commuter Fixed Route Service
  - College and University Parking and Congestion
  - Tunnels and Bridges
- Van lease program available to area employers/employees. Currently, all available vans have been leased. A plan to purchase more vans for expansion and replacements has been developed and recommended within HRT.
- Promotion of the Commuter Check Program (Navy's Transportation Incentive Program-TIP).
- Implementation and Coordination of TeleWork!VA Program
- GIS Mapping Program – for the development of transportation programs, employer programs.
- Promoting the planning, development, promotion and use of facilities and programs that facilitates the use of high occupancy transportation modes through active involvement in local activities relating to:
  - Public/private park-and-ride locations
  - HOV highway lanes
  - Land use planning
  - Site design
  - Clean Air Act compliance
  - Potential recommendation from the Governor's Commission on Climate Change report
- Advising and participating in the development of regulatory actions, including:



- Transportation Demand Management and Congestion Management
- Local transportation proffers
- Air Quality Programs

#### D. Schedule

This is an on-going effort where each component builds upon itself each year to increase the overall results of the program. The one item that has a definite start and ending time frame is advertising. Advertising usually begins in the spring of each year and ends at the end of each calendar year so the budgets do overlap.

#### E. Participants

##### Internal Participants:

- Three Outreach Coordinators
- One NuRide Coordinator
- One TeleWork!Va Coordinator
- One Traffix Administrator
- One Van Pool Manager/Administration
- One Director of the Traffix Program
- Marketing Staff
- Customer Service Staff

##### External Participants:

- Local Governments
- State Governments
- Colleges and Universities
- Private Colleges
- Over 400 major Hampton Roads Employers in 2011
- Contacted/contacting over 100,000 employees (employee base) annually
- Participants encompassing the Hampton Roads Metropolitan Planning Area, the Virginia Eastern Shore, and Northeastern North Carolina
- Institutes of higher learning (TCC, ODU, NSU, CNU, HU, TNCC,)

#### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	CMAQ		TOTAL
HRT	\$1,000,000		\$1,000,000

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## **10.7 Financial Planning**

### **A. Background**

This task provides the administrative support necessary for the management of capital programs, financial planning, and grant administration.

### **B. Work Elements (WE)**

Work activities include the following:

1. Prepare budgets and financial documents for the various grants and program requests that HRT submits
2. Perform financial analysis and reviews affecting cost and revenue structures
3. Prepare financial documentation in connection with short and long-range service and capital plans
4. HRT is supposed to review its fare policy and pricing on a biennial (every other year). Staff will review its fare pricing structure and make recommendations to the TDCR at the conclusion of the fare analysis
5. Development of a plan to determine how sales/advertising revenue will be expended

### **C. End Products**

1. WE 1 – Annual Budgets
2. WE 2 – Financial Analysis
3. WE 3 – Short and Long-range Capital Plans
4. WE 4 - Fare change analysis Report
5. WE 5- Sales/Advertising Revenue Expenditure Plan

### **D. Schedule**

1. WE 1 – Annual Budgets --adopted 5/30/13
2. WE 2 – Financial Analysis –monthly analysis
3. WE 3 – Short and Long-range Capital Plans –draft 1/31/13, final 5-30-13
4. WE 4 – Fare change analysis –as needed
5. WE 5 – During FY 2013

### **E. Participants**

HRT and Consultants

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	5307		TOTAL
HRT	\$150,000		\$150,000

## **10.8 WATA Comprehensive Operations Analysis**

### **A. Background**

Williamsburg Area Transit Authority provides fixed route and ADA demand response service to the Counties of James City, York and Surry, the City of Williamsburg, the College of William and Mary, and the Colonial Williamsburg Foundation. The population of these jurisdictions in 2000 was 123,000, according to the U.S. Census American FactFinder. From 2007 to 2034, these jurisdictions are projected to grow by over 60% to 226,000 with employment of 121,000.

In March 2006, the General Assembly granted permission to form a Regional Transit Authority between the Counties of James City and York, the City of Williamsburg, the College of William and Mary, and the Colonial Williamsburg Foundation. The Authority was established in August 2008. The Counties of James City and York, the City of Williamsburg and the Colonial Williamsburg Foundation are members.

In response to community need increased frequency and Sundays were added to the Regional Transit network through Congestion Mitigation Air Quality Demonstration Grant revenues beginning April 2009. In preparation of these funds exhaustion along with limited local, state and federal support WATA is requesting support for a Comprehensive Operations Analysis in shaping a financial plan and operational plan for the future.

### **B. Work Elements (WE)**

Work activities include the following:

1. **Overview of Transit System Service** – Provide an overview of fixed route, trolley and demand response service to meet the American Disability Act. Include a description of areas served and areas not served where future service is under evaluation. Provide an overview of public fleet equipment both directly operated and lease purchased to determine potential efficiencies and effectiveness in their application.
2. **Service and System Evaluation** - Evaluate route-level and system wide performance against current average (passengers per miles or hour) and transit system standards of similar systems identified in WATA Transit Development Plan for fixed route, trolley and demand response services. Evaluation will include performance by route, by day and time of day.

Prepare a retrospective analysis of performance prior to the April 9, 2009 introduction of CMAQ demonstration improvements (i.e. increased frequency, Sunday Service, Trolley service) and to present.

Evaluate changes in patronage, operating costs (i.e. operator overtime) and revenue as a result of these improvements. Identify operational changes, service delivery (i.e. contractual) and other strategies that can meet the challenges of a

growing regional transit network while limiting financial reliance on local, state and federal resources.

Document and map existing and future population, land use favorable to transit oriented development and employment densities with an overlay of existing and proposed service alignments.

3. **Service Expansion Project Descriptions** – Describe and discuss proposed service expansion in WATA Transit Development Plan and State Transit Improvement Plan. Evaluate whether current direction and priorities need re-evaluation, including existing, increased or contracted service levels.
4. **Operations Plan** – Describe fixed route and demand response services the operator intends to provide over the next three-five years. In evaluation identify alternative resources (i.e. advertising revenues, student support) other than limited local, state and federal support that can help offset resource needs.
5. **Capital Improvement Program** – Evaluate the systems Capital Improvement Program over the next six years and its impact on operational costs. The evaluation is not limited to vehicle replacement or expansion, but includes passenger amenities such as bus stop improvements and shelters and Intelligent Transportation Improvements (i.e. AVL/GPS).
6. **Financial Plan** – Develop a financial plan consisting of operational and operating budget forecasts for federal, state, regional, local and fares based on Cost Operational Analysis findings. Develop an operating and capital budget for Fiscal Year 2012 –Fiscal Year 2018. Compare recommendations to WATA current Six Year Plan for the Department of Rail and Public Transportation and TDP. Explain any changes in service hours and miles due to incorporation of CMAQ service demonstration or service reduction.
7. **Comprehensive Operations Monitoring and Evaluation** – Describe the process that will be undertaken periodically to monitor (i.e. development of service standards, labor usage) and evaluate findings and strategies of this Comprehensive Operational Analysis Plan.

#### **C. End Products**

The Cost Operational Analysis (COA) Plan completed will reflect the work elements above and be presented as a formal report for the WATA Board of Directors review and for public input by regional, state federal stakeholders and our citizens.

#### **D. Schedule**

This Task began in FY 2012 and the above activities are anticipated to be completed during FY 2013.

**E. Participants**

WATA Board, Advisory Committee, Consultant, General Public, regional stakeholders, HRTPO, DRPT, HRT, FTA, and other local, state, and federal agencies staff.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	CO 5303		TOTAL
WATA/ CONSULTANT	\$100,000		\$100,000

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## **10.9 Environmental Management System and Sustainability Program**

### **A. Background**

In 2005, HRT was one of ten transit agencies in the country selected to participate as a pilot agency in the FTA's initiative of EMS training and assistance for implementing an International Organization for Standardization (ISO) 14001 based Environmental Management System (EMS). This program supported President Bush's Executive Orders 13148 "Greening the Government" and 13274 "Environmental Stewardship and Transportation Infrastructure Project Reviews." These initiatives direct federal agencies to promote environmental stewardship in the nation's transportation system while streamlining the environmental review and development of proposed transportation projects.

Through its participation in the FTA's EMS training, HRT developed and implemented an EMS for its Headquarters Maintenance and Operations Facility in Hampton. This program produced a plan designed to enable HRT to enhance its ability to analyze, control, and reduce environmental impacts, while operating with greater efficiency and control. The ISO 14001:1996 Standards served as the basis of this training, from which the FTA left open the option for each pilot agency to pursue ISO certification.

Since that time, HRT has made a commitment to educating and training its employees to improve environmental performance and implement sustainable practices. On July 20, 2005, HRT became one of the first two agencies in the American Transit Industry – and the first in Virginia – to become a signatory of the International Charter of Sustainable Development. In 2007, HRT created and filled a new position titled Director of Energy Management and Sustainability to serve as the agency's champion in expanding and maintaining the EMS and Sustainability Program (this position is now titled Environmental Compliance and Sustainability Officer). In 2008, HRT hired an environmental management consultant to conduct a GAP Analysis on its 2005 EMS and assist in updating old procedures based on the new ISO 14001:2004 Standard. In 2009, HRT became the first transit agency in America to sign on to the new APTA Sustainability Commitment and began implementing the policies, procedures, and objectives established as part of the new EMS. These actions have demonstrated HRT's commitment to sustainability, and made accountable its efforts to maintain the EMS Program and achieve conformance to the ISO 14001:2004 Standard.

HRT has already begun to realize measurable progress and return from the efforts set forth by its EMS and Sustainability Program, through more efficient operations and a reduction in emissions, energy consumption, and environmental impacts. These include, but are not limited to:

- A lighting replacement policy and targeted energy reduction program for converting from incandescent to CFL bulbs and T-12 to T-8 fluorescent lamps, removing unnecessary and inefficient lighting in bus maintenance shops, and installing timers in areas where high-wattage lights have traditionally remained on 24/7/365.
- A bus idling policy and preventative bus maintenance procedure for engine longevity, reduced emissions and fuel cost savings.

- An expanded Pollution Prevention and Recycling Program at all HRT facilities that includes collection services for co-mingled materials (plastic, glass, and aluminum).
- “Go Green” initiatives for printing duplex, electronic document exchange, and using 30% post-consumer recycled paper; eliminating Styrofoam cups and disposable water bottles, and providing re-usable drinking containers; and an energy-electricity management procedure for turning off computers, switching off lights, and the use of personal electronic equipment at work.
- An Employee Sustainability Pledge and EMS training for all HRT employees, EMS awareness and environmental mitigation program for HRT contractors, and underground storage tank monitoring procedures and environmental compliance measures.

These efforts will sustain through continuous improvement of HRT’s EMS and Sustainability Program.

## **B. Work Elements**

1. HRT’s EMS and Sustainability Program, HRT Cares (Creating Accessible Regional Sustainability), consists of three major program initiatives – Pollution Prevention, Climate Protection, and Energy & Resource Conservation – around which all current and future objectives and targets are based.
2. Pending the outcome of this process, along with the availability of funding, HRT will be responsible for the continuous improvement and maintenance of its EMS and Sustainability Program in order to meet future program objectives and targets, and maintain ISO 14001 conformance. Funding will also be required to annually obtain 3<sup>rd</sup> party EMS conformance and environmental compliance auditing (as necessary or required).

## **C. End Products**

1. EMS documents will be developed as needed and regularly updated by the EMS Team and approved by HRT Senior Management, including HRT’s Environmental Policy, and EMS procedures for identifying environmental aspects and impacts, legal requirements, establishing objectives and targets, employee roles and responsibilities, training, communication, documentation, emergency preparedness and response, monitoring and measurement, evaluation of compliance, non-conformity corrective and preventive action, control of records, internal audits, and management review.
2. EMS evaluation of environmental compliance and ISO 14001:2004 conformance auditing – HRT’s EMS records and documentation will be evaluated against all applicable environmental regulations and compared against the requirements of the ISO 14001:2004 Standard. Non-compliances and non-conformances (if any) will be identified and Corrective Action Reports will be assigned for completion and documentation.
3. In addition, HRT will continue to maintain the following core principles of the APTA Sustainability Commitment: 1. making sustainability a part of HRT’s strategic objectives, 2. maintaining an outreach program on sustainability for all

HRT staff, and 3. measuring HRT's sustainability indicators (water usage, air/water pollutant emissions, greenhouse gas emissions, energy use, operating expense per vehicle revenue mile, unlinked passenger trips per capita, and vehicle miles traveled per capita).

#### D. Schedule

The EMS and Sustainability Program is to be a continually maintained and improving process implemented across all HRT facilities. This process will include conformance audits on system documentation, operational procedures, and environmental regulatory compliance. The development of new EMS policies and procedures, along with sustainability monitoring, measuring, reporting, and training, is an ongoing process that is managed and led by HRT's Environmental Compliance and Sustainability Officer (formerly the Director of Energy Management and Sustainability).

#### E. Participants

HRT staff with consultant

#### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	5303	CO 5303	CMAQ	TOTAL
HRT/Consultant			\$150,000	\$150,000

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## **10.10 TDCHR Public Involvement/Public Information/Publications**

### **A. Background**

The Transportation District Commission of Hampton Roads (TDCHR) will continue to develop, establish, and carry out a public involvement process as part of the metropolitan transportation planning process pursuant to the requirements of 23 CFR 450; 49 CFR 613, 635; and 49 U.S.C. Chapter 53, Section 5307.

### **B. Work Elements**

1. Develop and execute public participation activities to inform, engage and involve the public in decision making processes related to the planning and delivery of public transportation services.
2. Disseminate information to the general public and local agencies regarding regional public transit, and assist in coordinated information dissemination through cooperation and collaboration with other stakeholders.
3. Develop and implement strategies, tools and tactics to provide information to HRT customers, specific communities of interest, and the public-at-large concerning public transit services and the processes and programs that support the development and delivery of those services.
4. Develop opportunities to educate the public on HRT and public transportation initiatives and projects (including daily operations; fare and service changes; transit development plans and corridor studies; capital projects; and human services transportation) through regular participation in public forums, workshops, special events, community activities, focus groups, and use of surveys, Web 2.0, and other means.
5. Create and maintain a computer database to facilitate the public involvement and information process.
6. Provide information based on requests from the general public.

### **C. End Products**

WE 1-6— Public communications materials, a computer database, and educational programs to be produced by HRT/TDCHR.

### **D. Schedule**

WE 1-6 – Ongoing activities.

### **E. Participants**

HRT, general public.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	5307			TOTAL
HRT	\$34,000			\$34,000

## **11.0 VDOT REGIONAL PLANNING**

### **A. Background**

The Transportation and Mobility Planning division (TMPD) is responsible for ensuring the development of long range transportation plans across the Commonwealth that promote a safe, efficient and effective transportation system. TMPD's planning focus is at the statewide level, addressing the accessibility and mobility needs of people and freight on the interstate and primary highway systems. However with TMPD support VDOT's Hampton Roads District Planning Office is responsible for: maintaining the federal metropolitan planning process, conducting small urban area transportation studies, as well as conducting corridor level planning studies that support the project development process. The Hampton Roads District Planning section carries out the charge of maintaining the federal metropolitan process through the review of and assistance with the development and execution of related work elements in the HRTPO's UPWP. Those specific tasks required are noted in the following work elements.

### **B. Work Elements (WE)**

Work activities include the following:

#### **1. Thoroughfare System Monitoring and Review**

Maintain Highway Inventory; Provide Traffic Data; Check Highway Construction Plans for Conformance with Approved Thoroughfare Plan; Intergovernmental Review Process; Site Plan Reviews; Review Transportation Studies; work cooperatively with MPO on development of traffic forecast for existing and proposed facilities as part of the long planning system.

Develop and maintain a current inventory of the existing thoroughfare system. Provide traffic data for input to the transportation plan update process, corridor studies, highway projects and environmental impact studies. Review and comment relative to the conformance of highway construction plans with current transportation plan. Process Notices of Intent and Applications as required by the Intergovernmental Review Process. Address transportation impacts associated with site plan proposals. Review transportation studies and other documents developed as part of the transportation planning process. Review and monitor the data as this system is a data resource to various planning activities.

#### **2. Vehicle Occupancy Counts Conducted at Selected Locations on the Major Highway Facilities Throughout the Region**

These vehicle occupancy counts will provide a measure of the results the regional ride-sharing efforts are having on vehicle occupancy and help in planning HOV programs. Occupancy counts will be provided at various locations at different times to be used for auto occupancy factors to adjust the person trips in the long range planning process throughout the Hampton Roads Region as requested annually.

**3. Monitor HOV Facilities and/or Congestion on the Virginia Beach-Norfolk Expressway (I-264) and I-64**

Several data items will be collected to evaluate and monitor the HOV lanes on I-264 and I-64 for effectiveness. Since the HOV restrictions have returned on I-264, and the new HOV lanes have opened on I-64, this activity involves the following:

- Hold meetings of the TRAFFIX Oversight Subcommittee
- Conduct vehicle occupancy counts on I-264 and I-64, four locations on the Peninsula and eight locations on the Southside
- Conduct travel time and delay runs on I-264 and I-64, Southside and Peninsula
- Prepare reports containing comparative data items

**4. Provide assistance to Hampton Roads TPO, local jurisdictions, and other agencies, via technical support and coordination, concerning transportation, including bicycle and pedestrian issues to support the TPO process.**

- Monthly coordination meetings with local jurisdictions
- Hold quarterly Hampton Roads District bicycle and Pedestrian Advisory committee meetings
- Prepare reports and present reports regarding VDOT sponsored transportation activities as requested.

**5. Provide Review, Assistance, Support or Processing of:**

- HRTPO Quarterly and Annual Financial Reports
- Congestion Management Process
- Regional / Freight Planning activities
- Project level planning, environmental and alternatives assessment
- Long Range Planning process
- Transportation Improvement Program
- Transportation Air Quality and Planning activities
- Transportation Database management activities
- Transit Planning Activities
- Public participation program, including Title VI
- Preparation of Annual Progress Report
- Support on various TPO committees and subcommittees

**C. End Products**

Effective and Efficient Hampton Roads HRTPO process that is fully certifiable by FHWA and FTA according to the federal regulations as outlined in SAFETEA-LU.



**D. Schedule**

On-going Activity

**E. Participants**

HRTPO, VDOT, DRPT, HRT, WATA, FHWA, and local governments

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	SPR			TOTAL
VDOT	\$599,650			\$599,650

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## 12.0 HRTPO CONTINGENCY FUNDING

### A. Background

Due to the unpredictable nature of the current economic climate, the HRTPO has chosen to leave one full-time staff position unfilled. This has resulted in there being an amount of PL funds that cannot be budgeted for personnel charges related to tasks in the FY 2013 UPWP. The HRTPO Contingency Funding task has been included in the FY 2013 UPWP to provide a source of contingency funding for unforeseen activities related to public participation, potential filling of the vacant staff position during the year, or consultant contracts associated with UPWP tasks. This item may also be used as a source of funding for new UPWP tasks that may be approved by the HRTPO Board during the course of FY 2013.

### B. Work Elements

Work elements associated with HRTPO contingency funding will be included under the appropriate UPWP task. New UPWP tasks may be created at the discretion of the HRTPO Board, in which case the associated work elements will be included under the new task.

### C. End Products

End products associated with HRTPO contingency funding will be included under the appropriate UPWP task. New UPWP tasks may be created at the discretion of the HRTPO Board, in which case the associated end products will be included under the new task.

### D. Schedule

Schedules associated with HRTPO contingency funding will be included under the appropriate UPWP task. New UPWP tasks may be created at the discretion of the HRTPO Board, in which case the associated schedules will be included under the new task.

### E. Participants

Participants associated with HRTPO contingency funding will be included under the appropriate UPWP task. New UPWP tasks may be created at the discretion of the HRTPO Board, in which case the participants will be included under the new task.

### F. Budget, Staff, Funding

(Funding information includes applicable state/local matching funds)

ENTITY	PL			TOTAL
HRTPO	\$35,159			\$35,159

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## **13.0 Rural Transportation Planning**

### **A. Background**

The Hampton Roads Transportation Planning Organization (HRTPO), in cooperation with the Virginia Department of Transportation (VDOT), will continue to develop an ongoing transportation planning process for the rural areas of Hampton Roads, including the City of Franklin and the Counties of Southampton and Surry.

VDOT allocates part of the State Planning and Research (SPR) funding to provide annual transportation planning assistance for non-urbanized areas within the Commonwealth. The Rural Transportation Planning (RTP) Program was created to aid the State in fulfilling the requirements of the State Planning Process to address the transportation needs of non-metropolitan areas. SPR funds appropriated under 23 U.S.C. 307(c) are used in cooperation with VDOT and the Commonwealth of Virginia for transportation planning as required by Section 135, Title 23, U.S. Code. These Federal funds provide 80 percent funding and require a 20 percent local match.

In FY 2013 each planning district commission/regional commission will receive \$58,000 from VDOT's Rural Transportation Planning Assistance Program and each planning district commission/regional commission will provide a local match of \$14,500 to conduct rural transportation planning activities. This resource may be supplemented with additional planning funds, but note that the arrangement of all such funds involves development of a scope of work, approval, and other coordination in TMPD administrative work programs.

The scope of work shall include specific activities as requested by VDOT and/or the Federal Highway Administration. The scope of work may also include activities or studies addressing other transportation planning related issues that may be of specific interest to the region. The criteria for the determination of eligibility of studies for inclusion as part of this work program are based upon 23 U.S.C. 307 (c), State Planning and Research.

During FY 2013, the HRTPO will carry out the following activities:

#### **Program Administration**

##### Rural Transportation Planning Administration

The RTP program is designed to facilitate regional participation and consensus building on transportation-related issues through a continuing, comprehensive, and coordinated planning process. This task provides the administrative support necessary for the management and maintenance of the RTP program activities.

This task includes the training of staff as well as the maintenance of GIS software licenses and data in order to maintain the technical capability necessary to carry out the activities described in this task.

## **Program Activities**

### **1. Rural Long-Range Transportation Plan**

The HRTPO, in cooperation with VDOT, will continue the statewide initiative begun in FY 2007 to develop and maintain regional long-range transportation plans in rural areas that complement those in the metropolitan areas of the State

In January 2012, the HRTPO Board approved and adopted the Hampton Roads 2035 RL RTP. HRTPO staff will maintain the current RL RTP as well initiate development of the next RL RTP.

### **2. Congestion Management Process**

Based on VDOT's 2005 proposal to use the Rural Transportation Planning Assistance Program to achieve regional long-range planning for rural areas that complement efforts in the metropolitan areas of the State, the HRTPO will continue including its rural localities in the regional Congestion Management Process (CMP).

In FY 2011, an update to the CMP technical report was released. This update included an analysis of traffic volumes, historical trends, congestion, and related issues on the rural CMP network.

In FY 2012, HRTPO prepared an analysis of 2010 archived travel time and speed data on the CMP network provided by Inrix. This analysis included roadways in the rural localities.

### **3. Regional Safety Planning**

In FY 2012, an update to the *Hampton Roads Regional Safety Study: General Crash Data and Trends* report was released. This report examined the trends in crashes at jurisdictional and regional levels and included data for the rural localities.

### **4. Technical Assistance and Coordination**

Upon request, and in coordination with VDOT and/or the local governments, the HRTPO will provide technical assistance in transportation planning and analysis in accordance with needs identified by rural localities. This task will also include the cost to print any materials related to rural transportation planning.

### **5. Technical Assistance to the Multimodal Planning Office**

In addition, HRTPO will provide support to the Office of Intermodal Planning and Investment, a division of the Office of the Secretary of Transportation.

## **B. Work Elements**

Work activities may include the following:

### **Program Administration**

#### **Rural Transportation Planning Administration**

- Administer transportation planning work program activities.

- Complete necessary contracts, invoices, progress reports, correspondence, and grant applications in support of the work program.
- Prepare agendas, minutes, and other materials associated with meetings related to Rural Transportation Planning, as well as staff participation in such meetings.
- Maintain GIS software licenses, data, and equipment.
- HRTPO staff will attend GIS and other technical training as it relates to rural transportation planning as needed.

### **Program Activities**

#### **1. Rural Long-Range Transportation Plan**

- Maintain and update the 2035 RL RTP as needed.
- Conduct outreach in rural localities in order to increase awareness of the transportation planning process.

#### **2. Congestion Management Process**

- Update the regional CMP database with the most current traffic counts and roadway characteristics and continuing to collect, update, and analyze data from all aspects of the transportation system.

#### **3. Regional Safety Planning**

- HRTPO staff will continue to maintain and update crash databases for major roadways in the rural areas.
- HRTPO staff will participate in statewide and regional safety-related committees.
- HRTPO staff will participate in roadway safety audits conducted by the State and its consultants.

#### **4. Technical Assistance and Coordination**

- Assist localities as needed in the development of detailed transportation plans as part of the local comprehensive plan update.
- Coordinate and manage the development of a Bicycle and Pedestrian Plan for Southampton County. HRTPO staff will engage a consultant for the development of this plan.
- Coordinate the evaluation of stormwater impact to transportation facilities in Southampton County. HRTPO staff will engage the stormwater on-call consultant for the HRPDC to complete this evaluation.
- Assist VDOT as needed in the development of transportation plans relating to the rural localities in Hampton Roads.
- Participate in outreach meetings and review data as requested by VDOT throughout the fiscal year pertaining to:
  - VTrans Update
  - Functional Classification Update
  - Virginia Surface Transportation Plan Update (VSTP)
  - Park and Ride Lots Inventory/Study

- Bicycle and Pedestrian planning
- Freight planning

5. Technical Assistance to the Multimodal Planning Office

- Coordinate, as appropriate, with the Office of Intermodal Planning and Investment regarding rural transportation issues.

**C. End Products**

**Program Administration**

Rural Transportation Planning Administration

- Administration of the Rural Transportation Program
- Preparation of agendas, minutes, and associated materials for meetings of the Rural Transportation Technical Committee
- Purchase of materials, equipment, and services as needed to assist staff in work activities.

**Program Activities**

1. Rural Long-Range Transportation Plan
  - An up-to-date Rural Long-Range Transportation Plan (RLRTP) for the region.
  - Ongoing public participation efforts.
2. Congestion Management Process – an updated CMP database for the region.
3. Regional Safety Planning – an updated crash database for the region.
4. Technical Assistance and Coordination
  - Complete any unfinished tasks relating to the transportation element of the City of Franklin Comprehensive Plan.
  - Components of the transportation element of the Southampton County Comprehensive Plan.
  - Bicycle and Pedestrian Plan for Southampton County.
  - Report summarizing evaluation of stormwater impact on transportation facilities in Southampton County.

**D. Schedule – Program Activities**

1. Rural Long-Range Transportation Plan – Ongoing throughout FY 2013
2. Congestion Management Process – Ongoing throughout FY 2013
3. Regional Safety Planning – Ongoing throughout FY 2013
4. Technical Assistance and Coordination – Ongoing throughout FY 2013
  - Transportation element of the City of Franklin Comprehensive Plan – Quarter 2
  - Components of the transportation element of the Southampton County Comprehensive Plan – Quarter 4
  - Bicycle and Pedestrian Plan for Southampton County – Quarter 4



- Evaluation of stormwater impact on transportation facilities in Southampton County – Quarter 4
5. Technical Assistance to the Multimodal Planning Office – Ongoing throughout FY 2013

**E. Participants**

HRTPO, VDOT, DRPT, FHWA, HRPDC, Consultant, local governments, local transit agencies, other state and local agencies, and the public.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303	SPR	TOTAL
HRTPO			\$72,500	\$72,500

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APPENDIX A  
HRTPO ADVISORY COMMITTEES

## **HRTPO BOARD AND ADVISORY COMMITTEES**

### **HRTPO Board**

The Hampton Roads Transportation Planning Organization (HRTPO) is the metropolitan planning organization (MPO) for the Hampton Roads metropolitan planning area. As such, the HRTPO Board is a federally-mandated transportation policy-making organization comprised of representatives from local, state, and federal governments; transit agencies; and other stakeholders. The voting and non-voting members of the HRTPO Board are listed inside the front cover of this document and on the HRTPO website at [www.hrtpo.org](http://www.hrtpo.org).

### **Transportation Advisory Committee**

The Transportation Advisory Committee (TAC) is composed of the chief administrative officer of each HRTPO member locality and local transit agency, plus representatives from VDOT, the Virginia Department of Rail and Public Transportation (DRPT), the Virginia Port Authority (VPA), FHWA, FTA, and other stakeholders. The TAC meets from time to time to act upon matters referred to it by the HRTPO Board.

### **Transportation Technical Advisory Committee**

The Transportation Technical Advisory Committee (TTAC) is composed of transportation engineers and planners from each HRTPO member locality, plus representatives from the local transit agencies, VDOT, DRPT, VPA, FHWA, FTA, and other stakeholders. The TTAC reviews virtually all items that are to come before the HRTPO Board and provides recommendations on actions to be considered by the HRTPO Board.

### **Citizen Transportation Advisory Committee**

The Citizen Transportation Advisory Committee (CTAC) is composed of residents of HRTPO-member localities. CTAC members are appointed by the HRTPO Board. The CTAC serves as an advisory committee to the HRTPO Board.

### **Freight Transportation Advisory Committee**

The Freight Transportation Advisory Committee (FTAC) is composed of people involved in the freight transportation industry. FTAC members are appointed by the HRTPO Board. The FTAC serves as an advisory committee to the HRTPO Board.

### **Legislative Ad-Hoc Committee**

The Legislative Ad-Hoc Committee is composed of appointed HRTPO Board members, including representatives from the Virginia General Assembly and elected officials from Hampton Roads localities, plus local legislative liaisons. The mission of the Committee is: to pursue legislative items that have overwhelming support from the HRTPO Board, to educate the General Assembly and other regions of the State regarding the challenges that face a water area such as Hampton Roads, and to optimize the strengths of the region.

### **Passenger Rail Task Force**

The Passenger Rail Task Force is composed of appointed members of the Transportation Technical Advisory Committee, plus representatives from the local transit agencies, railroads, the Virginia Department of Rail and Public Transportation and other stakeholders. The Task Force meetings are scheduled at key decision making points to ensure that the HRTPO staff, the HRTPO Board, and Task Force fully understand and approve the work underway before the consultant specializing in passenger rail planning proceeds to the next task in the assessment of the potential of higher speed rail as determined by the October 30, 2009 HRTPO Board resolution.

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**APPENDIX B**  
**DEFINITIONS**

## **DEFINITIONS**

### **Metropolitan Planning Organization (MPO)**

A Metropolitan Planning Organization (MPO) is planning and programming body required by federal law for urbanized areas with populations of 50,000 or greater. The MPO Board is a policy board designated by the Governor and, together with the State and local public transit agencies, is responsible for carrying out the continuing, cooperative, and comprehensive (3-C) metropolitan transportation planning process. Any highway or transit project or program to be constructed or conducted within the Metropolitan Planning Area (MPA) and to be paid for with federal funds must received approval by the MPO Board before any federal funds can be expended. In addition, any highway or transit project deemed to be regionally-significant, regardless of the source(s) of funding, must receive MPO approval to proceed.

MPOs have five core functions:

1. Establish and manage a fair and impartial setting for effective regional decision-making with regard to metropolitan transportation planning and programming;
2. Evaluate transportation alternatives appropriate to the region in terms of its unique needs, issues, and realistically available options;
3. Develop and maintain a fiscally-constrained, Long-Range (at least 20 years) Transportation Plan for the metropolitan planning area ;
4. Develop and maintain a fiscally-constrained Transportation Improvement Program;
5. Involve the public in the four functions listed above.

The Hampton Roads Transportation Planning Organization (HRTPO) is one of fourteen MPOs in the Commonwealth of Virginia. Voting membership of the HRTPO includes elected officials from each of the cities and counties within the metropolitan planning area (MPA), two members of the Virginia Senate and two members of the Virginia House of Delegates, plus one representative from each of the following: the Transportation District Commission of Hampton Roads (TDCHR), the Williamsburg Area Transit Authority (WATA), the Virginia Department of Transportation (VDOT), the Virginia Department of Rail and Public Transportation (DRPT), and the Virginia Port Authority (VPA). Non-voting membership of the HRTPO includes the chairs of the Citizen Transportation Advisory Committee (CTAC) and the Freight Transportation Advisory Committee (FTAC), the chief administrative officers (CAOs) from each of the cities and counties within the MPA, and one representative from each of the following: the Virginia Department of Aviation (VDOA), the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Federal Aviation Administration (FAA), the Peninsula Airport Commission, and the Norfolk Airport Authority.

### **Metropolitan Planning Area (MPA)**

The Metropolitan Planning Area (MPA) is the geographic area determined by agreement between the MPO for the area and the Governor. The MPA is the area for which the metropolitan transportation planning and programming process is carried out. The Hampton Roads MPA includes the cities of Chesapeake, Hampton, Newport News, Norfolk, Poquoson, Portsmouth, Suffolk, Virginia Beach, and Williamsburg; the counties of Isle of Wight, James City, and York, and a portion of Gloucester County.



### **Transportation Management Area (TMA)**

A Transportation Management Area (TMA) is an urbanized area with a population over 200,000, as defined 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. In addition to meeting all the federal requirements for MPOs, TMAs are responsible for developing a Congestion Management Process (CMP) and are subject to a joint federal certification review of the planning process at least every four years. The Hampton Roads MPA is also a TMA.

### **Hampton Roads Planning District Commission (HRPDC)**

The Hampton Roads Planning District Commission (HRPDC) is one of 21 planning district commissions (PDCs) in the Commonwealth of Virginia. PDCs were created in 1969 pursuant to the Virginia Area Development Act and a regionally executed charter agreement. According to Section 15.2-4207 of the Code of Virginia, the purpose of PDCs is “. . . to encourage and facilitate local government cooperation and state-local cooperation in addressing on a regional basis problems of greater than local significance.”

The Hampton Roads Planning District includes the cities of Chesapeake, Franklin, Hampton, Newport News, Norfolk, Poquoson, Portsmouth, Suffolk, Virginia Beach, and Williamsburg and the counties of Gloucester, Isle of Wight, James City, Southampton, Surry, and York.

The Executive Director/Secretary of the HRPDC manages the daily operations of the HRPDC's professional staff. The HRPDC staff serves as a resource of technical expertise to its member jurisdictions on issues pertaining to economics, physical and environmental planning, and transportation.

The HRPDC provides staff to the HRTPO, pursuant to a memorandum of understanding between the two organizations and the federally-required Metropolitan Planning Agreement. The Executive Director of the HRPDC serves as the Executive Director of the HRTPO. In this role, the Executive Director provides staff support to the HRTPO Board and its committees and plans, organizes, and directs the activities of staff in support of the mission and directions of the HRTPO Board.

### **Metropolitan Transportation Plan**

The metropolitan transportation plan, also called the long-range transportation plan (LRTP), is the official multimodal transportation plan addressing a planning horizon of at least 20 years. Any transportation project that is regionally significant and/or utilizes federal funding must be included in the LRTP. In addition, the LRTP must be financially constrained – meaning it must be shown that there will be sufficient funds to complete the projects included in the plan.

The LRTP is developed and adopted by the HRTPO through a multi-step process every four years.

## **Transportation Improvement Program (TIP)**

The Transportation Improvement Program (TIP) is a short-range fiscal programming document that covers a period of no less than four years. The TIP must be updated at least every four years. The cycle for updating the TIP must be compatible with the Statewide Transportation Improvement Program (STIP) development and approval process. Projects that are included in the TIP must be selected from or be consistent with an approved Long-Range Transportation Plan (LRTP). After approval by the MPO and the Governor, the TIP must be included without change, directly or by reference, in the STIP.

## **Air Quality Conformity Analysis (Conformity)**

Conformity is a requirement of the Clean Air Act that ensures that federal funding and approval are given to transportation plans, programs, and projects that are consistent with the air quality goals established by the State Implementation Plan (SIP). Before the LRTP and TIP can receive final approval by the HRTPO Board, they must be tested for conformity. With respect to the SIP (State Implementation Plan), conformity means that transportation activities will not cause new air quality violations or delay timely attainment of the National Ambient Air Quality Standards (NAAQS).

## **Other frequently used terms include:**

<b>Allocation</b>	The distribution by the Commonwealth Transportation Board (CTB) of federal and state transportation funds to the projects contained in the SYIP. Also, the distribution of Congestion Mitigation and Air Quality (CMAQ) Improvement Program and Regional Surface Transportation Program (RSTP) funds by the MPO.
<b>Attainment</b>	A term that means an area is in compliance with the National Ambient Air Quality Standards (NAAQS) and/or the Clean Air Act (CAA). If an area has been a Nonattainment Area for a particular pollutant and then achieves Attainment, it is usually classified as a Maintenance Area for that pollutant. There are six atmospheric pollutants covered under the CAA. The Hampton Roads area is currently designated as a maintenance area for ozone, the only pollutant for which the region has been in nonattainment in the past.
<b>CMAQ</b>	Congestion Mitigation and Air Quality program - federal funding program created under ISTEA (1991) and continued through the current federal transportation act, SAFETEA-LU. The program directs funds to projects that contribute to meeting the National Ambient Air Quality Standards. CMAQ funds generally may not be used for projects that result in the construction of new highway capacity for single occupant vehicles. CMAQ funds may be available for eligible planning activities that lead to and result in project implementation.

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<b>Fiscal Year</b>	Fiscal Year (FY) is a term used to differentiate a budget or financial year from the calendar year. The HRTPO uses the fiscal year used by the Commonwealth of Virginia, which begins on July 1 of one year and ends on June 30 of the following year. The federal fiscal year begins on October 1 of one year and ends on September 30 of the following year. The fiscal year designator typically indicates the year in which the fiscal year ends, for example FY 2010 is usually used to identify the fiscal year that begins in 2009 and ends in 2010.
<b>Local Match</b>	Funds typically required to be provided by recipients of federal or state grant funds in order to obtain such grants. For example (FTA) Section 5303 and (FHWA) PL funds require a 10 percent local match (to be provided by a locality, MPO, or transit agency), plus a 10 percent state match (provided by VDOT or DRPT) in order to match the remaining 80 percent provided by the federal source.
<b>NOx</b>	Nitrogen Oxides – ground level ozone is produced by a chemical reaction between NOx and Volatile Organic Compounds in the presence of sunlight.
<b>Obligations</b>	Commitments made by USDOT agencies to pay out money for federal-aid transportation projects. The TIP serves as the MPO's program of transportation projects for which federal funds have been obligated.
<b>PL</b>	Planning funds available from FHWA for MPO program activities.
<b>Regionally Significant</b>	A transportation project (other than projects that may be grouped in the TIP and/or STIP or exempt projects as defined in EPA's transportation conformity regulation) that is on a facility that serves regional transportation needs (such as access to and from the area outside the region; major activity centers in the region; major planned developments such as new retail malls, sports complexes, or employment centers; or transportation terminals) and would normally be included in the modeling of the transportation network for the metropolitan planning area. At a minimum, this includes all principal arterial highways and all fixed guideway transit facilities that offer a significant alternative to regional highway travel.
<b>Section 5303</b>	Planning funds available from the FTA for MPO program activities.
<b>SIP</b>	State Implementation Plan - Identifies control measures and processes for achieving and maintaining the NAAQS.
<b>SPR</b>	State Planning and Research - federal funds allocated to VDOT and sub-allocated to the HRTPO in support of regional transportation planning activities.
<b>STIP</b>	Statewide Transportation Improvement Program – covers all areas of the State. For each metropolitan area of the State, the STIP shall be developed in cooperation with the MPO designated for the metropolitan area. Each

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	metropolitan TIP shall be included without change in the STIP, directly or by reference, after approval of the TIP by the MPO and the Governor.
<b>Study Area</b>	Also known as the Metropolitan Planning Area (MPA), this is the area projected to become urbanized within the next 20 years. The MPA defines the area for MPO plans, programs, and studies.
<b>SYIP</b>	Six Year Improvement Program - an annual document approved by the CTB that provides the state's list of federal and state funded transportation projects and programs administered by VDOT and DRPT.
<b>"3-C" Process</b>	Refers to the Continuing, Cooperative and Comprehensive language from the federal legislation that established MPOs; used in reference to the regional transportation planning and programming process.
<b>TCM</b>	Transportation Control Measures used to improve air quality.
<b>TDM</b>	Transportation Demand Management; various transportation control strategies and measures used in managing highway demand.
<b>TAZ</b>	Transportation Analysis Zone - Generally defined as areas of homogeneous activity served by one or two major highways. TAZs serve as the base unit for socioeconomic data characteristics used in various plans, models, and studies.
<b>Urbanized Area</b>	Term used by the U.S. Census Bureau to designate urban areas. These areas generally contain population densities of at least 1,000 persons per square mile in a continuously built-up area of at least 50,000 persons. Factors such as commercial and industrial development, and other types and forms of urban activity centers are also considered.
<b>UPWP</b>	Unified Planning Work Program – a statement of work identifying the planning priorities and activities to be carried out within a metropolitan planning area. At a minimum, a UPWP includes a description of the planning work and resulting products, who will perform the work, time frames for completing the work, the cost of the work, and the source(s) of funds.
<b>VOC</b>	Volatile Organic Compounds – ground level ozone is produced by a chemical reaction between VOCs and nitrogen oxides (NOx) in the presence of sunlight.

APPENDIX C  
FREQUENTLY USED ABBREVIATIONS

## FREQUENTLY USED ABBREVIATIONS

5303	Section 5303 (Transit) Planning Funds
5307	Section 5307 (Transit) Capital/Operating Funds
AA	Alternatives Analysis
ACS	American Community Survey
BRT	Bus Rapid Transit
CFR	Code of Federal Regulations
CMAQ	Congestion Mitigation and Air Quality Program
CMP	Congestion Management Process
COE	U.S. Army Corps of Engineers
COMPARE	Congestion Management Plan: A Regional Effort
CTAC	Citizen Transportation Advisory Committee
CTB	Commonwealth Transportation Board
CTPP	Census Transportation Planning Package
DBE	Disadvantaged Business Enterprise
DEIS	Draft Environmental Impact Statement
DRPT	Virginia Department of Rail and Public Transportation
EJ	Environmental Justice
EMS	Environmental Management System
EPA	Environmental Protection Agency
ETC	Employee Transportation Coordinator
FAA	Federal Aviation Administration
FHWA	Federal Highway Administration
FRA	Federal Railroad Administration
FTA	Federal Transit Administration
FTAC	Freight Transportation Advisory Committee
FY	Fiscal Year (July 1 – June 30)
FFY	Federal Fiscal Year (October 1 – September 30)
GIS	Geographic Information System
HOV	High-Occupancy Vehicle
HRHIM	Hampton Roads Incident Management Committee
HRPDC	Hampton Roads Planning District Commission
HRT	Hampton Roads Transit
HRTO	Hampton Roads Transportation Operations Subcommittee
HRTPO	Hampton Roads Transportation Planning Organization
ISTEA	Intermodal Surface Transportation Efficiency Act (1991)
ITS	Intelligent Transportation System
ITSOP	Intelligent Transportation System and Operations Planning Committee
JARC	Job Access and Reverse Commute Program
LEP	Limited English Proficiency
LRTP	Long Range Transportation Plan
LRT	Light Rail Transit

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MBE	Minority-owned Business Enterprise
MPA	Metropolitan Planning Area
MPO	Metropolitan Planning Organization
MSA	Metropolitan Statistical Area
NAAQS	National Ambient Air Quality Standards
NEPA	National Environmental Policy Act
NHS	National Highway System
NHTS	National Household Travel Survey
PL	Planning Funds ( FHWA)
PPP	Public Participation Plan
RCTO	Regional Concept of Transportation Operations
RLRTP	Rural Long-Range Transportation Plan
RSTP	Regional Surface Transportation Program
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (2005)
SIP	State Implementation Plan
SPR	State Planning and Research Funds
STIP	Statewide Transportation Improvement Program
SYIP	Six-Year Improvement Program
TAC	Transportation Advisory Committee
TAZ	Transportation Analysis Zone
TDCHR	Transportation District Commission of Hampton Roads (HRT)
TDM	Transportation Demand Management
TEA-21	Transportation Equity Act for the 21 <sup>st</sup> Century (1998)
TIP	Transportation Improvement Program
TMA	Transportation Management Area
TPO	Transportation Planning Organization
TPP	Transportation Participation Plan
TTAC	Transportation Technical Advisory Committee
UPWP	Unified Planning Work Program
USDOT	United States Department of Transportation
VDEM	Virginia Department of Emergency Management
VDEQ	Virginia Department of Environmental Quality
VDOA	Virginia Department of Aviation
VDOT	Virginia Department of Transportation
VFAC	Virginia Freight Advisory Committee
VGIN	Virginia Geographic Information Network
VPA	Virginia Port Authority
VTRANS2025/2035	Virginia Statewide Multimodal Transportation Plan
WATA	Williamsburg Area Transit Authority
WBE	Woman-owned Business Enterprise

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**APPENDIX D**  
**FEDERAL REGULATIONS APPLICABLE TO MPOS**

## Subpart A—Transportation Planning and Programming Definitions

### § 450.100 Purpose.

The purpose of this subpart is to provide definitions for terms used in this part.

### § 450.102 Applicability.

The definitions in this subpart are applicable to this part, except as otherwise provided.

### § 450.104 Definitions.

Unless otherwise specified, the definitions in 23 U.S.C. 101(a) and 49 U.S.C. 5302 are applicable to this part.

*Administrative modification* means a minor revision to a long-range statewide or metropolitan transportation plan, Transportation Improvement Program (TIP), or Statewide Transportation Improvement Program (STIP) that includes minor changes to project/ project phase costs, minor changes to funding sources of previously-included projects, and minor changes to project/ project phase initiation dates. An administrative modification is a revision that does not require public review and comment, redemonstration of fiscal constraint, or a conformity determination (in nonattainment and maintenance areas).

*Alternatives analysis (AA)* means a study required for eligibility of funding under the Federal Transit Administration's (FTA's) Capital Investment Grant program (49 U.S.C. 5309), which includes an assessment of a range of alternatives designed to address a transportation problem in a corridor or subarea, resulting in sufficient information to support selection by State and local officials of a locally preferred alternative for adoption into a metropolitan transportation plan, and for the Secretary to make decisions to advance the locally preferred alternative through the project development process, as set forth in 49 CFR part 611 (Major Capital Investment Projects).

*Amendment* means a revision to a long-range statewide or metropolitan transportation plan, TIP, or STIP that involves a major change to a project included in a metropolitan transportation plan, TIP, or STIP, including the addition or deletion of a project or a major change in project cost, project/project phase initiation dates, or a major change in design concept or design scope (e.g., changing project termini or the number of through traffic lanes). Changes to projects that are included only for illustrative purposes do not require an amendment. An amendment is a revision that requires public review and comment, redemonstration of fiscal constraint, or a conformity determination (for metropolitan transportation plans and TIPs involving "non-exempt" projects in nonattainment and maintenance areas). In the context of a long-range statewide transportation plan, an amendment is a revision approved by the State in accordance with its public involvement process.

*Attainment area* means any geographic area in which levels of given criteria air pollutant (e.g., ozone, carbon monoxide, PM10, PM2.5, and nitrogen dioxide) meet the health-based National Ambient Air Quality Standards (NAAQS) for that pollutant. An area may be an attainment area for one pollutant and a nonattainment area for others. A "maintenance area" (see definition below) is not considered an attainment area for transportation planning purposes.

*Available funds* means funds derived from an existing source dedicated to or historically used for transportation purposes. For Federal funds, authorized and/or appropriated funds and the extrapolation of formula and discretionary funds at historic rates of increase are considered "available." A similar approach may be used for State and local funds that are dedicated to or historically used for transportation purposes.

*Committed funds* means funds that have been dedicated or obligated for transportation purposes. For State funds that are not dedicated to transportation purposes, only those funds over which the Governor has control may be considered "committed." Approval of a TIP by the Governor is considered a commitment of those funds over which the Governor has control. For local or private sources of funds not

dedicated to or historically used for transportation purposes (including donations of property), a commitment in writing (e.g., letter of intent) by the responsible official or body having control of the funds may be considered a commitment. For projects involving 49 U.S.C. 5309 funding, execution of a Full Funding Grant Agreement (or equivalent) or a Project Construction Grant Agreement with the USDOT shall be considered a multi-year commitment of Federal funds.

*Conformity* means a Clean Air Act (42 U.S.C. 7506(c)) requirement that ensures that Federal funding and approval are given to transportation plans, programs and projects that are consistent with the air quality goals established by a State Implementation Plan (SIP). Conformity, to the purpose of the SIP, means that transportation activities will not cause new air quality violations, worsen existing violations, or delay timely attainment of the NAAQS. The transportation conformity rule (40 CFR part 93) sets forth policy, criteria, and procedures for demonstrating and assuring conformity of transportation activities.

*Conformity lapse* means, pursuant to section 176(c) of the Clean Air Act (42 U.S.C. 7506(c)), as amended, that the conformity determination for a metropolitan transportation plan or TIP has expired and thus there is no currently conforming metropolitan transportation plan or TIP.

*Congestion management process* means a systematic approach required in transportation management areas (TMAs) that provides for effective management and operation, based on a cooperatively developed and implemented metropolitan-wide strategy, of new and existing transportation facilities eligible for funding under title 23 U.S.C., and title 49 U.S.C., through the use of operational management strategies.

*Consideration* means that one or more parties takes into account the opinions, action, and relevant information from other parties in making a decision or determining a course of action.

*Consultation* means that one or more parties confer with other identified parties in accordance with an established process and, prior to taking action(s), considers the views of the other parties and periodically informs them about action(s) taken. This definition does not apply to the “consultation” performed by the States and the MPOs in comparing the long-range statewide transportation plan and the metropolitan transportation plan, respectively, to State and Tribal conservation plans or maps or inventories of natural or historic resources (see § 450.214(i) and § 450.322(g)(1) and (g)(2)).

*Cooperation* means that the parties involved in carrying out the transportation planning and programming processes work together to achieve a common goal or objective.

*Coordinated public transit-human services transportation plan* means a locally developed, coordinated transportation plan that identifies the transportation needs of individuals with disabilities, older adults, and people with low incomes, provides strategies for meeting those local needs, and prioritizes transportation services for funding and implementation.

*Coordination* means the cooperative development of plans, programs, and schedules among agencies and entities with legal standing and adjustment of such plans, programs, and schedules to achieve general consistency, as appropriate.

*Design concept* means the type of facility identified for a transportation improvement project (e.g., freeway, expressway, arterial highway, grade-separated highway, toll road, reserved right-of-way rail transit, mixed-traffic rail transit, or busway).

*Design scope* means the aspects that will affect the proposed facility’s impact on the region, usually as they relate to vehicle or person carrying capacity and control (e.g., number of lanes or tracks to be constructed or added, length of project, signalization, safety features, access control including approximate number and location of interchanges, or preferential treatment for high-occupancy vehicles).

*Designated recipient* means an entity designated, in accordance with the planning process under 49 U.S.C. 5303, 5304, and 5306, by the chief executive officer of a State, responsible local officials, and publicly-owned operators of public transportation, to receive and apportion amounts under 49 U.S.C. 5336 that are attributable to transportation management areas (TMAs) identified under 49 U.S.C. 5303, or a State regional authority if the authority is responsible under the laws of a State for a capital project and for financing and directly providing public transportation.

*Environmental mitigation activities* means strategies, policies, programs, actions, and activities that, over time, will serve to avoid, minimize, or compensate for (by replacing or providing substitute resources) the impacts to or disruption of elements of the human and natural environment associated with the implementation of a long-range statewide transportation plan or metropolitan transportation plan. The human and natural environment includes, for example, neighborhoods and communities, homes and businesses, cultural resources, parks and recreation areas, wetlands and water sources, forested and other natural areas, agricultural areas, endangered and threatened species, and the ambient air. The environmental mitigation strategies and activities are intended to be regional in scope, and may not necessarily address potential project-level impacts.

*Federal land management agency* means units of the Federal Government currently responsible for the administration of public lands (e.g., U.S. Forest Service, U.S. Fish and Wildlife Service, Bureau of Land Management, and the National Park Service).

*Federally funded non-emergency transportation services* means transportation services provided to the general public, including those with special transport needs, by public transit, private non-profit service providers, and private third-party contractors to public agencies.

*Financial plan* means documentation required to be included with a metropolitan transportation plan and TIP (and optional for the long-range statewide transportation plan and STIP) that demonstrates the consistency projected sources of Federal, State, local, and private revenues and the costs of implementing proposed transportation system improvements.

*Financially constrained or Fiscal constraint* means that the metropolitan transportation plan, TIP, and STIP includes sufficient financial information for demonstrating that projects in the metropolitan transportation plan, TIP, and STIP can be implemented using committed, available, or reasonably available revenue sources, with reasonable assurance that the federally supported transportation system is being adequately operated and maintained. For the TIP and the STIP, financial constraint/fiscal constraint applies to each program year. Additionally, projects in air quality nonattainment and maintenance areas can be included in the first two years of the TIP and STIP only if funds are “available” or “committed.”

*Freight shippers* means any business that routinely transports its products from one location to another by providers of freight transportation services or by its own vehicle fleet.

*Full funding grant agreement* means an instrument that defines the scope of a project, the Federal financial contribution, and other terms and conditions for funding New Starts projects as required by 49 U.S.C. 5309(d)(1).

*Governor* means the Governor of any of the 50 States or the Commonwealth of Puerto Rico or the Mayor of the District of Columbia.

*Illustrative project* means an additional transportation project that may (but is not required to) be included in a financial plan for a metropolitan transportation plan, TIP, or STIP if reasonable additional resources were to become available.

*Indian Tribal government* means a duly formed governing body for an Indian or Alaska Native tribe, band, nation, pueblo, village, or community that the Secretary of the Interior acknowledges to exist as an Indian Tribe pursuant to the Federally Recognized Indian Tribe List Act of 1994, Public Law 103–454.

*Intelligent transportation system (ITS)* means electronics, photonics, communications, or information processing used singly or in combination to improve the efficiency or safety of a surface transportation system.

*Interim metropolitan transportation plan* means a transportation plan composed of projects eligible to proceed under a conformity lapse and otherwise meeting all other applicable provisions of this part, including approval by the MPO.

*Interim transportation improvement program (TIP)* means a TIP composed of projects eligible to proceed under a conformity lapse and otherwise meeting all other applicable provisions of this part, including approval by the MPO and the Governor.

*Long-range statewide transportation plan* means the official, statewide, multimodal, transportation plan covering a period of no less than 20 years developed through the statewide transportation planning process.

*Maintenance area* means any geographic region of the United States that the EPA previously designated as a nonattainment area for one or more pollutants pursuant to 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 175A of the Clean Air Act, as amended.

*Management system* means a systematic process, designed to assist decision-makers in selecting cost effective strategies/actions to improve the efficiency or safety of, and protect the investment in the nation's infrastructure. A management system can include: Identification of performance measures; data collection and analysis; determination of needs; evaluation and selection of appropriate strategies/actions to address the needs; and evaluation of the effectiveness of the implemented strategies/actions.

*Metropolitan planning area (MPA)* means the geographic area determined by agreement between the metropolitan planning organization (MPO) for the area and the Governor, in which the metropolitan transportation planning process is carried out.

*Metropolitan planning organization (MPO)* means the policy board of an organization created and designated to carry out the metropolitan transportation planning process.

*Metropolitan transportation plan* means the official multimodal transportation plan addressing no less than a 20-year planning horizon that is developed, adopted, and updated by the MPO through the metropolitan transportation planning process.

*National ambient air quality standard (NAAQS)* means those standards established pursuant to section 109 of the Clean Air Act.

*Nonattainment area* means any geographic region of the United States that has been designated by the EPA as a nonattainment area under section 107 of the Clean Air Act for any pollutants for which an NAAQS exists.

*Non-metropolitan area* means a geographic area outside a designated metropolitan planning area.

*Non-metropolitan local officials* means elected and appointed officials of general purpose local government in a non-metropolitan area with responsibility for transportation.

*Obligated projects* means strategies and projects funded under title 23 U.S.C. and title 49 U.S.C. Chapter 53 for which the supporting Federal funds were authorized and committed by the State or designated recipient in the preceding program year, and authorized by the FHWA or awarded as a grant by the FTA.

*Operational and management strategies* means actions and strategies aimed at improving the performance of existing and planned transportation facilities to relieve congestion and maximizing the safety and mobility of people and goods.

*Project construction grant agreement* means an instrument that defines the scope of a project, the Federal financial contribution, and other terms and conditions for funding Small Starts projects as required by 49 U.S.C. 5309(e)(7).

*Project selection* means the procedures followed by MPOs, States, and public transportation operators to advance projects from the first four years of an approved TIP and/or STIP to implementation, in accordance with agreed upon procedures.

*Provider of freight transportation services* means any entity that transports or otherwise facilitates the movement of goods from one location to another for others or for itself.

*Public transportation operator* means the public entity which participates in the continuing, cooperative, and comprehensive transportation planning process in accordance with 23 U.S.C. 134 and 135 and 49 U.S.C. 5303 and 5304, and is the designated recipient of Federal funds under title 49 U.S.C. Chapter 53 for transportation by a conveyance that provides regular and continuing general or special transportation to the public, but does not include school bus, charter, or intercity bus transportation or intercity passenger rail transportation provided by Amtrak.

*Regional ITS architecture* means a regional framework for ensuring institutional agreement and technical integration for the implementation of ITS projects or groups of projects.

*Regionally significant project* means a transportation project (other than projects that may be grouped in the TIP and/or STIP or exempt projects as defined in EPA's transportation that is on a facility which serves regional transportation needs (such as access to and from the area outside the region; major activity centers in the region; major planned developments such as new retail malls, sports complexes, or employment centers; or transportation terminals) and would normally be included in the modeling of the metropolitan area's transportation network. At a minimum, this includes all principal arterial highways and all fixed guide-way transit facilities that offer a significant alternative to regional highway travel.

*Revision* means a change to a long-range statewide or metropolitan transportation plan, TIP, or STIP that occurs between scheduled periodic updates. A major revision is an "amendment," while a minor revision is an "administrative modification."

*State* means any one of the fifty States, the District of Columbia, or Puerto Rico.

*State implementation plan (SIP)* means, as defined in section 302(q) of the Clean Air Act (CAA), the portion (or portions) of the implementation plan, or most recent revision thereof, which has been approved under section 110 of the CAA, or promulgated under section 110(c) of the CAA, or promulgated or approved pursuant to regulations promulgated under section 301(d) of the CAA and which implements the relevant requirements of the CAA.

*Statewide transportation improvement program (STIP)* means a statewide prioritized listing/program of transportation projects covering a period of four years that is consistent with the long-range statewide transportation plan, metropolitan transportation plans, and TIPs, and required for projects to be eligible for funding under title 23 U.S.C. and title 49 U.S.C. Chapter 53.

*Strategic highway safety plan* means a plan developed by the State DOT in accordance with the requirements of 23 U.S.C. 148(a)(6).

*Transportation control measure (TCM)* means any measure that is specifically identified and committed to in the applicable SIP that is either one of the types listed in section 108 of the Clean Air Act or any other measure for the purpose of reducing emissions or concentrations of air pollutants from transportation sources by reducing vehicle use or changing traffic flow or congestion conditions. Notwithstanding the above, vehicle technology-based, fuel-based, and maintenance-based measures that control the emissions from vehicles under fixed traffic conditions are not TCMs.

*Transportation improvement program (TIP)* means a prioritized listing/ program of transportation projects covering a period of four years that is developed and formally adopted by an MPO as part of the metropolitan transportation planning process, consistent with the metropolitan transportation plan, and required for projects to be eligible for funding under title 23 U.S.C. and title 49 U.S.C. Chapter 53.

*Transportation management area (TMA)* means an urbanized area with a population over 200,000, as defined 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.

*Unified planning work program (UPWP)* means a statement of work identifying the planning priorities and activities to be carried out within a metropolitan planning area. At a minimum, a UPWP includes a description of the planning work and resulting products, who will perform the work, time frames for completing the work, the cost of the work, and the source(s) of funds.

*Update* means making current a long-range statewide transportation plan, metropolitan transportation plan, TIP, or STIP through a comprehensive review. Updates require public review and comment, a 20-year horizon year for metropolitan transportation plans and long-range statewide transportation plans, a four-year program period for TIPs and STIPs, demonstration of fiscal constraint (except for long-range statewide transportation plans), and a conformity determination (for metropolitan transportation plans and TIPs in nonattainment and maintenance areas).

*Urbanized area* means a geographic area with a population of 50,000 or more, as designated by the Bureau of the Census.

*Users of public transportation* means any person, or groups representing such persons, who use transportation open to the general public, other than taxis and other privately funded and operated vehicles.

*Visualization techniques* means methods used by States and MPOs in the development of transportation plans and programs with the public, elected and appointed officials, and other stakeholders in a clear and easily accessible format such as maps, pictures, and/or displays, to promote improved understanding of existing or proposed transportation plans and programs.

## **Subpart C – Metropolitan Transportation Planning and Programming**

### **§ 450.300 Purpose.**

The purposes of this subpart are to implement the provisions of 23 U.S.C. 134 and 49 U.S.C. 5303, as amended, which:

(a) Sets forth the national policy that the MPO designated for each urbanized area is to carry out a continuing, cooperative, and comprehensive multimodal transportation planning process, including the development of a metropolitan transportation plan and a transportation improvement program (TIP), that encourages and promotes the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight (including accessible pedestrian walkways and bicycle transportation facilities) and foster economic growth and development, while minimizing transportation-related fuel consumption and air pollution; and

(b) Encourages continued development and improvement of metropolitan transportation planning processes guided by the planning factors set forth in 23 U.S.C. 134(h) and 49 U.S.C. 5303(h).

### **§ 450.302 Applicability.**

The provisions of this subpart are applicable to organizations and entities responsible for the transportation planning and programming processes in metropolitan planning areas.

### **§ 450.304 Definitions.**

Except as otherwise provided in subpart A of this part, terms defined in 23 U.S.C. 101(a) and 49 U.S.C. 5302 are used in this subpart as so defined.

### **§ 450.306 Scope of the metropolitan transportation planning process.**

(a) The metropolitan transportation planning process shall be continuous, cooperative, and comprehensive, and provide for consideration and implementation of projects, strategies, and services that will address the following factors:

- (1) Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- (2) Increase the safety of the transportation system for motorized and non-motorized users;
- (3) Increase the security of the transportation system for motorized and non-motorized users;
- (4) Increase accessibility and mobility of people and freight;
- (5) Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- (6) Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- (7) Promote efficient system management and operation; and
- (8) Emphasize the preservation of the existing transportation system.



(b) Consideration of the planning factors in paragraph (a) of this section shall be reflected, as appropriate, in the metropolitan transportation planning process. The degree of consideration and analysis of the factors should be based on the scale and complexity of many issues, including transportation system development, land use, employment, economic development, human and natural environment, and housing and community development.

(c) The failure to consider any factor specified in paragraph (a) of this section shall not be reviewable by any court under title 23 U.S.C., 49 U.S.C. Chapter 53, subchapter II of title 5, U.S.C. Chapter 5, or title 5 U.S.C. Chapter 7 in any matter affecting a metropolitan transportation plan, TIP, a project or strategy, or the certification of a metropolitan transportation planning process.

(d) The metropolitan transportation planning process shall be carried out in coordination with the statewide transportation planning process required by 23 U.S.C. 135 and 49 U.S.C. 5304.

(e) In carrying out the metropolitan transportation planning process, MPOs, States, and public transportation operators may apply asset management principles and techniques in establishing planning goals, defining TIP priorities, and assessing transportation investment decisions, including transportation system safety, operations, preservation, and maintenance, as well as strategies and policies to support homeland security and to safeguard the personal security of all motorized and non-motorized users.

(f) The metropolitan transportation planning process shall (to the maximum extent practicable) be consistent with the development of applicable regional intelligent transportation systems (ITS) architectures, as defined in 23 CFR part 940.

(g) Preparation of the coordinated public transit-human services transportation plan, as required by 49 U.S.C. 5310, 5316, and 5317, should be coordinated and consistent with the metropolitan transportation planning process.

(h) The metropolitan transportation planning process should be consistent with the Strategic Highway Safety Plan, as specified in 23 U.S.C. 148, and other transit safety and security planning and review processes, plans, and programs, as appropriate.

(i) The FHWA and the FTA shall designate as a transportation management area (TMA) each urbanized area with a population of over 200,000 individuals, as defined by the Bureau of the Census. The FHWA and the FTA shall also designate any additional urbanized area as a TMA on the request of the Governor and the MPO designated for that area.

(j) In an urbanized area not designated as a TMA that is an air quality attainment area, the MPO(s) may propose and submit to the FHWA and the FTA for approval a procedure for developing an abbreviated metropolitan transportation plan and TIP. In developing proposed simplified planning procedures, consideration shall be given to whether the abbreviated metropolitan transportation plan and TIP will achieve the purposes of 23 U.S.C. 134, 49 U.S.C. 5303, and these regulations, taking into account the complexity of the transportation problems in the area. The simplified procedures shall be developed by the MPO in cooperation with the State(s) and public transportation operator(s).

#### **§ 450.308 Funding for transportation planning and unified planning work programs.**

(a) Funds provided under 23 U.S.C. 104(f), 49 U.S.C. 5305(d), 49 U.S.C. 5307, and 49 U.S.C. 5339 are available to MPOs to accomplish activities in this subpart. At the State's option, funds provided under 23 U.S.C. 104(b)(1) and (b)(3) and 23 U.S.C. 105 may also be provided to MPOs for metropolitan transportation planning. In addition, an MPO serving an urbanized area with a population over 200,000, as designated by the Bureau of the Census, may at its discretion use

funds sub-allocated under 23 U.S.C. 133(d)(3)(E) for metropolitan transportation planning activities.

(b) Metropolitan transportation planning activities performed with funds provided under title 23 U.S.C. and title 49 U.S.C. Chapter 53 shall be documented in a unified planning work program (UPWP) or simplified statement of work in accordance with the provisions of this section and 23 CFR part 420.

(c) Except as provided in paragraph (d) of this section, each MPO, in cooperation with the State(s) and public transportation operator(s), shall develop a UPWP that includes a discussion of the planning priorities facing the MPA. The UPWP shall identify work proposed for the next one- or two-year period by major activity and task (including activities that address the planning factors in § 450.306(a)), in sufficient detail to indicate who (e.g., MPO, State, public transportation operator, local government, or consultant) will perform the work, the schedule for completing the work, the resulting products, the proposed funding by activity/task, and a summary of the total amounts and sources of Federal and matching funds.

(d) With the prior approval of the State and the FHWA and the FTA, an MPO in an area not designated as a TMA may prepare a simplified statement of work, in cooperation with the State(s) and the public transportation operator(s), in lieu of a UPWP. A simplified statement of work would include a description of the major activities to be performed during the next one- or two-year period, who (e.g., State, MPO, public transportation operator, local government, or consultant) will perform the work, the resulting products, and a summary of the total amounts and sources of Federal and matching funds. If a simplified statement of work is used, it may be submitted as part of the State's planning work program, in accordance with 23 CFR part 420.

(e) Arrangements may be made with the FHWA and the FTA to combine the UPWP or simplified statement of work with the work program(s) for other Federal planning funds.

(f) Administrative requirements for UPWPs and simplified statements of work are contained in 23 CFR part 420 and FTA Circular C8100.1B (Program Guidance and Application Instructions for Metropolitan Planning Grants).

**§ 450.310 Metropolitan planning organization designation and redesignation.**

(a) To carry out the metropolitan transportation planning process under this subpart, a metropolitan planning organization (MPO) shall be designated for each urbanized area with a population of more than 50,000 individuals (as determined by the Bureau of the Census).

(b) MPO designation shall be made by agreement between the Governor and units of general purpose local government that together represent at least 75 percent of the affected population (including the largest incorporated city, based on population, as named by the Bureau of the Census) or in accordance with procedures established by applicable State or local law.

(c) Each Governor with responsibility for a portion of a multistate metropolitan area and the appropriate MPOs shall, to the extent practicable, provide coordinated transportation planning for the entire MPA. The consent of Congress is granted to any two or more States to:

(1) Enter into agreements or compacts, not in conflict with any law of the United States, for cooperative efforts and mutual assistance in support of activities authorized under 23 U.S.C. 134 and 49 U.S.C. 5303 as the activities pertain to interstate areas and localities within the States; and

(2) Establish such agencies, joint or otherwise, as the States may determine desirable for making the agreements and compacts effective.

(d) Each MPO that serves a TMA, when designated or redesignated under this section, shall consist of local elected officials, officials of public agencies that administer or operate major modes of transportation in the metropolitan planning area, and appropriate State transportation officials. Where appropriate, MPOs may increase the representation of local elected officials, public transportation agencies, or appropriate State officials on their policy boards and other committees as a means for encouraging greater involvement in the metropolitan transportation planning process, subject to the requirements of paragraph (k) of this section.

(e) To the extent possible, only one MPO shall be designated for each urbanized area or group of contiguous urbanized areas. More than one MPO may be designated to serve an urbanized area only if the Governor(s) and the existing MPO, if applicable, determine that the size and complexity of the urbanized area make designation of more than one MPO appropriate. In those cases where two or more MPOs serve the same urbanized area, the MPOs shall establish official, written agreements that clearly identify areas of coordination and the division of transportation planning responsibilities among the MPOs.

(f) Nothing in this subpart shall be deemed to prohibit an MPO from using the staff resources of other agencies, non-profit organizations, or contractors to carry out selected elements of the metropolitan transportation planning process.

(g) An MPO designation shall remain in effect until an official redesignation has been made in accordance with this section.

(h) An existing MPO may be redesignated only by agreement between the Governor and units of general purpose local government that together represent at least 75 percent of the existing metropolitan planning area population (including the largest incorporated city, based on population, as named by the Bureau of the Census).

(i) Redesignation of an MPO serving a multistate metropolitan planning area requires agreement between the  
Governors of each State served by the existing MPO and units of general purpose local government that together represent at least 75 percent of the existing metropolitan planning area population (including the largest incorporated city, based on population, as named by the Bureau of the Census).

(j) For the purposes of redesignation, units of general purpose local government may be defined as elected officials from each unit of general purpose local government located within the metropolitan planning area served by the existing MPO.

(k) Redesignation of an MPO (in accordance with the provisions of this section) is required whenever the existing MPO proposes to make:

(1) A substantial change in the proportion of voting members on the existing MPO representing the largest incorporated city, other units of general purpose local government served by the MPO, and the State(s); or

(2) A substantial change in the decision-making authority or decision-making procedures established under MPO by-laws.

(l) The following changes to an MPO do not require a redesignation (as long as they do not trigger a substantial change as described in paragraph (k) of the section):

- (1) The identification of a new urbanized area (as determined by the Bureau of the Census) within an existing metropolitan planning area;
- (2) Adding members to the MPO that represent new units of general purpose local government resulting from expansion of the metropolitan planning area;
- (3) Adding members to satisfy the specific membership requirements for an MPO that serves a TMA; or
- (4) Periodic rotation of members representing units of general-purpose local government, as established under MPO by-laws.

**§ 450.312 Metropolitan planning area boundaries.**

- (a) The boundaries of a metropolitan planning area (MPA) shall be determined by agreement between the MPO and the Governor. At a minimum, the MPA boundaries shall encompass the entire existing urbanized area (as defined by the Bureau of the Census) plus the contiguous area expected to become urbanized within a 20-year forecast period for the metropolitan transportation plan. The MPA boundaries may be further expanded to encompass the entire metropolitan statistical area or combined statistical area, as defined by the Office of Management and Budget.
- (b) An MPO that serves an urbanized area designated as a nonattainment area for ozone or carbon monoxide under the Clean Air Act (42 U.S.C. 7401 *et seq.*) as of August 10, 2005, shall retain the MPA boundary that existed on August 10, 2005. The MPA boundaries for such MPOs may only be adjusted by agreement of the Governor and the affected MPO in accordance with the redesignation procedures described in § 450.310(h). The MPA boundary for an MPO that serves an urbanized area designated as a nonattainment area for ozone or carbon monoxide under the Clean Air Act (42 U.S.C. 7401 *et seq.*) after August 10, 2005 may be established to coincide with the designated boundaries of the ozone and/ or carbon monoxide nonattainment area, in accordance with the requirements in § 450.310(b).
- (c) An MPA boundary may encompass more than one urbanized area.
- (d) MPA boundaries may be established to coincide with the geography of regional economic development and growth forecasting areas.
- (e) Identification of new urbanized areas within an existing metropolitan planning area by the Bureau of the Census shall not require redesignation of the existing MPO.
- (f) Where the boundaries of the urbanized area or MPA extend across two or more States, the Governors with responsibility for a portion of the multistate area, MPO(s), and the public transportation operator(s) are strongly encouraged to coordinate transportation planning for the entire multistate area.
- (g) The MPA boundaries shall not overlap with each other.
- (h) Where part of an urbanized area served by one MPO extends into an adjacent MPA, the MPOs shall, at a minimum, establish written agreements that clearly identify areas of coordination and the division of transportation planning responsibilities among and between the MPOs. Alternatively, the MPOs may adjust their existing boundaries so that the entire urbanized area lies within only one MPA. Boundary adjustments that change the composition of the MPO may require redesignation of one or more such MPOs.

(i) The MPA boundaries shall be reviewed after each Census by the MPO (in cooperation with the State and public transportation operator(s)) to determine if existing MPA boundaries meet the minimum statutory requirements for new and updated urbanized area(s), and shall be adjusted as necessary. As appropriate, additional adjustments should be made to reflect the most comprehensive boundary to foster an effective planning process that ensures connectivity between modes, reduces access disadvantages experienced by modal systems, and promotes efficient overall transportation investment strategies.

(j) Following MPA boundary approval by the MPO and the Governor, the MPA boundary descriptions shall be provided for informational purposes to the FHWA and the FTA. The MPA boundary descriptions shall be submitted either as a geo-spatial database or described in sufficient detail to enable the boundaries to be accurately delineated on a map.

**§ 450.314 Metropolitan planning agreements.**

(a) The MPO, the State(s), and the public transportation operator(s) shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements among the MPO, the State(s), and the public transportation operator(s) serving the MPA. To the extent possible, a single agreement between all responsible parties should be developed. The written agreement(s) shall include specific provisions for cooperatively developing and sharing information related to the development of financial plans that support the metropolitan transportation plan (see § 450.322) and the metropolitan TIP (see § 450.324) and development of the annual listing of obligated projects (see § 450.332).

(b) If the MPA does not include the entire nonattainment or maintenance area, there shall be a written agreement among the State department of transportation, State air quality agency, affected local agencies, and the MPO describing the process for cooperative planning and analysis of all projects outside the MPA within the nonattainment or maintenance area. The agreement must also indicate how the total transportation-related emissions for the nonattainment or maintenance area, including areas outside the MPA, will be treated for the purposes of determining conformity in accordance with the EPA's transportation conformity rule (40 CFR part 93). The agreement shall address policy mechanisms for resolving conflicts concerning transportation-related emissions that may arise between the MPA and the portion of the nonattainment or maintenance area outside the MPA.

(c) In nonattainment or maintenance areas, if the MPO is not the designated agency for air quality planning under section 174 of the Clean Air Act (42 U.S.C. 7504), there shall be a written agreement between the MPO and the designated air quality planning agency describing their respective roles and responsibilities for air quality related transportation planning.

(d) If more than one MPO has been designated to serve an urbanized area, there shall be a written agreement among the MPOs, the State(s), and the public transportation operator(s) describing how the metropolitan transportation planning processes will be coordinated to assure the development of consistent metropolitan transportation plans and TIPs across the MPA boundaries, particularly in cases in which a proposed transportation investment extends across the boundaries of more than one MPA. If any part of the urbanized area is a nonattainment or maintenance area, the agreement also shall include State and local air quality agencies. The metropolitan transportation planning processes for affected MPOs should, to the maximum extent possible, reflect coordinated data collection, analysis, and planning assumptions across the MPAs. Alternatively, a single metropolitan transportation plan and/or TIP for the entire urbanized area may be developed jointly by the MPOs in cooperation with their respective planning partners. Coordination efforts and outcomes shall be documented in subsequent transmittals of the UPWP and other planning products, including the metropolitan transportation plan and TIP, to the State(s), the FHWA, and the FTA.

(e) Where the boundaries of the urbanized area or MPA extend across two or more States, the Governors with responsibility for a portion of the multistate area, the appropriate MPO(s), and the public transportation operator(s) shall coordinate transportation planning for the entire multistate area. States involved in such multistate transportation planning may:

(1) Enter into agreements or compacts, not in conflict with any law of the United States, for cooperative efforts and mutual assistance in support of activities authorized under this section as the activities pertain to interstate areas and localities within the States; and

(2) Establish such agencies, joint or otherwise, as the States may determine desirable for making the agreements and compacts effective.

(f) If part of an urbanized area that has been designated as a TMA overlaps into an adjacent MPA serving an urbanized area that is not designated as a TMA, the adjacent urbanized area shall not be treated as a TMA. However, a written agreement shall be established between the MPOs with MPA boundaries including a portion of the TMA, which clearly identifies the roles and responsibilities of each MPO in meeting specific TMA requirements (e.g., congestion management process, Surface Transportation Program funds sub-allocated to the urbanized area over 200,000 population, and project selection).

**§ 450.316 Interested parties, participation, and consultation.**

(a) The MPO shall develop and use a documented participation plan that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.

(1) The participation plan shall be developed by the MPO in consultation with all interested parties and shall, at a minimum, describe explicit procedures, strategies, and desired outcomes for:

(i) Providing adequate public notice of public participation activities and time for public review and comment at key decision points, including but not limited to a reasonable opportunity to comment on the proposed metropolitan transportation plan and the TIP;

(ii) Providing timely notice and reasonable access to information about transportation issues and processes;

(iii) Employing visualization techniques to describe metropolitan transportation plans and TIPs;

(iv) Making public information (technical information and meeting notices) available in electronically accessible formats and means, such as the World Wide Web;

(v) Holding any public meetings at convenient and accessible locations and times;

(vi) Demonstrating explicit consideration and response to public input received during the development of the metropolitan transportation plan and the TIP;

(vii) Seeking out and considering the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households, who may face challenges accessing employment and other services;

(viii) Providing an additional opportunity for public comment, if the final metropolitan transportation plan or

TIP differs significantly from the version that was made available for public comment by the MPO and raises new material issues which interested parties could not reasonably have foreseen from the public involvement efforts;

(ix) Coordinating with the statewide transportation planning public involvement and consultation processes under subpart B of this part; and

(x) Periodically reviewing the effectiveness of the procedures and strategies contained in the participation plan to ensure a full and open participation process.

(2) When significant written and oral comments are received on the draft metropolitan transportation plan and TIP (including the financial plans) as a result of the participation process in this section or the interagency consultation process required under the EPA transportation conformity regulations (40 CFR part 93), a summary, analysis, and report on the disposition of comments shall be made as part of the final metropolitan transportation plan and TIP.

(3) A minimum public comment period of 45 calendar days shall be provided before the initial or revised participation plan is adopted by the MPO. Copies of the approved participation plan shall be provided to the FHWA and the FTA for informational purposes and shall be posted on the World Wide Web, to the maximum extent practicable.

(b) In developing metropolitan transportation plans and TIPs, the MPO should consult with agencies and officials responsible for other planning activities within the MPA that are affected by transportation (including State and local planned growth, economic development, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, metropolitan transportation plans and TIPs shall be developed with due consideration of other related planning activities within the metropolitan area, and the process shall provide for the design and delivery of transportation services within the area that are provided by:

(1) Recipients of assistance under title 49 U.S.C. Chapter 53;

(2) Governmental agencies and nonprofit organizations (including representatives of the agencies and organizations) that receive Federal assistance from a source other than the U.S. Department of Transportation to provide non-emergency transportation services; and

(3) Recipients of assistance under 23 U.S.C. 204.

(c) When the MPA includes Indian Tribal lands, the MPO shall appropriately involve the Indian Tribal government(s) in the development of the metropolitan transportation plan and the TIP.

(d) When the MPA includes Federal public lands, the MPO shall appropriately involve the Federal land management agencies in the development of the metropolitan transportation plan and the TIP.

(e) MPOs shall, to the extent practicable, develop a documented process(es) that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies, as

defined in paragraphs (b), (c), and (d) of this section, which may be included in the agreement(s) developed under § 450.314.

**§ 450.318 Transportation planning studies and project development.**

(a) Pursuant to section 1308 of the Transportation Equity Act for the 21<sup>st</sup> Century, TEA-21 (Pub. L. 105-178), an MPO(s), State(s), or public transportation operator(s) may undertake a multimodal, systems-level corridor or subarea planning study as part of the metropolitan transportation planning process. To the extent practicable, development of these transportation planning studies shall involve consultation with, or joint efforts among, the MPO(s), State(s), and/ or public transportation operator(s). The results or decisions of these transportation planning studies may be used as part of the overall project development process consistent with the National Environmental Policy Act (NEPA) of 1969 (42 U.S.C. 4321 *et seq.*) and associated implementing regulations (23 CFR part 771 and 40 CFR parts 1500-1508). Specifically, these corridor or subarea studies may result in producing any of the following for a proposed transportation project:

- (1) Purpose and need or goals and objective statement(s);
- (2) General travel corridor and/or general mode(s) definition (e.g., highway, transit, or a highway/transit combination);
- (3) Preliminary screening of alternatives and elimination of unreasonable alternatives;
- (4) Basic description of the environmental setting; and/or
- (5) Preliminary identification of environmental impacts and environmental mitigation.

(b) Publicly available documents or other source material produced by, or in support of, the transportation planning process described in this subpart may be incorporated directly or by reference into subsequent NEPA documents, in accordance with 40 CFR 1502.21, if:

- (1) The NEPA lead agencies agree that such incorporation will aid in establishing or evaluating the purpose and need for the Federal action, reasonable alternatives, cumulative or other impacts on the human and natural environment, or mitigation of these impacts; and
- (2) The systems-level, corridor, or subarea planning study is conducted with:
  - (i) Involvement of interested State, local, Tribal, and Federal agencies;
  - (ii) Public review;
  - (iii) Reasonable opportunity to comment during the metropolitan transportation planning process and development of the corridor or subarea planning study;
  - (iv) Documentation of relevant decisions in a form that is identifiable and available for review during the NEPA scoping process and can be appended to or referenced in the NEPA document; and
  - (v) The review of the FHWA and the FTA, as appropriate.

(c) By agreement of the NEPA lead agencies, the above integration may be accomplished through tiering (as described in 40 CFR 1502.20), incorporating the subarea or corridor planning study into the draft Environmental Impact Statement (EIS) or Environmental Assessment, or other means that the NEPA lead agencies deem appropriate.



(d) For transit fixed guideway projects requiring an Alternatives Analysis (49 U.S.C. 5309(d) and (e)), the Alternatives Analysis described in 49 CFR part 611 constitutes the planning required by section 1308 of the TEA–21. The Alternatives Analysis may or may not be combined with the preparation of a NEPA document (e.g., a draft EIS). When an Alternatives Analysis is separate from the preparation of a NEPA document, the results of the Alternatives Analysis may be used during a subsequent environmental review process as described in paragraph (a).

(e) Additional information to further explain the linkages between the transportation planning and project development/NEPA processes is contained in Appendix A to this part, including an explanation that it is nonbinding guidance material.

**§ 450.320 Congestion management process in transportation management areas.**

(a) The transportation planning process in a TMA shall address congestion management through a process that provides for safe and effective integrated management and operation of the multimodal transportation system, based on a cooperatively developed and implemented metropolitan-wide strategy, of new and existing transportation facilities eligible for funding under title 23 U.S.C. and title 49 U.S.C. Chapter 53 through the use of travel demand reduction and operational management strategies.

(b) The development of a congestion management process should result in multimodal system performance measures and strategies that can be reflected in the metropolitan transportation plan and the TIP. The level of system performance deemed acceptable by State and local transportation officials may vary by type of transportation facility, geographic location (metropolitan area or subarea), and/or time of day. In addition, consideration should be given to strategies that manage demand, reduce single occupant vehicle (SOV) travel, and improve transportation system management and operations. Where the addition of general purpose lanes is determined to be an appropriate congestion management strategy, explicit consideration is to be given to the incorporation of appropriate features into the SOV project to facilitate future demand management strategies and operational improvements that will maintain the functional integrity and safety of those lanes.

(c) The congestion management process shall be developed, established, and implemented as part of the metropolitan transportation planning process that includes coordination with transportation system management and operations activities. The congestion management process shall include:

(1) Methods to monitor and evaluate the performance of the multimodal transportation system, identify the causes of recurring and non-recurring congestion, identify and evaluate alternative strategies, provide information supporting the implementation of actions, and evaluate the effectiveness of implemented actions;

(2) Definition of congestion management objectives and appropriate performance measures to assess the extent of congestion and support the evaluation of the effectiveness of congestion reduction and mobility enhancement strategies for the movement of people and goods. Since levels of acceptable system performance may vary among local communities, performance measures should be tailored to the specific needs of the area and established cooperatively by the State(s), affected MPO(s), and local officials in consultation with the operators of major modes of transportation in the coverage area;

(3) Establishment of a coordinated program for data collection and system performance monitoring to define the extent and duration of congestion, to contribute in determining the causes of congestion, and evaluate the efficiency and effectiveness of implemented actions. To the extent possible, this data collection program should be coordinated with

existing data sources (including archived operational/ITS data) and coordinated with operations managers in the metropolitan area;

(4) Identification and evaluation of the anticipated performance and expected benefits of appropriate congestion management strategies that will contribute to the more effective use and improved safety of existing and future transportation systems based on the established performance measures. The following categories of strategies, or combinations of strategies, are some examples of what should be appropriately considered for each area:

(i) Demand management measures, including growth management and congestion pricing;

(ii) Traffic operational improvements;

(iii) Public transportation improvements;

(iv) ITS technologies as related to the regional ITS architecture; and

(v) Where necessary, additional system capacity;

(5) Identification of an implementation schedule, implementation responsibilities, and possible funding sources for each strategy (or combination of strategies) proposed for implementation; and

(6) Implementation of a process for periodic assessment of the effectiveness of implemented strategies, in terms of the area's established performance measures. The results of this evaluation shall be provided to decision-makers and the public to provide guidance on selection of effective strategies for future implementation.

(d) In a TMA designated as nonattainment area for ozone or carbon monoxide pursuant to the Clean Air Act, Federal funds may not be programmed for any project that will result in a significant increase in the carrying capacity for SOVs (i.e., a new general purpose highway on a new location or adding general purpose lanes, with the exception of safety improvements or the elimination of bottlenecks), unless the project is addressed through a congestion management process meeting the requirements of this section.

(e) In TMAs designated as nonattainment for ozone or carbon monoxide, the congestion management process shall provide an appropriate analysis of reasonable (including multimodal) travel demand reduction and operational management strategies for the corridor in which a project that will result in a significant increase in capacity for SOVs (as described in paragraph (d) of this section) is proposed to be advanced with Federal funds. If the analysis demonstrates that travel demand reduction and operational management strategies cannot fully satisfy the need for additional capacity in the corridor and additional SOV capacity is warranted, then the congestion management process shall identify all reasonable strategies to manage the SOV facility safely and effectively (or to facilitate its management in the future). Other travel demand reduction and operational management strategies appropriate for the corridor, but not appropriate for incorporation into the SOV facility itself, shall also be identified through the congestion management process. All identified reasonable travel demand reduction and operational management strategies shall be incorporated into the SOV project or committed to by the State and MPO for implementation.

(f) State laws, rules, or regulations pertaining to congestion management systems or programs may constitute the congestion management process, if the FHWA and the FTA find that the State laws,

rules, or regulations are consistent with, and fulfill the intent of, the purposes of 23 U.S.C. 134 and 49 U.S.C. 5303.

**§ 450.322 Development and content of the metropolitan transportation plan.**

(a) The metropolitan transportation planning process shall include the development of a transportation plan addressing no less than a 20-year planning horizon as of the effective date. In nonattainment and maintenance areas, the effective date of the transportation plan shall be the date of a conformity determination issued by the FHWA and the FTA. In attainment areas, the effective date of the transportation plan shall be its date of adoption by the MPO.

(b) The transportation plan shall include both long-range and short-range strategies/actions that lead to the development of an integrated multimodal transportation system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

(c) The MPO shall review and update the transportation plan at least every four years in air quality nonattainment and maintenance areas and at least every five years in attainment areas to confirm the transportation plan's validity and consistency with current and forecasted transportation and land use conditions and trends and to extend the forecast period to at least a 20-year planning horizon. In addition, the MPO may revise the transportation plan at any time using the procedures in this section without a requirement to extend the horizon year. The transportation plan (and any revisions) shall be approved by the MPO and submitted for information purposes to the Governor. Copies of any updated or revised transportation plans must be provided to the FHWA and the FTA.

(d) In metropolitan areas that are in nonattainment for ozone or carbon monoxide, the MPO shall coordinate the development of the metropolitan transportation plan with the process for developing transportation control measures (TCMs) in a State Implementation Plan (SIP).

(e) The MPO, the State(s), and the public transportation operator(s) shall validate data utilized in preparing other existing modal plans for providing input to the transportation plan. In updating the transportation plan, the MPO shall base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. The MPO shall approve transportation plan contents and supporting analyses produced by a transportation plan update.

(f) The metropolitan transportation plan shall, at a minimum, include:

(1) The projected transportation demand of persons and goods in the metropolitan planning area over the period of the transportation plan;

(2) Existing and proposed transportation facilities (including major roadways, transit, multimodal and intermodal facilities, pedestrian walkways and bicycle facilities, and intermodal connectors) that should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions over the period of the transportation plan. In addition, the locally preferred alternative selected from an Alternatives Analysis under the FTA's Capital Investment Grant program (49 U.S.C. 5309 and 49 CFR part 611) needs to be adopted as part of the metropolitan transportation plan as a condition for funding under 49 U.S.C. 5309;

- (3) Operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods;
- (4) Consideration of the results of the congestion management process in TMAs that meet the requirements of this subpart, including the identification of SOV projects that result from a congestion management process in TMAs that are nonattainment for ozone or carbon monoxide;
- (5) Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure and provide for multimodal capacity increases based on regional priorities and needs. The metropolitan transportation plan may consider projects and strategies that address areas or corridors where current or projected congestion threatens the efficient functioning of key elements of the metropolitan area's transportation system;
- (6) Design concept and design scope descriptions of all existing and proposed transportation facilities in sufficient detail, regardless of funding source, in nonattainment and maintenance areas for conformity determinations under the EPA's transportation conformity rule (40 CFR part 93). In all areas (regardless of air quality designation), all proposed improvements shall be described in sufficient detail to develop cost estimates;
- (7) A discussion of types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the metropolitan transportation plan. The discussion may focus on policies, programs, or strategies, rather than at the project level. The discussion shall be developed in consultation with Federal, State, and Tribal land management, wildlife, and regulatory agencies. The MPO may establish reasonable timeframes for performing this consultation;
- (8) Pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g);
- (9) Transportation and transit enhancement activities, as appropriate; and
- (10) A financial plan that demonstrates how the adopted transportation plan can be implemented.
  - (i) For purposes of transportation system operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain Federal-aid highways (as defined by 23 U.S.C. 101(a)(5)) and public transportation (as defined by title 49 U.S.C. Chapter 53).
  - (ii) For the purpose of developing the metropolitan transportation plan, the MPO, public transportation operator(s), and State shall cooperatively develop estimates of funds that will be available to support metropolitan transportation plan implementation, as required under § 450.314(a). All necessary financial resources from public and private sources that are reasonably expected to be made available to carry out the transportation plan shall be identified.
  - (iii) The financial plan shall include recommendations on any additional financing strategies to fund projects and programs included in the metropolitan

transportation plan. In the case of new funding sources, strategies for ensuring their availability shall be identified.

(iv) In developing the financial plan, the MPO shall take into account all projects and strategies proposed for funding under title 23 U.S.C., title 49 U.S.C. Chapter 53 or with other Federal funds; State assistance; local sources; and private participation. Starting December 11, 2007, revenue and cost estimates that support the metropolitan transportation plan must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s).

(v) For the outer years of the metropolitan transportation plan (i.e., beyond the first 10 years), the financial plan may reflect aggregate cost ranges/ cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.

(vi) For nonattainment and maintenance areas, the financial plan shall address the specific financial strategies required to ensure the implementation of TCMs in the applicable SIP.

(vii) For illustrative purposes, the financial plan may (but is not required to) include additional projects that would be included in the adopted transportation plan if additional resources beyond those identified in the financial plan were to become available.

(viii) In cases that the FHWA and the FTA find a metropolitan transportation plan to be fiscally constrained and a revenue source is subsequently removed or substantially reduced (i.e., by legislative or administrative actions), the FHWA and the FTA will not withdraw the original determination of fiscal constraint; however, in such cases, the FHWA and the FTA will not act on an updated or amended metropolitan transportation plan that does not reflect the changed revenue situation.

(g) The MPO shall consult, as appropriate, with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation concerning the development of the transportation plan. The consultation shall involve, as appropriate:

(1) Comparison of transportation plans with State conservation plans or maps, if available; or

(2) Comparison of transportation plans to inventories of natural or historic resources, if available.

(h) The metropolitan transportation plan should include a safety element that incorporates or summarizes the priorities, goals, countermeasures, or projects for the MPA contained in the Strategic Highway Safety Plan required under 23 U.S.C. 148, as well as (as appropriate) emergency relief and disaster preparedness plans and strategies and policies that support homeland security (as appropriate) and safeguard the personal security of all motorized and non-motorized users.

(i) The MPO shall provide citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of

users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan using the participation plan developed under § 450.316(a).

(j) The metropolitan transportation plan shall be published or otherwise made readily available by the MPO for public review, including (to the maximum extent practicable) in electronically accessible formats and means, such as the World Wide Web.

(k) A State or MPO shall not be required to select any project from the illustrative list of additional projects included in the financial plan under paragraph (f)(10) of this section.

(l) In nonattainment and maintenance areas for transportation-related pollutants, the MPO, as well as the FHWA and the FTA, must make a conformity determination on any updated or amended transportation plan in accordance with the Clean Air Act and the EPA transportation conformity regulations (40 CFR part 93). During a conformity lapse, MPOs can prepare an interim metropolitan transportation plan as a basis for advancing projects that are eligible to proceed under a conformity lapse. An interim metropolitan transportation plan consisting of eligible projects from, or consistent with, the most recent conforming transportation plan and TIP may proceed immediately without revisiting the requirements of this section, subject to interagency consultation defined in 40 CFR part 93. An interim metropolitan transportation plan containing eligible projects that are not from, or consistent with, the most recent conforming transportation plan and TIP must meet all the requirements of this section.

**§ 450.324 Development and content of the transportation improvement program (TIP).**

(a) The MPO, in cooperation with the State(s) and any affected public transportation operator(s), shall develop a TIP for the metropolitan planning area. The TIP shall cover a period of no less than four years, be updated at least every four years, and be approved by the MPO and the Governor. However, if the TIP covers more than four years, the FHWA and the FTA will consider the projects in the additional years as informational. The TIP may be updated more frequently, but the cycle for updating the TIP must be compatible with the STIP development and approval process. The TIP expires when the FHWA/FTA approval of the STIP expires. Copies of any updated or revised TIPs must be provided to the FHWA and the FTA. In nonattainment and maintenance areas subject to transportation conformity requirements, the FHWA and the FTA, as well as the MPO, must make a conformity determination on any updated or amended TIP, in accordance with the Clean Air Act requirements and the EPA's transportation conformity regulations (40 CFR part 93).

(b) The MPO shall provide all interested parties with a reasonable opportunity to comment on the proposed TIP as required by § 450.316(a). In addition, in nonattainment area TMAs, the MPO shall provide at least one formal public meeting during the TIP development process, which should be addressed through the participation plan described in § 450.316(a). In addition, the TIP shall be published or otherwise made readily available by the MPO for public review, including (to the maximum extent practicable) in electronically accessible formats and means, such as the World Wide Web, as described in § 450.316(a).

(c) The TIP shall include capital and non-capital surface transportation projects (or phases of projects) within the boundaries of the metropolitan planning area proposed for funding under 23 U.S.C. and 49 U.S.C. Chapter 53 (including transportation enhancements; Federal Lands Highway program projects; safety projects included in the State's Strategic Highway Safety Plan; trails projects; pedestrian walkways; and bicycle facilities), except the following that may (but are not required to) be included:

(1) Safety projects funded under 23 U.S.C. 402 and 49 U.S.C. 31102;

- (2) Metropolitan planning projects funded under 23 U.S.C. 104(f), 49 U.S.C. 5305(d), and 49 U.S.C. 5339;
  - (3) State planning and research projects funded under 23 U.S.C. 505 and 49 U.S.C. 5305(e);
  - (4) At the discretion of the State and MPO, State planning and research projects funded with National Highway System, Surface Transportation Program, and/or Equity Bonus funds;
  - (5) Emergency relief projects (except those involving substantial functional, locational, or capacity changes);
  - (6) National planning and research projects funded under 49 U.S.C. 5314; and
  - (7) Project management oversight projects funded under 49 U.S.C. 5327.
- (d) The TIP shall contain all regionally significant projects requiring an action by the FHWA or the FTA whether or not the projects are to be funded under title 23 U.S.C. Chapters 1 and 2 or title 49 U.S.C. Chapter 53 (e.g., addition of an interchange to the Interstate System with State, local, and/or private funds and congressionally designated projects not funded under 23 U.S.C. or 49 U.S.C. Chapter 53). For public information and conformity purposes, the TIP shall include all regionally significant projects proposed to be funded with Federal funds other than those administered by the FHWA or the FTA, as well as all regionally significant projects to be funded with non-Federal funds.
- (e) The TIP shall include, for each project or phase (e.g., preliminary engineering, environment/NEPA, right-of-way, design, or construction), the following:
- (1) Sufficient descriptive material (i.e., type of work, termini, and length) to identify the project or phase;
  - (2) Estimated total project cost, which may extend beyond the four years of the TIP;
  - (3) The amount of Federal funds proposed to be obligated during each program year for the project or phase (for the first year, this includes the proposed category of Federal funds and source(s) of non-Federal funds. For the second, third, and fourth years, this includes the likely category or possible categories of Federal funds and sources of non-Federal funds);
  - (4) Identification of the agencies responsible for carrying out the project or phase;
  - (5) In nonattainment and maintenance areas, identification of those projects which are identified as TCMs in the applicable SIP;
  - (6) In nonattainment and maintenance areas, included projects shall be specified in sufficient detail (design concept and scope) for air quality analysis in accordance with the EPA transportation conformity regulation (40 CFR part 93); and
  - (7) In areas with Americans with Disabilities Act required paratransit and key station plans, identification of those projects that will implement these plans.
- (f) Projects that are not considered to be of appropriate scale for individual identification in a given program year may be grouped by function, work type, and/or geographic area using the
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applicable classifications under 23 CFR 771.117(c) and (d) and/or 40 CFR part 93. In nonattainment and maintenance areas, project classifications must be consistent with the “exempt project” classifications contained in the EPA transportation conformity regulation (40 CFR part 93). In addition, projects proposed for funding under title 23 U.S.C. Chapter 2 that are not regionally significant may be grouped in one line item or identified individually in the TIP.

(g) Each project or project phase included in the TIP shall be consistent with the approved metropolitan transportation plan.

(h) The TIP shall include a financial plan that demonstrates how the approved TIP can be implemented, indicates resources from public and private sources that are reasonably expected to be made available to carry out the TIP, and recommends any additional financing strategies for needed projects and programs. In developing the TIP, the MPO, State(s), and public transportation operator(s) shall cooperatively develop estimates of funds that are reasonably expected to be available to support TIP implementation, in accordance with § 450.314(a). Only projects for which construction or operating funds can reasonably be expected to be available may be included. In the case of new funding sources, strategies for ensuring their availability shall be identified. In developing the financial plan, the MPO shall take into account all projects and strategies funded under title 23 U.S.C., title 49 U.S.C. Chapter 53 and other Federal funds; and regionally significant projects that are not federally funded.

For purposes of transportation operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain Federal-aid highways (as defined by 23 U.S.C. 101(a)(5)) and public transportation (as defined by title 49 U.S.C. Chapter 53). In addition, for illustrative purposes, the financial plan may (but is not required to) include additional projects that would be included in the TIP if reasonable additional resources beyond those identified in the financial plan were to become available. Starting [Insert date 270 days after effective date], revenue and cost estimates for the TIP must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s).

(i) The TIP shall include a project, or a phase of a project, only if full funding can reasonably be anticipated to be available for the project within the time period contemplated for completion of the project. In nonattainment and maintenance areas, projects included in the first two years of the TIP shall be limited to those for which funds are available or committed. For the TIP, financial constraint shall be demonstrated and maintained by year and shall include sufficient financial information to demonstrate which projects are to be implemented using current and/or reasonably available revenues, while federally supported facilities are being adequately operated and maintained. In the case of proposed funding sources, strategies for ensuring their availability shall be identified in the financial plan consistent with paragraph (h) of this section. In nonattainment and maintenance areas, the TIP shall give priority to eligible TCMs identified in the approved SIP in accordance with the EPA transportation conformity regulation (40 CFR part 93) and shall provide for their timely implementation.

(j) Procedures or agreements that distribute sub-allocated Surface Transportation Program funds or funds under 49 U.S.C. 5307 to individual jurisdictions or modes within the MPA by pre-determined percentages or formulas are inconsistent with the legislative provisions that require the MPO, in cooperation with the State and the public transportation operator, to develop a prioritized and financially constrained TIP and shall not be used unless they can be clearly shown to be based on considerations required to be addressed as part of the metropolitan transportation planning process.



(k) For the purpose of including projects funded under 49 U.S.C. 5309 in a TIP, the following approach shall be followed:

(1) The total Federal share of projects included in the first year of the TIP shall not exceed levels of funding committed to the MPA; and

(2) The total Federal share of projects included in the second, third, fourth, and/or subsequent years of the TIP may not exceed levels of funding committed, or reasonably expected to be available, to the MPA.

(l) As a management tool for monitoring progress in implementing the transportation plan, the TIP should:

(1) Identify the criteria and process for prioritizing implementation of transportation plan elements (including multimodal trade-offs) for inclusion in the TIP and any changes in priorities from previous TIPs;

(2) List major projects from the previous TIP that were implemented and identify any significant delays in the planned implementation of major projects; and

(3) In nonattainment and maintenance areas, describe the progress in implementing any required TCMs, in accordance with 40 CFR part 93.

(m) During a conformity lapse, MPOs may prepare an interim TIP as a basis for advancing projects that are eligible to proceed under a conformity lapse. An interim TIP consisting of eligible projects from, or consistent with, the most recent conforming metropolitan transportation plan and TIP may proceed immediately without revisiting the requirements of this section, subject to interagency consultation defined in 40 CFR part 93. An interim TIP containing eligible projects that are not from, or consistent with, the most recent conforming transportation plan and TIP must meet all the requirements of this section.

(n) Projects in any of the first four years of the TIP may be advanced in place of another project in the first four years of the TIP, subject to the project selection requirements of § 450.330. In addition, the TIP may be revised at any time under procedures agreed to by the State, MPO(s), and public transportation operator(s) consistent with the TIP development procedures established in this section, as well as the procedures for the MPO participation plan (see § 450.316(a)) and FHWA/FTA actions on the TIP (see § 450.328).

(o) In cases that the FHWA and the FTA find a TIP to be fiscally constrained and a revenue source is subsequently removed or substantially reduced (i.e., by legislative or administrative actions), the FHWA and the FTA will not withdraw the original determination of fiscal constraint. However, in such cases, the FHWA and the FTA will not act on an updated or amended TIP that does not reflect the changed revenue situation.

**§ 450.326 TIP revisions and relationship to the STIP.**

(a) An MPO may revise the TIP at any time under procedures agreed to by the cooperating parties consistent with the procedures established in this part for its development and approval. In nonattainment or maintenance areas for transportation-related pollutants, if a TIP amendment involves non-exempt projects (per 40 CFR part 93), or is replaced with an updated TIP, the MPO and the FHWA and the FTA must make a new conformity determination. In all areas, changes that affect fiscal constraint must take place by amendment of the TIP. Public participation procedures consistent with § 450.316(a) shall be utilized in revising the TIP, except that these procedures are not required for administrative modifications.

(b) After approval by the MPO and the Governor, the TIP shall be included without change, directly or by reference, in the STIP required under 23 U.S.C. 135. In nonattainment and maintenance areas, a conformity finding on the TIP must be made by the FHWA and the FTA before it is included in the STIP. A copy of the approved TIP shall be provided to the FHWA and the FTA.

(c) The State shall notify the MPO and Federal land management agencies when a TIP including projects under the jurisdiction of these agencies has been included in the STIP.

**§ 450.328 TIP action by the FHWA and the FTA.**

(a) The FHWA and the FTA shall jointly find that each metropolitan TIP is consistent with the metropolitan transportation plan produced by the continuing and comprehensive transportation process carried on cooperatively by the MPO(s), the State(s), and the public transportation operator(s) in accordance with 23 U.S.C. 134 and 49 U.S.C. 5303. This finding shall be based on the self-certification statement submitted by the State and MPO under § 450.334, a review of the metropolitan transportation plan by the FHWA and the FTA, and upon other reviews as deemed necessary by the FHWA and the FTA.

(b) In nonattainment and maintenance areas, the MPO, as well as the FHWA and the FTA, shall determine conformity of any updated or amended TIP, in accordance with 40 CFR part 93. After the FHWA and the FTA issue a conformity determination on the TIP, the TIP shall be incorporated, without change, into the STIP, directly or by reference.

(c) If the metropolitan transportation plan has not been updated in accordance with the cycles defined in § 450.322(c), projects may only be advanced from a TIP that was approved and found to conform (in nonattainment and maintenance areas) prior to expiration of the metropolitan transportation plan and meets the TIP update requirements of § 450.324(a). Until the MPO approves (in attainment areas) or the FHWA/FTA issues a conformity determination on (in nonattainment and maintenance areas) the updated metropolitan transportation plan, the TIP may not be amended.

(d) In the case of extenuating circumstances, the FHWA and the FTA will consider and take appropriate action on requests to extend the STIP approval period for all or part of the TIP in accordance with § 450.218(c).

(e) If an illustrative project is included in the TIP, no Federal action may be taken on that project by the FHWA and the FTA until it is formally included in the financially constrained and conforming metropolitan transportation plan and TIP.

(f) Where necessary in order to maintain or establish operations, the FHWA and the FTA may approve highway and transit operating assistance for specific projects or programs, even though the projects or programs may not be included in an approved TIP.

**§ 450.330 Project selection from the TIP.**

(a) Once a TIP that meets the requirements of 23 U.S.C. 134(j), 49 U.S.C. 5303(j), and § 450.324 has been developed and approved, the first year of the TIP shall constitute an “agreed to” list of projects for project selection purposes and no further project selection action is required for the implementing agency to proceed with projects, except where the appropriated Federal funds available to the metropolitan planning area are significantly less than the authorized amounts or where there are significant shifting of projects between years. In this case, a revised “agreed to” list of projects shall be jointly developed by the MPO, the State, and the public transportation operator(s) if requested by the MPO, the State, or the public transportation operator(s). If the State or public transportation operator(s) wishes to proceed with a project in the second, third, or fourth year of the TIP, the specific project selection procedures stated in paragraphs (b) and (c) of

this section must be used unless the MPO, the State, and the public transportation operator(s) jointly develop expedited project selection procedures to provide for the advancement of projects from the second, third, or fourth years of the TIP.

(b) In metropolitan areas not designated as TMAs, projects to be implemented using title 23 U.S.C. funds (other than Federal Lands Highway program projects) or funds under title 49 U.S.C. Chapter 53, shall be selected by the State and/or the public transportation operator(s), in cooperation with the MPO from the approved metropolitan TIP. Federal Lands Highway program projects shall be selected in accordance with procedures developed pursuant to 23 U.S.C. 204.

(c) In areas designated as TMAs, all 23 U.S.C. and 49 U.S.C. Chapter 53 funded projects (excluding projects on the National Highway System (NHS) and projects funded under the Bridge, Interstate Maintenance, and Federal Lands Highway programs) shall be selected by the MPO in consultation with the State and public transportation operator(s) from the approved TIP and in accordance with the priorities in the approved TIP. Projects on the NHS and projects funded under the Bridge and Interstate Maintenance programs shall be selected by the State in cooperation with the MPO, from the approved TIP. Federal Lands Highway program projects shall be selected in accordance with procedures developed pursuant to 23 U.S.C. 204.

(d) Except as provided in § 450.324(c) and § 450.328(f), projects not included in the federally approved STIP shall not be eligible for funding with funds under title 23 U.S.C. or 49 U.S.C. Chapter 53.

(e) In nonattainment and maintenance areas, priority shall be given to the timely implementation of TCMs contained in the applicable SIP in accordance with the EPA transportation conformity regulations (40 CFR part 93).

**§ 450.332 Annual listing of obligated projects.**

(a) In metropolitan planning areas, on an annual basis, no later than 90 calendar days following the end of the program year, the State, public transportation operator(s), and the MPO shall cooperatively develop a listing of projects (including investments in pedestrian walkways and bicycle transportation facilities) for which funds under 23 U.S.C. or 49 U.S.C. Chapter 53 were obligated in the preceding program year.

(b) The listing shall be prepared in accordance with § 450.314(a) and shall include all federally funded projects authorized or revised to increase obligations in the preceding program year, and shall at a minimum include the TIP information under § 450.324(e)(1) and (4) and identify, for each project, the amount of Federal funds requested in the TIP, the Federal funding that was obligated during the preceding year, and the Federal funding remaining and available for subsequent years.

(c) The listing shall be published or otherwise made available in accordance with the MPO's public participation criteria for the TIP.

**§ 450.334 Self-certifications and Federal certifications.**

(a) For all MPAs, concurrent with the submittal of the entire proposed TIP to the FHWA and the FTA as part of the STIP approval, the State and the MPO shall certify at least every four years that the metropolitan transportation planning process is being carried out in accordance with all applicable requirements including:

(1) 23 U.S.C. 134, 49 U.S.C. 5303, and this subpart;

(2) In nonattainment and maintenance areas, sections 174 and 176 (c) and (d) of the Clean Air Act, as amended (42 U.S.C. 7504, 7506 (c) and (d)) and 40 CFR part 93;

- (3) Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. 2000d-1) and 49 CFR part 21;
  - (4) 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity;
  - (5) Section 1101(b) of the SAFETEA- LU (Pub. L. 109-59) and 49 CFR part 26 regarding the involvement of disadvantaged business enterprises in USDOT funded projects;
  - (6) 23 CFR part 230, regarding the implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts;
  - (7) The provisions of the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 *et seq.*) and 49 CFR parts 27, 37, and 38;
  - (8) The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance;
  - (9) Section 324 of title 23 U.S.C. regarding the prohibition of discrimination based on gender; and
  - (10) Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR part 27 regarding discrimination against individuals with disabilities.
- (b) In TMAs, the FHWA and the FTA jointly shall review and evaluate the transportation planning process for each TMA no less than once every four years to determine if the process meets the requirements of applicable provisions of Federal law and this subpart.
- (1) After review and evaluation of the TMA planning process, the FHWA and FTA shall take one of the following actions:
    - (i) If the process meets the requirements of this part and a TIP has been approved by the MPO and the Governor, jointly certify the transportation planning process;
    - (ii) If the process substantially meets the requirements of this part and a TIP has been approved by the MPO and the Governor, jointly certify the transportation planning process subject to certain specified corrective actions being taken; or
    - (iii) If the process does not meet the requirements of this part, jointly certify the planning process as the basis for approval of only those categories of programs or projects that the FHWA and the FTA jointly determine, subject to certain specified corrective actions being taken.
  - (2) If, upon the review and evaluation conducted under paragraph (b)(1)(iii) of this section, the FHWA and the FTA do not certify the transportation planning process in a TMA, the Secretary may withhold up to 20 percent of the funds attributable to the metropolitan planning area of the MPO for projects funded under title 23 U.S.C. and title 49 U.S.C. Chapter 53 in addition to corrective actions and funding restrictions. The withheld funds shall be restored to the MPA when the metropolitan transportation planning process is certified by the FHWA and FTA, unless the funds have lapsed.

(3) A certification of the TMA planning process will remain in effect for four years unless a new certification determination is made sooner by the FHWA and the FTA or a shorter term is specified in the certification report.

(4) In conducting a certification review, the FHWA and the FTA shall provide opportunities for public involvement within the metropolitan planning area under review. The FHWA and the FTA shall consider the public input received in arriving at a decision on a certification action.

(5) The MPO(s), the State(s), and public transportation operator(s) shall be notified of the actions taken under paragraphs (b)(1) and (b)(2) of this section. The FHWA and the FTA will update the certification status of the TMA when evidence of satisfactory completion of a corrective action(s) is provided to the FHWA and the FTA.

**§ 450.336 Applicability of NEPA to metropolitan transportation plans and programs.**

Any decision by the Secretary concerning a metropolitan transportation plan or TIP developed through the processes provided for in 23 U.S.C. 134, 49 U.S.C. 5303, and this subpart shall not be considered to be a Federal action subject to review under NEPA.

**§ 450.338 Phase-in of new requirements.**

(a) Metropolitan transportation plans and TIPs adopted or approved prior to July 1, 2007 may be developed using the TEA-21 requirements or the provisions and requirements of this part.

(b) For metropolitan transportation plans and TIPs that are developed under TEA-21 requirements prior to July 1, 2007, the FHWA/FTA action (i.e., conformity determinations and STIP approvals) must be completed no later than June 30, 2007. For metropolitan transportation plans in attainment areas that are developed under TEA-21 requirements prior to July 1, 2007, the MPO adoption action must be completed no later than June 30, 2007. If these actions are completed on or after July 1, 2007, the provisions and requirements of this part shall take effect, regardless of when the metropolitan transportation plan or TIP were developed.

(c) On and after July 1, 2007, the FHWA and the FTA will take action on a new TIP developed under the provisions of this part, even if the MPO has not yet adopted a new metropolitan transportation plan under the provisions of this part, as long as the underlying transportation planning process is consistent with the requirements in the SAFETEA-LU.

(d) The applicable action (see paragraph (b) of this section) on any amendments or updates to metropolitan transportation plans and TIPs on or after July 1, 2007, shall be based on the provisions and requirements of this part. However, administrative modifications may be made to the metropolitan transportation plan or TIP on or after July 1, 2007 in the absence of meeting the provisions and requirements of this part.

(e) For new TMAs, the congestion management process described in § 450.320 shall be implemented within 18 months of the designation of a new TMA.

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**APPENDIX E**  
**STATE CODE APPLICABLE TO MPOS**

Below is the state code applicable to MPOs:

[§ 33.1-23.03:01](#) Distribution of certain federal funds.

Metropolitan Planning Organizations (MPOs) as defined under Title 23 U.S.C. 134 and Section 8 of the Federal Transit Act shall be authorized to issue contracts for studies and to develop and approve transportation plans and improvement programs to the full extent permitted by federal law.

(1994, c. 741.)



**APPENDIX F**  
**PUBLIC COMMENTS ON FY 2013 UPWP**

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**HRTPO Public Comment**  
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**RE: Draft FY 2013 Unified Planning Work Program**

**Name:** Mr. Ray Taylor  
**Date:** March 16, 2012  
**Subject:** Draft FY 2013 UPWP

**Public Comment Input (Via E-Mail)**

It gets better every time. Congratulations for that. Attached are my public comment inputs for the draft FY-2013 HRTPO UPWP document.

Attached Comments:

**Public Comment Input**

March 16, 2012

**Draft FY-2013 UPWP for Hampton Roads TPO**

Each year, for the past several years, the HRTPO staff has steadily improved the quality and value of the regional TPO's UPWP document in impressive ways. Increasingly, the document includes guidance and direction to the staff that strengthens the region's ability to be more successfully competitive in the search for fair-share federal and state funding support for the highways, bridges, passenger rail and public transportation systems that make up the multimodal regional transportation system throughout the Hampton Roads metropolitan area.

Recommendations for the current draft FY-2013 Unified Planning Work program (UPWP) document follow:

1. Page 1: The bulleted entries under the second paragraph list three federal funding sources (PL, 5303 and 5307). The text on page 8 lists six federal funding sources (PL, SPR, 5303, 5307, 5316, and 5317). On first blush, this seems to be OK, but from discussion with board and TPO committee members (not to mention the public), there is general confusion about the federal funding sources. **Recommend** listing all six sources on page 1 as well as on page 8. **Also recommend** denoting that the 5316 and 5317 sources are uniquely available only to the public transit agencies (if that is true). If that is true, that would help to explain the large fraction of funds applied to public transportation (depicted in Table B, page 7) as compared to all other regional transportation systems which is not otherwise explained or properly understood by some. Nationwide, some MPOs include 5316 and 5317 funded projects in their UPWP document, and some do not. Either method can be justified; it just needs explanation. Any steps taken to assist board member decision-makers more fully understand available federal funding sources, which ones can be flexed by the HRTPO, etc. will be

useful. In short, **recommend** additional clarification on the topic of federal funding sources.

***HRTPO Staff Comment:***

***Staff agrees that there is a potential for confusion regarding funding sources as noted by the commenter. Since the funding sources are described more fully later in the Introduction section, staff has deleted the bullets on page 1 that had identified three of the funding sources for the UPWP to eliminate the duplication and potential confusion. In addition, since the UPWP includes some Congestion Mitigation and Air Quality (CMAQ) Improvement Program and Regional Surface Transportation Program (RSTP) funds, brief descriptions of those funding sources have been added to the Introduction section where the various funding sources are described.***

2. Page 2: Introduced by the TPO Staff two years ago, this page and this paragraph are very valuable for board members and everyone else. Three new excellent “new activities” are highlighted for this coming fiscal year. **Recommend** adding two more potentially very important “new activities” as listed below”.
  - Monitor and develop recommendations on MPO changes that will result from new federal legislation: The existing federal SAFETEA-LU legislation will be replaced by new legislation either this year or next year, and it is known that federal guidance and direction concerning the roles and responsibilities will be modified. Indicators are that these MPO functions will be increased and that the nationwide structure of MPOs will be modified with the predominant suggestion being that a new MPO classification for metro areas with greater than one million residents will be established. Whatever the case may be, **recommend** a low cost, TPO staff line item be included in the UPWP to monitor the progress of federal legislation and to develop recommendations for the board of how best to capitalize on and benefit from these changes.
  - Maintain a tracking system to ensure obligated funds are spent: Headlines over the past two years reported “fund money” or “money parked but not spent”. At both the state and regional levels last year, the programming process was found to suffer numerous inactive projects resulting in considerable unobligated dollars sitting idle. In response, this past year, the TPO staff initiated one of the best follow-up set of actions in the state to address this issue and to introduce the necessary discipline. This is described very well on page 21 of this draft UPWP document as follows: “During FY 2012, the HRTPO conducted the first annual full CMAQ/RSTP Project Selection Process to ensure that funds expected to be available are properly allocated. HRTPO staff maintains “tracking tables” that identify the CMAQ or RSTP allocations per year associated with transportation projects and processes requests for additional funds to cover cost overruns on CMAQ and RSTP projects. In addition the Transportation Programming Subcommittee (TPS) holds quarterly meetings to monitor the status of CMAQ and RSTP projects and to make adjustments to project allocations to ensure the funds are used effectively”. This is an important “new activity”, and, accordingly, it is recommended that this “new activity” be listed on page 2 along with other new TPO staff activities.

***HRTPO Staff Comment:***

*With regard to the first bullet, monitoring federal transportation legislation and developing recommendations for the HRTPO Board regarding such legislation is an ongoing activity of the HRTPO staff. It would be inaccurate to describe such work as a new activity.*

*With regard to the second bullet, per the public comment, staff has realized that the wording of the first sentence in the quoted section is confusing. Although beginning in FY 2012 the CMAQ/RSTP Project Selection Process will be conducted annually, the reader might interpret the sentence to say that the process and the work to ensure that funds expected to be available are properly allocated began in FY 2012. In actuality, these processes have been going on since 1992. The only change in FY 2012 was that the Project Selection Process will now be conducted annually instead of once every two or three years.*

*The “Changes” section of the UPWP was originally included in the FY 2011 UPWP to highlight the significant number of changes between the FY 2010 and FY 2011 documents that were made due to the planning priorities of the HRTPO as well as a restructuring in the way the HRTPO staff carried out its functions. As a result of an internal review of the FY 2013 UPWP by HRTPO staff, it has been determined that the “Changes” section is not needed since there are no significant changes in the planning priorities nor the way HRTPO staff carries out its functions in the FY 2013 UPWP when compared to the FY 2012 UPWP. Therefore, this section has been deleted from the Introduction section of the FY 2013 UPWP.*

3. Page 7, Table A: **Recommend** changing the “Local Match” term at the top of column 3 in this table to read “Regional Match”.

***HRTPO Staff Comment:***

*Since the “Local Match” identifies the amount of funding provided by Hampton Roads localities to match federal money used fund the transportation planning and programming processes of the HRTPO, staff believes it is proper to keep the “Local Match” column heading as shown in Table A.*

4. Page 7, Table B:
  - **Recommend** explaining what are the “state agencies”, the term used at the top of column 2 in the table.

***HRTPO Staff Comment:***

*A footnote has been added identifying the “state agencies” in Table B as the Virginia Department of Transportation and the Virginia Port Authority.*

- **Recommend** added clarification be provided in this table to show what funding levels come from what federal funding sources. Adding to the recommendation above for page 1, the idea of providing added clarification concerning the six categories of federal funding sources and where they go will be beneficial. One quick suggested table might look like this:

BUDGET FOR REGIONAL TRANSPORTATION PLANNING AND PROGRAMMING SUMMARIZED BY ENTITY				
HRTPO	STATE AGENCIES	HRT	WATA	TOTAL
\$xx (PL)		\$xx (5303)	\$xx (5303)	\$8,760,792
\$yy (SPR)		\$yy (5307)	\$yy (5307)	
\$zz (5303)		\$zz (5316)	\$zz (5316)	
\$aa (5307)		\$aa (5317)	\$aa (5317)	
\$bb (Total)		\$bb (Total)	\$bb (Total)	
%	%	%	%	%
42.93	11.53	42.95	2.59	100.00

***HRTPO Staff Comment:***

***Staff believes that this recommendation would make the “summary” table overly complicated. Details regarding the amounts of funding per funding source for each entity included in the UPWP are shown in Table D of the FY 2013 UPWP.***

5. Page 15:

- Paragraph 2: **Recommend** changing the word “updated” to the word “approved”. One of the most important of all TPO Policy Board decisions is to “approve” the regional Long Range Transportation Plan. On page 20 (and elsewhere), this draft UPWP already states that “The Long Range Transportation Plan (LRTP) is approved by the HRTPO Board. FYI, the draft UPWP also states in several places that the HRTPO board approves the TIP.

***HRTPO Staff Comment:***

***The referenced sentence states that the LRTP “is a multimodal transportation plan that is developed, adopted, and updated by the” MPO through the metropolitan transportation planning process. In the sentence, “adopted” refers to approval of the LRTP by the HRTPO Board and “updated” refers to revisions to the LRTP following the original adoption by the Board. To clarify the sentence, the work “updated” has been replaced with “amended”.***

- Paragraph 3: In addition to stating that the LRTP must be fiscally constrained, **recommend** also stating that the projects listed in the LRTP are and have been prioritized.

***HRTPO Staff Comment:***

***This comment actually refers to paragraph 2 under the Background section of the LRTP task. Staff agrees with the recommendation and has added the following sentence to the end of paragraph 2: "All projects included in the LRTP have been and will be vetted through the HRTPO prioritization process."***

- Paragraph 5: **Recommend** changing the phrase "that the HRTPO serves" to the phrase "that the HRTPO represents".

***HRTPO Staff Comment:***

***Staff has made the recommended change.***

6. Page 19: Paragraph 2: **Recommend** providing a specific periodicity for updating the TIP. In this regard, **recommend** that the HRTPO update the regional TIP on an annual basis. As a practical matter, the TPO already provides an annual input into the SYIP process. It will be beneficial to have a specified periodicity for regionally updating the region's transportation Program which is where actual funds are allocated and from there, actually obligated.

***HRTPO Staff Comment:***

***The cycle for updating the TIP, as specified in the paragraph referred to in the public comment, is in accordance with federal regulations. However, with regard to the recommendation to update the TIP on an annual basis, it should be noted that the HRTPO TIP is continually maintained and regularly revised (updated). The TIP may be considered to be a "living" document. A statement to this effect has been added to the paragraph.***

7. Page 20: **Recommend** editing the 3<sup>rd</sup> and 4<sup>th</sup> bulleted entries at the top of the page which describe the TIP development process as follows:
  - **Recommend** abbreviating and editing the text that describes the TIP development process as follows:
    - The LRTP is approved by the HRTPO Board
    - The HRTPO staff & TPO Advisory Committees coordinate to develop candidate projects.
    - This list of projects is then subjected to a prioritization process and then cut off as necessary to be fiscally constrained in order to produce a recommended TIP document.
    - The draft TIP is tested for air quality.
    - The final TIP is approved by the HRTPO Board.

***HRTPO Staff Comment:***

***The summary of the TIP development process has been revised to more clearly describe the process currently in place.***

- As currently crafted, the text is an unclear mixture of “the TIP development process” and some descriptions as to how it relates to the state’s SYIP and STIP documents.

***HRTPO Staff Comment:***

***Same comment as above.***

- There may be merit in addressing the TIP and SYIP and STIP relationships. If so, **recommend** that this be described along the following lines:
  - The TIP is approved by the TPO Board.
  - The TIP is approved by the Governor (per federal regulations).
  - The TIP is included in the state’s STIP document (per federal regulations).

***HRTPO Staff Comment:***

***The commenter’s second and third bullets have been added to the summary of the TIP development process list.***

- Related to but separate from this process:
  - The HRTPO, using its TIP and LRTP documents makes an annual recommended input to the state to assist in the development of the state’s SYIP document.
  - The major point in all of this is that the region, per federal regulations, makes programmatic inputs to the state via the TIP and STIP process rather than the state making an input, via the SYIP, to the regional TIP.

Submitted by Ray Taylor

Virginia Beach

***HRTPO Staff Comment:***

***Staff appreciates the thorough review and thoughtful comments provided. Thank you for your continued interest in regional transportation planning and programming in Hampton Roads.***