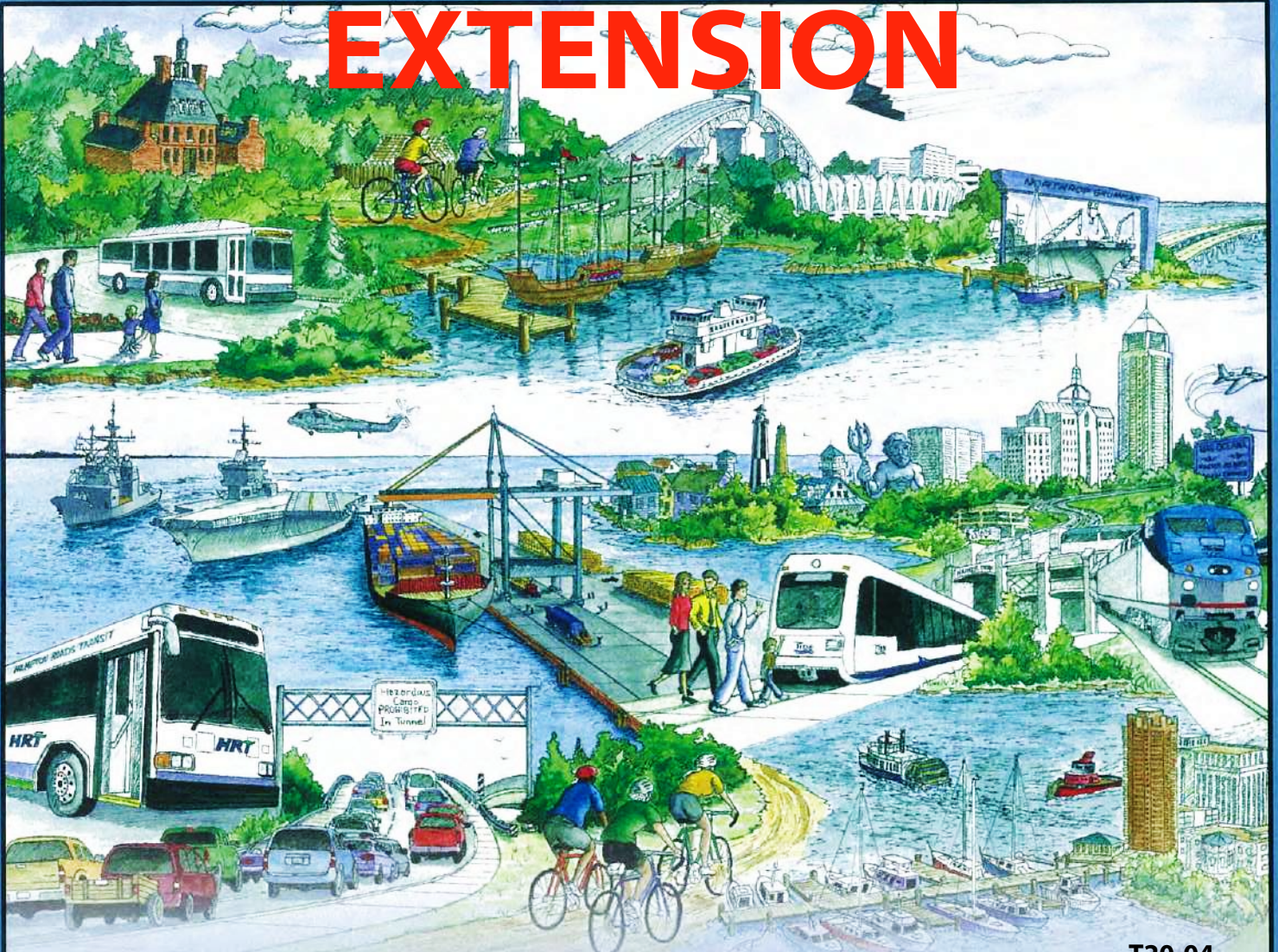


Hampton Roads  
Transportation Planning Organization

# UNIFIED PLANNING WORK PROGRAM

FY 2020

# EXTENSION



T20-04

the heartbeat of  
**HAMPTON  
ROADS TPO**  
TRANSPORTATION PLANNING ORGANIZATION

May 2020

## REPORT DOCUMENTATION

**TITLE:**

Unified Planning Work Program: FY 2020  
Extension

**REPORT DATE**

May 2020

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

**PROJECT TEAM:**

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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) 2020 Unified Planning Work Program (UPWP) Extension describes work to be carried out by HRTPO staff for the period of July 1, 2020 to October 31, 2020.

**ACKNOWLEDGMENTS & DISCLAIMER**

Prepared in cooperation with the U.S. Department of Transportation (USDOT), Federal Highway Administration (FHWA), and Virginia Department of Transportation (VDOT). The contents of this report reflect the views of the Hampton Roads Transportation Planning Organization (HRTPO). The HRTPO 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, VDOT or Hampton Roads Planning District Commission. This report does not constitute a standard, specification, or regulation. FHWA or VDOT acceptance of this report as evidence of fulfillment of the objectives of this planning study 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.

**NON-DISCRIMINATION**

The HRTPO assures that no person shall, on the ground of race, color, national origin, handicap, sex, age, or income status as provided by Title VI of the Civil Rights Act of 1964 and subsequent authorities, be excluded from participation in, be denied the benefits of, or be otherwise subject to discrimination under any program or activity. The HRTPO Title VI Plan provides this assurance, information about HRTPO responsibilities, and a Discrimination Complaint Form.

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## **PURPOSE OF EXTENSION**

The global Coronavirus Disease 2019 (COVID-19) pandemic has had widespread societal and economic impacts. Such impacts directly related to the operations of the Hampton Roads Transportation Planning Organization (HRTPO) include the effects of the pandemic on federal, state, and local government revenues and expenditures, as well as current requirements to maintain social distance and limit the number of people in gathering in groups. Given those issues, this FY 2020 Unified Planning Work Program (UPWP) Extension describes work to be performed by HRTPO staff for the period between July 1, 2020 and October 31, 2020 to allow for continued operations. A complete FY 2021 UPWP is planned for approval by the Board during its regular meeting on October 15, 2020.

## **BACKGROUND**

Coronavirus disease 2019 (COVID-19) is an infectious disease caused by severe acute respiratory syndrome coronavirus 2 (SARS0COV-2). The disease was first identified in December 2019 in Wuhan, the capital of China's Hubei province, and has since spread globally, resulting in the current pandemic.

According to the Centers for Disease Control and Prevention (CDC), the virus is thought to spread mainly from person-to-person between people who are in close contact with one another (within approximately 6 feet) through respiratory droplets produced when an infected person coughs, sneezes, or talks. For this reason, in addition to cleaning hands often, it has been recommended that people keep distance between each other and stay at home as much as possible.

In response to the COVID-19 pandemic, Virginia Governor Ralph Northam has taken actions with the goal of reducing the spread of infection. As of April 28, 2020, these actions include the following:

- March 12, 2020 – Executive Order (EO)-51 – Declaration of a State of Emergency Due to Novel Coronavirus (COVID-19)
- March 17, 2020 – Governor announcement of new measures to combat COVID-19, including that all restaurants, fitness centers, and theaters are mandated to reduce capacity to 10 patrons or close.
- March 20, 2020 – EO-52 – Increases in Hospital Bed Capacity in Response to Novel Coronavirus (COVID-19)
- April 15, 2020 – EO-53 – Extension of Temporary Restrictions on Restaurants, Recreational, Entertainment, Gatherings, Non-essential Retail Businesses, and Closure of K-12 Schools Due to Novel Coronavirus (COVID-19). This EO ceased

all in-person K-12 schools for the remainder of the school year; closed all dining areas in restaurants, dining establishments, food courts, breweries, microbreweries, distilleries, wineries, tasting rooms, and farmers markets; closed recreational and entertainment businesses – including fitness centers, beauty salons, barber shops, theaters, concert venues, racetracks, bowling alleys, skating rinks, amusement parks, zoos, etc.

- April 23, 2020 – EO-55 – Temporary Stay at Home Order Due to Novel Coronavirus (COVID-19). Instituted a stay-at-home order for all individuals in Virginia, but provided a number of exceptions to that order.

Beginning on March 16, 2020, the offices of the Hampton Roads Transportation Planning Organization and the Hampton Roads Planning District Commission were closed to the public and nearly all staff were ordered to work from home. No public meetings have been held in the Regional Building since that date.

On April 22, 2020, during the 2020 Reconvened Session, the General Assembly approved Budget Bill HB29 (Reenrolled), which included Operating Policies under Part 4: General Provisions § 4.0.01g stating that any public body may meet by electronic communication means without a quorum physically assembled at one location when the Governor has declared a state of emergency in accordance with § 44-146.17, provided that (i) the catastrophic nature of the declared emergency makes it impracticable or unsafe for the public body to assemble in a single location; (ii) the purpose of the meeting is to discuss or transact the business statutorily required or necessary to continue operations of the public body and the discharge of its lawful purposes, duties, and responsibilities; and (iii) a public body shall make available a recording or transcript of the meeting on its website in accordance with the timeframes established in §§ 2.2-3707 and 2.2-3707.1 of the Code of Virginia. Subdivision 4.0.01g includes requirements regarding public notice of, public access to, and provision of an opportunity to provide public comments related to such electronic meetings.

Based on the information summarized in the previous paragraph, it is the intent of the HRTPO to conduct a Board meeting using electronic means on May 21, 2020.

## EXTENSION BUDGET

The table below shows a comparison of the proposed FY 2021 UPWP budget to the budget for the 4-month extension of the FY 2020 UPWP.

<b>Hampton Roads Transportation Planning Organization Proposed 4 Month Extension of FY 2020 UPWP</b>			
<b>FY 2021 Task #</b>	<b>FY 2021 Task Title</b>	<b>FY 2021 Budget</b>	<b>4 Month Budget</b>
1.0	Long-Range Transportation Plan	\$375,466	\$125,155
2.0	Transportation Project Programming	\$210,534	\$70,178
3.0	Performance Management	\$103,238	\$34,413
4.0	Public Participation	\$408,218	\$136,073
5.0	Unified Planning Work Program	\$72,243	\$24,081
6.0	Regional Freight Planning	\$53,333	\$17,778
7.0	Safety, Security, and Resiliency Planning	\$131,488	\$43,829
8.1	Technical Support, Research, and Coordination	\$267,752	\$102,251
8.2	Hampton Roads Active Transportation Planning	\$81,408	\$27,136
8.3	Regional Procedures for Planned Closures at River Crossings Update	\$17,221	\$0
8.4	Multimodal Connectivity Toolbox	\$51,928	\$0
8.5	Trip Generation of Satellite Wagering Facilities	\$38,952	\$0
8.6	Passenger Rail Planning	\$42,761	\$0
8.7	Regional Connectors Study Staff Support	\$166,465	\$55,488
9.0	HRTPO Administration	\$662,770	\$253,208
10.1	Coordination of Regional Transit Planning Process	\$98,491	\$37,830
12.0	HRTPO Contingency Funding	\$923,679	\$0
13.0	Rural Transportation Planning	\$72,500	\$24,167
14.0	HRTAC Administration	\$154,860	\$51,620
	<b>Total</b>	<b>\$3,933,300</b>	<b>\$1,003,207</b>

	FY 2020 Task Continuing in FY 2021 with PL and Section 5303 Funding
	FY 2020 Task Continuing in FY 2021 with PL Funding Only
	New FY 2021 Task
	FY 2020 Task Continuing in FY 2021 with HRTF Regional Funding Only
	FY 2020 Task Continuing in FY 2021 with Section 5303 Funding Only
	FY 2020 Task Continuing in FY 2021 with SPR Funding Only

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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 transit projects, the LRTP also takes into consideration other transportation modes including passenger and freight rail, passenger and freight water transport, and bicycle and pedestrian facilities. In addition, due to the significant military presence in Hampton Roads, development of the LRTP takes into account the mobility needs of the military. 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. Projects included in the LRTP are vetted through the HRTPO prioritization process.

In order for the LRTP to be compliant with Title VI, it is essential that information 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., as well as 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.

Since Hampton Roads is considered a region that is in 'air quality attainment,' the life of the regional metropolitan LRTP is currently limited to five years by federal regulation. The process for developing a new LRTP takes four to five 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 products of these planning efforts are the LRTP documents, but many products are developed during the planning process. The main long-range planning efforts anticipated for FY 2020 are described under Work Elements below.



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

Work activities include the following:

1. Maintain and update the adopted 2040 LRTP. This includes documenting any amendments, updating the regional travel demand forecasting model network and associated inputs accordingly, and performing air quality conformity analyses/reporting as needed.
2. Produce product(s) for public and stakeholder engagement regarding the LRTP and its contents.
3. Complete the development of the 2045 LRTP. Tasks to be completed during FY 2021 include:
  - a. Maintaining a comprehensive schedule covering the development of the 2045 LRTP from beginning to end.
  - b. Continue the evaluation of projects using Scenario Planning and the Project Prioritization Tool (see item 4 under this section for additional details).
  - c. Ongoing Public Outreach and marketing associated with the LRTP to obtain public input on the process as needed. Details regarding HRTPO's public participation strategies are included in Task 4.0 – Public Participation.
4. Maintenance of the HRTPO Project Prioritization Tool.
  - a. The data and measures will be updated, as necessary, to keep the Tool current and ready for use.
5. 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. Use the regional travel demand model in support of HRTPO tasks, as needed.
  - c. Provide modeling assistance, as necessary, to other agencies (HRT, localities, etc.).
6. Continue to improve the integration of multimodal transportation planning in the long-range transportation planning process, incorporating findings/data from the multimodal mobility planning efforts outlined in Task 8.0 – Technical Support, Research, and Special Studies.
7. Continue to improve the integration of performance management in the long-range transportation planning process. Details are included in Task 3.0 – Performance Management. Typical tasks to be conducted in FY 2021 include:

- a. Collaborating in the process of developing FAST Act performance measures
  - b. Aligning the LRTP with federal/statewide goals and performance measures
  - c. Assisting in gathering data, if necessary, to quantify performance measures
  - d. Making any necessary changes to the HRTPO Project Prioritization Tool
  - e. Studying performance trends and work with localities and agencies towards developing performance targets
8. Continue to improve the integration of Title VI/Environmental Justice (EJ) analyses in the LRTP planning process. Efforts will include identifying and collecting relevant data to analyze candidate projects via the HRTPO Project Prioritization Tool and Title VI/EJ Methodology.
  9. HRTPO staff will continue to maintain a list of prioritized projects and coordinate as needed and/or directed by the HRTPO Board.

### **C. End Products**

1. WE 1 – An up-to-date Long-Range Transportation Plan (LRTP) for the region.
  2. WE 2 – Products to support continued public and stakeholder engagement in the LRTP planning process.
  3. WE 3 –
    - a. An up-to-date multi-year schedule for the development of the 2045 LRTP.
    - b. Prioritization scores for candidate projects for each planning scenario
    - c. A fiscally-constrained list of projects for the 2045 LRTP.
    - d. Any required transportation conformity documents.
    - e. Ongoing public participation efforts.
  4. WE 4 – A maintained and up-to-date HRTPO Project Prioritization Tool.
  5. WE 5 – A maintained and up-to-date regional travel demand model.
  6. WE 6 – Integrated multimodal considerations in the long-range transportation planning process.
  7. WE 7 – Performance management application to the long-range transportation planning process.
  8. WE 8 – Integrated Title VI/EJ methodology application in the long-range transportation planning process.
  9. WE 9 – An up-to-date list of prioritized projects.
-

**D. Schedule**

1. WE 1 – Ongoing
2. WE 2 – Ongoing
3. WE 3 –
  - a. Ongoing
  - b. First Quarter 2021
  - c. Ongoing
4. WE 4 –Ongoing
5. WE 5 – Ongoing
6. WE 6 – Ongoing
7. WE 7 – Ongoing
8. WE 8 – Ongoing
9. WE 9 – Ongoing

**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	\$93,453	\$31,702		\$125,155

## 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.

The HRTPO TIP has been designed to provide available programming information for Hampton Roads transportation projects in a clear and transparent format. The HRTPO TIP format includes project phase cost estimates and schedules, allocations, scheduled obligations, and expenditures. HRTPO staff uses this information to monitor the performance of the TIP.

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 HRTPO TIP is developed in accordance with all applicable Federal regulations associated with the current Federal transportation act, which require 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 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.

In 2015, in response to a joint FHWA-FTA recommendation to all Virginia MPOs, HRTPO staff led an effort by the Virginia Association of Metropolitan Planning Organizations (VAMPO) to develop a uniform set of clear guidelines for understanding and developing TIPs. The resulting document, *Virginia TIP Preparation Guidance*, was approved by VAMPO in October 2015. The VAMPO working group for the project included staff from three MPOs, VDOT, and DRPT, with Federal team coordination provided by staff of FHWA and FTA. *Virginia TIP Preparation Guidance* has been distributed to all Virginia MPOs as well as VDOT and DRPT.

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. 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 by deferring other projects or by identifying new revenues.

In compliance with Title VI, the TIP takes 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, the HRTPO, localities, transit agencies, and other 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. 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.
4. The draft TIP is tested for air quality conformity, if required.
5. The final TIP is approved by the HRTPO Board.
6. The final TIP is approved by the Governor.
7. 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.

Additional information on the TIP, including the current TIP document, TIP Revision Procedures, interactive project map, associated Annual Obligation Reports, and more may be accessed via the TIP website at: [www.hrtpotip.org](http://www.hrtpotip.org).

### **SMART SCALE (formerly House Bill 2 or HB2) Statewide Prioritization Process**

House Bill 2 (HB2), signed into law in 2014, directed the Commonwealth Transportation Board (CTB) to develop and use a prioritization process to guide the selection of transportation projects to be funded in the Six-Year Improvement Program (SYIP). The legislation was intended to improve the transparency and accountability of project selection, as well as the stability of the SYIP. The prioritization process – now called SMART SCALE (SMART SCALE stands for System for the Management and Allocation of Resources for Transportation, and the key factors used in evaluating a project’s merits: improvements to safety, congestion reduction, accessibility, land use, economic development and the environment.) – evaluates and scores proposed projects based on a comparison of a project’s relative benefits to its cost. SMART SCALE was initially an annual process and has been changed to a biennial cycle.

Additional information regarding the SMART SCALE prioritization process may be accessed at: <http://vasmartscale.org/>.

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

As the metropolitan planning organization (MPO) for the Hampton Roads MPA, the HRTPO is directly responsible for project selection and allocation of funds for the Congestion Mitigation and Air Quality Improvement Program (CMAQ) and the Regional Surface Transportation Program (RSTP).

The CMAQ 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 was designated a maintenance area for the previous ozone NAAQS, but has been designated an attainment area for all current NAAQS.

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

The process for obtaining CMAQ or RSTP funding for transportation projects is competitive. The first step of the **CMAQ/RSTP Project Selection Process** is to solicit project ideas from the general public. Project ideas received from the public are forwarded to appropriate eligible applicants for consideration. Projects proposed by eligible applicants 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, DRPT, and the Virginia Port Authority, to prioritize and select projects to receive CMAQ or RSTP funding.

Since FY 2014, the HRTPO CMAQ/RSTP Project Selection Process has been conducted on an annual basis to ensure that funds expected to be available are properly allocated. HRTPO staff maintains “tracking tables” that identify all regional CMAQ or RSTP allocations per year associated with transportation projects. The Transportation Programming Subcommittee (TPS) of the TTAC 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.

Additional information on the HRTPO CMAQ/RSTP Project Selection Process, including the *Guide to the HRTPO CMAQ/RSTP Project Selection Process*, project application forms, and the schedule for the process, may be accessed via the HRTPO website at: <http://www.hrtpo.org/page/cmaq-and-rstp/>.

## Transportation Alternatives (TA) Set-Aside Project Selection Process

MAP-21 established the Transportation Alternatives Program (TAP), which replaced funding from pre-MAP-21 programs including Transportation Enhancements, Recreational Trails, Safe Routes to School, and several other discretionary programs. The FAST Act, the current Federal transportation funding legislation, eliminated the TAP and replaced it with a set-aside of funding in the new Surface Transportation Block Grant (STBG) program. The STBG program, a conversion of the previous Surface Transportation Program (STP), was designed to maximize the flexibility of STP funding for local and state governments. The TA Set-Aside Project Selection Process was initially an annual process and has been changed to a biennial cycle.

For urbanized areas with populations over 200,000, the MPO, through a competitive process, selects the TA Set-Aside projects in consultation with the state from proposed projects submitted by eligible entities. HRTPO staff coordinates with VDOT Local Assistance Division staff in carrying out the project selection process for Hampton Roads. Information on the HRTPO TA Set-Aside project selection procedures, including the *Guide to the HRTPO TA Set-Aside Project Selection Process*, may be accessed on the HRTPO website at:

[http://www.hrtpo.org/page/transportation-alternatives-\(ta\)-set\\_aside/](http://www.hrtpo.org/page/transportation-alternatives-(ta)-set_aside/).

Additional information on the TA Set-Aside may be accessed via the VDOT website at: <http://www.virginiadot.org/business/prehancegrants.asp>.

## Statewide and Regional Transportation Funding

In February 2013, the General Assembly approved the first comprehensive overhaul of the way Virginia pays for its transportation system since 1986. The 2013 transportation funding legislation, generally referred to as HB 2313, generates hundreds of millions in transportation dollars annually statewide and includes regional components that have resulted in significant additional funding each year to be used specifically in Hampton Roads. The regional revenues are directed to the Hampton Roads Transportation Fund (HRTF), which is controlled by the Hampton Roads Transportation Accountability Commission (HRTAC).

House Bill 1887 (HB 1887), signed into law in 2015, established a new construction funding formula to be in full effect in FY 2021. The HB 1887 formula divides the funding available for construction as follows:

- 45% – State of Good Repair Program (SGR)
- 27.5% – High-Priority Projects Program (HPP)
- 27.5% – Highway Construction District Grant Program (DGP)

The HPP and DGP are subject to the SMART SCALE prioritization process. Projects submitted under the HPP compete with other HPP project proposals statewide. Projects submitted under the DGP compete with other projects proposed within the same construction district. The SGR program is to fund the rehabilitation of structurally-deficient bridges and deteriorating pavement. Project selection for the SGR program is needs-based using a separate prioritization process from that of SMART SCALE.

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## **Annual Obligation Report**

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.

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

Work activities include the following:

1. Maintain and update the current (FY 2018-2021) TIP and future FY 2021-2024 TIP.
2. Conduct public reviews of proposed amendments to the current TIP.
3. Maintain and enhance the TIP website, including the use of visualization techniques, to provide easy public access.
4. Lead and coordinate the annual Project Selection Process for CMAQ and RSTP projects.
5. Monitor and update CMAQ/RSTP Project Selection Process methodologies as deemed necessary.
6. Maintain electronic spreadsheets to keep track of CMAQ and RSTP allocations and transfers.
7. 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.
8. Conduct a quarterly review of the status of projects in the Hampton Roads TIP.
9. Coordinate with state agencies on the implementation of the SMART SCALE Statewide Prioritization Process.

### **C. End Products**

1. WE 1 – A current and financially-constrained TIP.
2. WE 3 – HRTPO TIP website providing user-friendly access to all TIP-related documents.
3. WE 4 – Annual Obligation Report.
4. WE 4 – A summary report on the annual CMAQ/RSTP project selection process.



5. WE 5 – An updated *Guide to the HRTPO CMAQ/RSTP Project Selection Process*, as necessary.
6. WE 7 – Presentation to HRTPO Board, as necessary.
7. WE 8 – Presentation to TTAC and HRTPO Board, as appropriate.
8. WE 9 – Presentation to TTAC and HRTPO Board, as necessary.

**D. Schedule**

1. WE 1-3 – Ongoing
2. WE 4 – No later than 90 calendar days following the end of the federal fiscal year
3. WE 5 – First and Second Quarter 2021 and Report by April 2021
4. WE 5 – As necessary
5. WE 6 – Ongoing
6. WE 7 – As necessary
7. WE 8 - Quarterly
8. WE 9 – As necessary

**E. Participants**

HRTPO, local governments, HRT, WATA, Suffolk Transit, 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	CO 5303	TOTAL
HRTPO	\$47,230	\$22,948		\$70,178

### 3.0 PERFORMANCE MANAGEMENT

#### A. Background

The Federal Highway Administration (FHWA) defines *performance management* as a strategic approach that uses system information to make investment and policy decisions to achieve performance goals. While the FHWA and federal legislation have emphasized performance management in recent years, the HRTPO has long based its planning and programming process on performance management. This section provides an overview of the HRTPO performance management process, including work to be completed under Task 3.0 and other UPWP tasks.

A key feature of MAP-21 – continued under the FAST Act – was the establishment of a performance- and outcome-based program. MAP-21 established national performance goals in the areas of safety, infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, and reduced project delivery delays. The FAST Act requires states and Metropolitan Planning Organizations (MPOs) to establish performance measures and set targets in the following areas:

- Roadway safety
- Pavement condition on the Interstate System and the remainder of the National Highway System (NHS)
- Bridge condition on the NHS
- Performance of the Interstate System and the remainder of the NHS
- Reliability of freight movement on the Interstate System
- Transit Asset Management and Safety

The HRTPO performance management process is comprised of the following efforts:

#### 1. Maintaining Databases of Transportation Performance Data

HRTPO staff maintains a number of transportation performance databases on an ongoing basis for use in performance management planning efforts. These databases cover all aspects of the transportation system including roadway use, bridges, aviation, rail, public transportation, Census data, pavement conditions, fuel prices, etc. In addition, databases are maintained for other items covered in other UPWP tasks, such as freight movement and safety.

HRTPO staff also maintains a Congestion Management Process (CMP) database that includes data for over 1,700 roadway segments in the CMP Roadway Network, which covers all interstates, principal arterials, minor arterials, and key collectors. This database includes existing and historical traffic volumes, roadway characteristics, travel times and speeds, reliability, trucks, and congestion levels.

## 2. Annual System Performance Reports

### a. Annual *State of Transportation in Hampton Roads* Report

Each year, HRTPO staff produces the *State of Transportation in Hampton Roads* report. The report details the current status and recent trends of all facets of the transportation system in Hampton Roads, including air, rail, water, and highways. Many aspects of the highway system are highlighted, including roadway usage, pavement condition, bridge conditions, congestion levels, commuting characteristics, roadway safety, transit usage, and active transportation (such as biking and walking). Comparisons are made between Hampton Roads and similar large metropolitan areas.

### b. Annual *HRTPO Roadway Performance Report*

Each year, HRTPO staff produces a report documenting the performance of the Hampton Roads roadway network. This includes the volumes, speeds, and congestion levels of each segment of the CMP roadway network, and further analysis of travel times on major congested corridors. Staff analyzes travel time data collected by INRIX to measure congestion levels of roadways where it is available, and uses volumes and roadway characteristics to estimate congestion levels on roadways where INRIX data is not available.

## 3. Federal and State Performance Measures

As mentioned previously, MAP-21 and the FAST Act have established performance measures in the areas of roadway safety, pavement condition, bridge condition, roadway performance, freight movement, and transit asset management. In FY 2018, HRTPO staff calculated measures and established initial regional targets for roadway safety. In FY 2019, HRTPO staff calculated measures and established initial regional targets in each of the other areas. HRTPO staff also produced the initial annual System Performance report in FY 2019. This document details the performance management process, the methodology for calculating federal performance measures, current and historical conditions, statewide targets, how regional targets were set, and progress towards meeting these targets.

In addition, since 2012 HRTPO staff has annually prepared a list of performance measures identified by state legislation and established by the state Office of Intermodal Planning and Investment (OIP). This effort – titled *HRTPO Regional Performance Measures (RPMs)* – includes existing and historical data in a number of areas including congestion reduction, safety, transit usage, HOV usage, jobs and housing, air quality, freight movement, and maintenance. As of 2019, this information has been incorporated into the annual System Performance report.

#### **4. Congestion Management Process – System Performance and Mitigation Report**

The Congestion Management Process (CMP) is an on-going systematic process for managing congestion that provides information and analysis on multimodal transportation system performance and on strategies to alleviate congestion and enhance the mobility of persons and goods region wide. During this process, HRTPO works with state and local agencies to develop these strategies and mobility options.

HRTPO staff has produced a comprehensive CMP document every few years since the HRTPO Board took action in October 1995 to adopt the region's Congestion Management System. HRTPO staff completed the latest version of the CMP - System Performance and Mitigation Report in October 2014, which included the following work:

- System monitoring, which included regional roadway travel levels and trends, an in-depth analysis of the trends at the region's bridges and tunnels, and a description of recent, planned, and programmed system improvements.
- Calculated existing peak period speeds and congestion levels using travel time data collected by INRIX for roadways where it is available. For roadways where INRIX data is not available, congestion levels were estimated using volumes and roadway characteristics.
- Determined a number of congestion measures, including congestion duration, travel time reliability, total delay, and the Potential for Intersection Congestion Alleviation (PICA), which reports the difference between the observed and the predicted congestion level.
- Identified the most congested corridors based on the congestion measures listed above and a variety of other criteria including freight, safety, and military or national significance.
- Identified and recommended congestion mitigation strategies for the most congested corridors.

HRTPO staff produces the CMP - System Performance and Mitigation Report in accordance with the regional Long-Range Transportation Plan (LRTP). With a five year cycle between LRTP cycles, work on an update to the CMP - System Performance and Mitigation Report began in FY 2019 and will be completed in FY 2020.

#### **5. Special Transportation Studies**

HRTPO staff regularly prepares special studies that examine specific topics related to the Hampton Roads transportation system. Details for Special Transportation Studies to be completed in FY 2020 are included in Task 8.0 – Technical Support, Research, and Special Studies.

## 6. Performance-Based Project Selection

Selecting transportation improvements based on the expected performance impact is comprised of the following types of work:

a. LRTP Project Selection:

The FAST Act states that the Long-Range Transportation Plan (LRTP) developed by the MPOs will include a description of the performance measures and performance targets used in assessing the performance of the transportation system. The LRTP must also include a system performance report (which is included in the Federal and State Performance Measures task) evaluating the condition and performance of the transportation system with respect to the targets including progress achieved by the MPO towards meeting the performance targets. MPOs that elect to conduct scenario planning shall also describe how the preferred scenario has improved performance of the system.

In addition, HRTPO uses a Project Prioritization Tool to evaluate the expected performance of each candidate LRTP project. Scores are determined based on a number of performance measures and factors related to the utility, viability, and economic vitality of each project.

More details on this work are included in Task 1.0 – Long-Range Transportation Plan.

b. Transportation Improvement Program:

The FAST Act states that MPOs shall include a description of the anticipated effect of the Transportation Improvement Program (TIP) toward achieving the performance targets identified by the MPO. MPOs shall also link investment priorities in the TIP to the achievement of performance targets in the LRTP.

In addition, projects proposed by eligible recipients for CMAQ and/or RSTP funding 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 *Guide to the HRTPO CMAQ/RSTP Project Selection Process* includes the policies, procedures, and analysis methodologies used to score and rank project proposals.

More details on this work are provided in Task 2.0 – Transportation Project Programming.

c. TA Set-Aside Project Selection:

Projects proposed by eligible recipients for Transportation Alternatives (TA) Set-Aside funding are evaluated and ranked using a specific set of criteria that were developed by the VDOT Local Assistance Division in close coordination with Virginia MPOs. The *Guide to the HRTPO TAP Project Selection Process* includes the policies, procedures, and project selection methodology.

More details on this work are provided in Task 2.0 – Transportation Project Programming.

**B. Work Elements (WE)**

Work activities include the following:

1. Maintaining Databases of Transportation Performance Data

HRTPO staff will continue to update its transportation databases on an ongoing basis.

2. Annual System Performance Reports

a. *State of Transportation in Hampton Roads Report* - HRTPO staff will produce an update to the State of Transportation in Hampton Roads report.

b. *HRTPO Annual Roadway Performance Report* - HRTPO staff will produce an update to the Roadway Performance report.

3. Federal and State Performance Measures

In FY 2021, HRTPO staff will continue calculating and monitoring performance measures in the areas of roadway safety, pavement condition, bridge condition, roadway performance, freight movement, and transit. HRTPO staff will also update the roadway safety and transit asset management targets that were approved in FY 2020.

In addition, HRTPO staff will produce an update to the annual System Performance report. The performance measures identified by state legislation will also be updated as part of this report.

**C. End Products**

1. WE 1 – Transportation databases
2. WE 2a – State of Transportation in Hampton Roads report
3. WE 2b – HRTPO Annual Roadway Performance report
4. WE 3 – Regional System Performance Measures database and annual Regional Performance Measures - System Performance report.

**D. Schedules**

1. WE 1 - Ongoing
2. WE 2a – First Quarter 2021
3. WE 2b – First Quarter 2021
4. WE 3 – Ongoing

**E. Participants**

HRTPO, VDOT, DRPT, FHWA, FTA, and localities.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$34,413			\$34,413

## 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 that recognition continued in subsequent federal transportation legislation including the *Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) Act*. MAP-21 required meaningful public involvement and encouraged MPOs to use a variety of methods to inform and involve interested parties in transportation planning processes. The current *Fixing America's Surface Transportation Act (FAST Act)* further underlines the importance of public involvement in the transportation planning process. Specifically, federal regulations require the development of a participation plan. In FY 2018 the HRTPO further updated its Public Participation Plan (PPP) in coordination with current federal regulations and area jurisdictions. The updated PPP – released in January 2018 – outlines current HRTPO public involvement and outreach activities. 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 one to two years.

During FY 2019, a number of new initiatives were undertaken in order to illustrate the commitment of the HRTPO to innovative, engaging public outreach. Projects initiated during FY 2017 were evaluated and refined to further support the operations, policies, and procedures of the HRTPO. Accomplishments in FY 2019 related to public participation include:

- Expansion of the HRTPO/Higher Learning Collaborative
- Creation of a Variety of Publications geared towards informing the public about HRTPO and its programs
- Refinement of HRTPO's survey methods
- Development of a refined HRTPO Brand
- Expansion of the HRPTO Community Transportation Advisory Committee

#### Title VI and Environmental Justice

Although they are separate, Title VI, Environmental Justice (EJ) 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. The 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 processes. In addition to adhering to the principles of Environmental Justice, the 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 the 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.
- 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.
- Continue to refine the Title VI/EJ Methodology in order to incorporate Title VI/EJ analysis into individual studies, programs and plans contained in the HRTPO Unified Planning Work Program (UPWP), such as corridor studies and the Transportation Improvement Program (TIP).
- Focus study and plan recommendations on investments that promote quality of life and mitigate adverse impacts for residents of Hampton Roads.
- Utilize Public Comment Opportunities presented by Partner Agencies (VDOT, DRPT, Federal Highway Administration (FHWA), Federal Transit Administration (FTA), Environmental Protection Agency (EPA), and other state and federal agencies) to lend a Title VI/EJ perspective to their policies, reports and project documents.
- Create materials that effectively inform the public of HRTPO's obligations and commitments under Title VI of the Civil Rights Act of 1964.

### **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 and opportunities for public input and involvement in the 2045 Long-Range Transportation Plan (LRTP). This will include public forum(s) where the status of the LRTP can be reviewed and public feedback can be incorporated.
2. Develop surveys to be accessed via the HRTPO website, Facebook and libraries throughout the region.
3. 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, DRPT, FHWA, FTA, HRT, WATA, and HRTPO member jurisdictions.
4. 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.
5. Use Social Media Platforms (Facebook, Twitter, etc.) to promote HRTPO, engage partner organizations, and increase awareness of the TPO by the public.
6. Respond to information requests from the general public.
7. Create publications that highlight each effort of the HRTPO.

8. Support staff in public communications, engagement, and participation in HRTPO programs and projects, including the LRTP, the Transportation Improvement Program (TIP), and other studies, plans, and programs.
9. Prepare Newsletters and special features on timely issues.
10. Update the HRTPO website to enhance public participation and to highlight various events and publications.
11. Respond to and/or facilitate response to general comments received via [www.hrtpo.org](http://www.hrtpo.org), or by other means of communication from the general public, members of governments, other MPOs, etc.
12. Provide training for public involvement staff to build, enhance, and broaden public involvement techniques.
13. Provide staff support for the Community Advisory Committee (CAC). This includes providing information about MPO processes, coordinating and facilitating meetings, developing meeting materials, responding to questions as necessary.
14. Provide translation and/or interpreter services on an as-requested basis.
15. Meet with community groups from varied sectors and with varied interests to provide information about the HRTPO's primary purpose and functions and gather input on key issues, programs, and activities they feel are critical.
16. Provide and/or facilitate training for HRTPO staff and CAC members to enhance public involvement efforts.
17. Refine the CAC.
18. Assess the region's transportation investments relative to the needs of disadvantaged populations, including but not limited to low income and minority populations.
19. Create an expanded Public Involvement Process aimed at addressing potential disparate impacts of transportation planning projects and policies.
20. Investigate the state of accessibility and mobility for disadvantaged populations, with a focus on safety, transit and alternative transportation modes.
21. Revamp the HRTPO Website.
22. Establish an HRTPO Videography Center, focusing on conveying HRTPO initiatives, visually.
23. Expand the HRTPO Higher Learning Collaborative.

**C. End Products**

1. WE 1 – Citizen Feedback and survey results for development of the 2045 LRTP. Documentation of outreach activities. Citizen Feedback and survey results for the public involvement outreach conducted for the TIP.
2. WE 2 - Innovative and engaging surveys and survey methodologies.
3. WE 3 – Publications and HRTPO outreach material.
4. WE 19 – Refined HRTPO Title VI/EJ Benefits and Burdens Methodology
5. WE 21 – Redesigned HRTPO Website.
6. WE 22 – HRTPO Videos
7. WE 23 – Fully functioning HRTPO Higher-Learning Collaborative.

**D. Schedule**

1. WE 1-11 – Ongoing
2. WE 12 – Ongoing
3. WE 13 – Ongoing
4. WE 14-20 – Ongoing
5. WE 21 – First Quarter
6. WE 22-23 – Ongoing

**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	CO 5303	TOTAL
HRTPO	\$118,838	\$17,235		\$136,073

**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), Williamsburg Area Transit Authority (WATA), and Suffolk Transit to document the regional transportation planning work proposed to be carried out by the HRTPO, HRT, WATA, and VDOT 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. Maintain the current UPWP. Post any revisions to the current UPWP on the HRTPO website, as necessary.
2. Monitor the progress and expenditures of UPWP tasks.

**C. End Products**

1. WE 1 – Prepare and process amendments and administrative modifications, as necessary, to the approved FY 2021 UPWP.
2. WE 2 – Produce quarterly UPWP progress reports.

**D. Schedule**

1. WE 1 – Ongoing
2. WE 2 – Quarterly

**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	\$21,156	\$2,925		\$24,081

## 6.0 REGIONAL FREIGHT PLANNING

### A. Background

Freight transportation influences every aspect of our daily lives and keeps our industries competitive in the global economy. This is especially true in Hampton Roads, which is not only home to the third largest port on the East Coast but also the home of airports, rail, private trucking, shipping and warehouse distribution facilities, as well as a network of road and rail corridors for the delivery of freight, goods, and services.

There has been a federal emphasis on freight movement, particularly on the integration and connectivity of the transportation system across and between modes. However, in recent years the emphasis on freight planning on the federal level has increased. In 2015, the USDOT released the National Strategic Freight Plan. This plan describes the freight transportation system, assesses the various barriers to improvement, and highlights strategies to help support the freight transportation system through improved planning, dedicated funding streams, and innovative technologies. The plan also includes a Multimodal Freight Network (MFN) that encompasses not only highways but also the local roads, railways, navigable waterways, pipelines, key seaports, airports, and intermodal facilities necessary for the efficient and safe movement of freight.

In addition, the FAST Act establishes both formula and discretionary grant programs to fund critical transportation projects that would benefit freight movements. This provides a dedicated source of Federal funding for freight projects for the first time.

#### **Regional Freight Study**

Due to the importance of freight movement in the regional transportation system, HRTPO staff prepares the *Hampton Roads Regional Freight Study* on a regular basis. The Regional Freight Study includes an analysis of foreign and domestic freight movement to, from, and within Hampton Roads for all transportation modes by weight and value for existing and future conditions. It also includes an analysis of the movement of trucks both within Hampton Roads as well as through the gateways of the region, and identifies bottleneck locations with high truck delay levels. HRTPO staff prepared the first Intermodal Management System (IMS) report in 1996, with updates to the IMS/Regional Freight Study released in 2001, 2007, 2012, and 2017. The Regional Freight Study is generally updated every five years in conjunction with the development of the regional Long-Range Transportation Plan.

#### **Maintaining Databases of Freight Data**

In order to support both the Regional Freight Study and other HRTPO freight planning and performance management efforts, HRTPO staff maintains a number of databases and shapefiles. These include regional truck volume data collected by VDOT, freight volumes and characteristics handled by the Port of Virginia, and freight levels at competing East Coast ports.

## **Prioritizing Projects that Improve Freight Movement**

Freight movement is accounted for in the HRTPO Project Prioritization Tool, which is used in the selection of projects for Regional Surface Transportation Program (RSTP) funding and inclusion in the Long-Range Transportation Plan.

### **Freight Transportation Advisory Committee (FTAC)**

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 FTAC has a number of accomplishments, including producing a video – “A Region United” – that presents the importance of freight, co-sponsoring the Virginia Freight Transportation Summit, and assisting HRTPO staff with the Regional Freight Study and freight aspects of the Project Prioritization Tool and the LRTP. The FTAC also requested and assisted with the *Economic Assessment of Tolls on Freight Transportation in the Hampton Roads Region* study that was completed in 2015.

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

Work activities include the following:

1. Freight Transportation Advisory Committee (FTAC)
  - HRTPO, along with 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, post FTAC documents to the HRTPO website, etc.
  - HRTPO staff will forward FTAC information and recommendations to the HRTPO Board and prepare technical research and analysis for the FTAC, as necessary.
2. Measure freight performance by:
  - Obtaining and analyzing regional vehicle classification data collected by VDOT and updating databases and shapefiles.
  - Tracking freight volumes and characteristics handled by the Port of Virginia and at competing East Coast ports.
3. Assist the Port of Virginia and other local, state, and federal agencies with their freight planning efforts.



4. Freight Performance Measures and Targets – Work related to FAST Act freight performance measures and targets is included under Task 3.0 – Performance Management.

**C. End Products**

1. WE 1 – FTAC – Technical research and analysis activities as requested
2. WE 2 – Updated freight databases and GIS shapefiles
3. WE 3 – Freight planning products, as requested
4. WE 4 – Freight Performance Measures and Targets included under Task 3.0 - Performance Management

**D. Schedule**

1. WE 1 – Ongoing
2. WE 2 – Ongoing
3. WE 3 – Ongoing
4. WE 4 – See Task 3.0 – Performance Management

**E. Participants**

HRTPO, FTAC, 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	\$17,778			\$17,778

## 7.0 SAFETY, SECURITY PLANNING, AND RESILIENCY PLANNING

### A. Background

The FAST Act and Federal regulations state that the metropolitan planning process shall provide for consideration and implementation of projects, strategies, and services that will address the following factors related to safety and security:

- Increase the safety of the transportation system for motorized and non-motorized users
- Increase the security of the transportation system for motorized and non-motorized users

In addition, a new planning factor was created under the FAST Act related to improving the resiliency and reliability of the transportation system.

#### **Safety Planning**

HRTPO staff maintains a database and GIS shapefile of crashes throughout the region to support regional safety planning efforts, including the *Hampton Roads Regional Safety Study* and the Project Prioritization Tool. This crash database and shapefile is updated by HRTPO staff annually using VDOT and DMV raw crash data and shapefiles.

HRTPO staff supports VDOT and DMV in their safety planning efforts. This includes participating on safety-related committees such as the Strategic Highway Safety Plan (SHSP) steering committee, SHSP safety emphasis area teams, and the Traffic Records Coordinating Committee (TRCC). HRTPO also participates on Road Safety Audits (RSAs) conducted by VDOT and the localities (and their consultants) as requested.

The first Hampton Roads *Regional Safety Study* was released in 2004, and an update was released in 2013/2014. The Regional Safety Study includes information on regional crash data and trends, a detailed analysis of the locations of crashes, and an analysis of high crash locations with crash countermeasures. The Regional Safety Study is updated every five years in conjunction with the Long-Range Transportation Plan. Work on an update to the Hampton Roads Regional Safety Study began in FY 2019 and will continue in FY 2020.

#### **Security Planning**

The security planning aspect of this task primarily entails HRTPO staff analysis and recommendations associated with the transportation components of local, state, and federal hurricane evacuation studies and plans. Note that the bulk of the regional emergency preparedness planning is funded outside the HRTPO UPWP and conducted by Hampton Roads Planning District Commission (HRPDC) staff.

#### **Resiliency Planning**

The resiliency planning aspect of this task primarily includes HRTPO staff work associated with climate change/sea level rise planning. This planning largely began in FY 2015, when

staff completed the *Hampton Roads Military Transportation Needs Study: Roadways Serving the Military and Sea Level Rise/Storm Surge* report. This report expanded upon work and methodologies developed by HRPDC and the Virginia Institute of Marine Science (VIMS) by identifying military roadway segments vulnerable to submergence. Additionally, submergence of other local roadways that provide access to and from the “Roadways Serving the Military” which may be vulnerable to flooding were identified.

HRTPO expanded on this effort in FY 2016 with the *Sea Level Rise and Storm Surge Impacts to Roadways in Hampton Roads* study. HRTPO staff partnered with HRPDC staff to conduct a vulnerability analysis for potential sea level rise/storm surge impacts to regional roadways by 2045 (next Long-Range Transportation Plan horizon year). This report includes a methodology for incorporating sea level rise and storm surge impacts to roadways into the HRTPO Long-Range Transportation Plan Project Prioritization Tool. Furthermore, it contains adaptation strategies, design considerations, best practices, and lessons learned from other coastal regions that are also vulnerable to sea level rise and storm surge.

HRTPO completed an update to the *Hampton Roads Military Transportation Needs Study (2018 Update)* in FY 2018 that included a flooding vulnerability analysis for “Roadways Serving the Military” by 2045. Regional and subarea maps were created to show roadways to/from military and supporting sites that may be vulnerable to flooding.

HRTPO staff also participates on a number of committees related to planning for sea level rise and climate change. These committees currently include HRPDC’s Coastal Resiliency Committee, and the Joint Land Use Studies (see Task 8.3). HRTPO staff also provides assistance to other stakeholders in their climate change and sea level rise planning efforts, such as the USDOT Hampton Roads Climate Impact Quantification Initiative, local and statewide universities and VIMS.

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

### **Safety**

1. Update crash databases and GIS shapefiles using VDOT and DMV raw crash data.
2. Assist with the implementation of the current Virginia Strategic Highway Safety Plan (SHSP). This will include continuing to participate on the SHSP steering committee, attending SHSP workshops, and participating in safety emphasis area group meetings.
3. Participate on safety-related committees such as DMV’s Traffic Records Coordinating Committee (TRCC).
4. Assist VDOT and localities with Road Safety Audits (RSAs) as requested.
5. Safety Performance Measures and Targets – Work related to FAST Act safety performance measures and targets is included under Task 3.0 – Performance Management.

### Security

6. Provide transportation / emergency management analysis for updates to VDOT's evacuation documents, e.g. Hurricane Lane Reversal Plan, as those updates occur.
7. Provide transportation / emergency management recommendations to VDEM for its work, including:
  - a. review of VDEM's Va. Hurricane Evacuation Study (VHES) begun in 2017
  - b. participation in Hurricane Evacuation Coordination Workgroup (HECW)
8. Provide transportation recommendations to others conducting evacuation planning and research (e.g. Virginia Transportation Research Council (VTRC)), as those analyses occur.

### Resiliency

9. Participate on committees related to planning for sea level rise and climate change. These committees currently include the HRPDC's Coastal Resiliency Committee, the Norfolk and Virginia Beach Joint Land Use Study (JLUS), and the Portsmouth and Chesapeake Joint Land Use Study.
10. Provide assistance to other stakeholders in their climate change and sea level rise planning efforts, such as the USDOT/Volpe Tools to Augment Transportation Infrastructure Resilience and Disaster Recovery, VDOT/Virginia Institute of Marine Science Memorandum of Understanding "proactive strategy for understanding and addressing seas level rise, land subsidence and recurring flooding impacts on existing and planned road infrastructure as well as how that infrastructure will impact natural ecosystems in Virginia coastal zone as the climate changes", and local and statewide universities.

### C. End Products

1. WE 1 – Updated crash databases and GIS shapefiles
2. WE 5 – Safety Performance Measures and Targets included under Task 3.0 - Performance Management
3. WE 6 – Written analysis of and recommended improvements to VDOT's documents, as updates are issued.
4. WE 7 – Written transportation / emergency management recommendations to VDEM, e.g. for its RCPT effort.
5. WE 8 – Written transportation recommendations to others for hurricane analyses, as draft documents are issued.

**D. Schedule**

1. WE 1 – Ongoing
2. WE 2 – Ongoing
3. WE 3 – Ongoing
4. WE 4 – As requested
5. WE 5 – See Task 3.0 – Performance Management
6. WE 6 – As needed
7. WE 7 – Ongoing
8. WE 8 – As needed
9. WE 9 – Ongoing
10. WE 10 – Ongoing

**E. Participants**

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

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$43,829			\$43,829

## 8.0 TECHNICAL SUPPORT, RESEARCH, AND SPECIAL STUDIES

### 8.1 Technical Support, Research, and Coordination

#### A. Background

The Federal government has mandated that regional transportation planning be cooperative, continuing, and comprehensive. HRTPO staff regularly coordinates with other agencies in carrying out the metropolitan transportation planning process.

Past examples of event-driven and on-going topics which HRTPO staff must address—in coordination with other agencies—by conducting research and analysis for the HRTPO Board have included:

- Unsolicited Public-Private Transportation Act (PPTA) proposals
- Passenger Rail (in response to new federal funding)
- Transit Vision Plan
- Fast Ferry service
- Value Pricing
- Regional Operations Planning
- Mega-Projects (e.g. HRBT)

(For HRTPO support of VDOT's VRTC, see section 9.0)

#### B. Work Elements (WE)

Work activities include the following:

1. Event-Driven Topics
  - a. Define the problem or question that has emerged.
  - b. Research the experience of others in responding to the problem/question.
  - c. 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.
  - d. Prepare and analyze alternative solutions.
  - e. Recommend actions to the HRTPO board.
2. Assist federal, state, and local governments with projects, as requested. Typical work includes evaluation of PPTA proposals and preparing project level planning studies.
3. Assist the Hampton Roads Transportation Operations Subcommittee (HRTTO) with oversight of the preparation of the Operations Strategy for Hampton Roads.
4. Work with HRTTO, VDOT, and other stakeholders on any modifications or amendments to the Eastern Region ITS Architecture as necessary.

5. Administer Procedures for Closures at River Crossings – monitor usage of procedures established in FY 2014 for operators to follow when closing river crossings, maintain the email list used by operators to notify others of planned closures, and update the volumes in the spreadsheet developed for estimating the impact of closures. More details on this work in FY 2021 are provided in Task 8.3 – Procedures for Closures at River Crossings.
6. Regional Highway and Fixed Guideway Studies - Studies of major regional projects and fixed-guideway transit (feasibility studies, Environmental Impact Statement development, etc.) are being conducted by other organizations: VDOT, HRT, etc. HRTPO staff assists its sister agencies with these studies by participating in stakeholder meetings and providing written reviews of interim work.
7. Special Work for TTAC and HRTO – HRTPO staff will conduct analyses requested by TTAC and HRTO. When such analyses do not fall under any other UPWP sections, staff time will be charged to 8.1 Technical Support.
8. Coordinate with military stakeholders and continue planning efforts that build upon the Hampton Roads Military Transportation Needs Study: 2018 Update, such as an update to the Military Commuter Survey.
9. Preserving US 58 Travel Times
  - a. Background: US 58 to Emporia (I-95) and South Hill (I-85) connects Hampton Roads to the southern United States, an important link for personal/business autos and commercial/port trucks. Traffic signals slow travel on this connection. The number of traffic signals along the subject corridor has increased in recent years.
  - b. Purpose: To preserve travel times along US 58.
  - c. Scope: Convene working group to design effort. Execute designed effort.
  - d. Specifics: The Port of Virginia has expressed interest in this effort. The City of Suffolk has suggested considering safety in addition to travel time. VDOT Hampton Roads has suggested coordinating with VDOT Richmond on a portion of the subject corridor in that district.

### **C. End Products**

1. WE 1 – Documentation of event driven research and analysis, as necessary.
  2. WE 2 – For federal, state, and locality-led initiatives, HRTPO staff will share data and provide written analyses, as requested.
  3. WE 6 – For evaluations of major regional projects, HRTPO staff will prepare written comments.
  4. WE 7 – For special work for TTAC and HRTO, documentation will be prepared as necessary.
  5. WE 8 – Documentation of coordination efforts, as necessary.
  6. WE 9 – Documentation of US 58 efforts, as necessary.
-

**D. Schedule**

WE 1-9 – The emerging nature of this work precludes establishment of schedules.

**E. Participants**

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

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303	CO 5303	TOTAL
HRTPO	\$94,984	\$8,223		\$103,207



## 8.2 Active Transportation Planning

### A. Background

The importance of active transportation (AT) to a complete multimodal transportation system has been recognized in federal, state, and local policies. Numerous policies, plans, codes, and regulations support increased focus on active transportation to provide health, low cost, and equitable transportation choices for all users of the regional transportation network.

The Linking Hampton Roads (LHR) study will be a multi-year effort, culminating in the region's first stand-alone active transportation plan. The project will identify the region's Principal Regional Active Transportation Network. The Network will enable regional active transportation travel, while benefiting local active transportation trips. The Principal Network will be comprised of regional pedestrian and bicycle parkways and paths and pedestrian activity districts. It will be the highest level classification for bicycling and walking facilities in regional transportation plans, and will include both on- and off-street bicycling and walking facilities. The Principal Network will encourage walking, bicycling, and taking transit by providing safe, comfortable, efficient, and environmentally-friendly ways to get around the region without a car.

In FY20, staff plans to serve the localities and the regional active transportation system by 1) completing the LHR plan, 2) preparing web-based toolbox to promote active transportation, and 3) conducting studies for improving aspects of the AT system.

### B. Work Elements (WE)

Planned tasks include:

1. Produce a **Bicycle Level of Stress Analysis** study for the City of Hampton using GIS and street network data. This study will analyze the level of traffic stress experienced by bicyclists on the City's existing road network. Results from the analysis will assist Hampton in developing a less stressful bicycle network to facilitate easier travel throughout the City for users. The City of Hampton will be the test locality to analyze a Bicycle Level of Stress study. Once the methodology and criteria is developed and refined, it will be offered to be replicated for the rest of the Hampton Roads region in the future,
  - a. Assign Levels of Traffic Stress scores
  - b. Design, build and analyze the Road Network data
  - c. Produce Bicycle Levels of Stress Maps
  - d. Provide Recommendations to create a continuous low-stress bicycle network
2. Prepare an interactive web map of the Birthplace of America Trail with guidance from the Active Transportation Subcommittee (ATS) that will help further the construction of the Birthplace Trail by drawing attention to different sections of the trail:
  - a. Unfunded

- b. Funded
- c. Interim
- d. Complete

This map was prepared in FY 2020 for “The Current Status of the Birthplace of America Trail” report. Hampton Roads Resilience Project dashboard map, which can be found on the hrgeo.org website, is a map that could be used as a reference. HRTPO staff intends to design the interactive web map of the Birthplace Trail so that it can be expanded to a backbone of major trails.

**C. End Products**

- 1. WE 1 – Level of Stress Analysis study for the City of Hampton
- 2. WE 2 – Interactive web map

**D. Schedule**

- 1. WE 1 – First and Second Quarter
- 2. WE 4 – to be determined

**E. Participants**

HRTPO, VDOT, locality staffs, transit agencies, and the public.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303		TOTAL
HRTPO	\$19,817	\$7,319		\$27,136

## 8.7 Regional Connectors Study

### A. Background

During the HRTPO Board Meeting on October 20, 2016, the Board unanimously voted to recommend Alternative A of the alternatives presented in the draft Hampton Roads Crossing Study (HRCS) Supplemental Environmental Impact Statement (SEIS) to the Commonwealth Transportation Board (CTB) as the Region's Preferred Alternative. As part of the same action, the HRTPO Board also requested that the Hampton Roads Transportation Accountability Commission (HRTAC) allocate up to \$7 million toward the cost of further study of the HRCS-SEIS components not included in the Preferred Alternative – specifically the I-564/I-664 Connectors, I-664 widening from the I-64/I-264/I-664 interchange at Bowers Hill to the I-64/I-664 interchange in Hampton, including the Monitor-Merrimac Memorial Bridge-Tunnel (MMMBT), and the Virginia Route 164/164 Connector, and to include these projects in the Hampton Roads 2040 Regional Transportation Vision Plan. The HRTAC, at its meeting on October 20, 2016, passed a resolution approving up to \$7 million from the Hampton Roads Transportation Fund (HRTF) for this study.

On December 7, 2016, the CTB passed a resolution that the location of the HRCS SEIS project be approved as presented under Alternative A in the Draft SEIS. The CTB further directed VDOT to work with the HRTPO, HRTAC, and other partners to advance separate studies resolving access issues around Craney Island for the I-564/I-664 Connectors, I-664/MMMBT, and VA-164/164 Connector.

At its meeting on January 19, 2017, the HRTPO Board authorized and directed HRTPO staff to initiate the study and work with VDOT, HRTAC, and other partners to develop a Memorandum of Understanding (MOU) supporting studies on how to move forward with the remaining segments of the SEIS and the Bowers Hill Interchange. During its meeting on March 16, 2017, the HRTAC approved a resolution to provide up to an additional \$4 million in contingency funding to complete the work under the MOU.

### B. Work Elements (WE)

In accordance with the MOU, work activities include the following:

1. HRTPO management of “Additional Feasibility Studies” (cost not to exceed \$3 million) to evaluate the following corridors:
  - a. VA-164 – from the VA-164 Connector to I-664
  - b. I-564 Connector – from I-564 to the VA-164 Connector
  - c. VA-164 Connector – from the I-564 Connector to VA-164
  - d. I-664 Connector – from the junction of the I-564 Connector and the VA-164 Connector to I-664 just south of the Monitor-Merrimac Memorial Bridge-Tunnel
  - e. I-664 – from the I-64/I-264 interchange at Bowers Hill to the I-64 interchange in Hampton

2. VDOT management of a study (cost not to exceed \$4 million) under the National Environmental Policy Act (NEPA) process for the Bowers Hill Interchange (the “Bowers Hill Study”).

**C. End Products**

1. WE 1 – Documentation – including studies, designs, funding analyses – necessary to determine feasibility, permit-ability, and transportation benefits necessary to advance the corridors listed.
2. WE 2 – Completed NEPA documentation for the Bowers Hill Study.

**D. Schedule**

1. WE 1 – To be determined
2. WE 2 – To be determined.

**E. Participants**

HRTPO, VDOT, HRTAC, impacted localities, U.S. Army Corps of Engineers, U.S. Navy, Virginia Port Authority, private consultants

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303	HRTF	TOTAL
HRTPO			\$55,488	\$55,488

## 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, including participation in technical committees led by federal, state, and local governments.

Under the *Intermodal Surface Transportation Efficiency Act (ISTEA)* of 1991, the planning and programming responsibilities of metropolitan planning organizations 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; as well as the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)*, signed into law on August 10, 2005; *Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21)*, signed into law on July 6, 2012; and the current federal transportation act, *Fixing America's Surface Transportation (FAST) Act*, signed into law on December 4, 2015.

The FAST Act, 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.

The HRTPO Board has recognized the importance of proactively advising state and national legislators regarding developing legislation related to transportation. The Board created the Legislative Ad-hoc Committee in January 2010 to focus on legislative issues and advise the Board. HRTPO staff monitors developing legislation and works to keep the Board well-informed with regard to potential impacts of such legislation.

This task includes the purchase of four replacement computers at an average cost of \$2700 each 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), Williamsburg Area Transit Authority (WATA), and Suffolk Transit.

3. Monitoring and providing HRTPO Board briefings on developing and approved federal and state legislation related to transportation.
4. Preparation of an Annual Legislative agenda for submission to the General Assembly.
5. Coordination of HRTPO attorney comments and recommendations on legislation.
6. Preparation of quarterly and annual financial reports and summaries of progress during the fiscal year.
7. Preparation of intergovernmental reviews, as necessary.
8. HRTPO staff training – may include technical training as well as participation in workshops and conferences.
9. HRTPO participation in statewide and national organizations including the Virginia Association of Metropolitan Planning Organizations (VAMPO) and the Transportation Research Board (TRB).
10. HRTPO participation in meetings of the Commonwealth Transportation Board (CTB).
11. Updating and revising the HRTPO Board Member Handbook, as necessary.
12. Preparation of agendas, minutes, and associated materials for HRTPO Board meetings.
13. 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. Community Advisory Committee (CAC)
  - 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 and Public Transportation Task Force (PRPTTF)
  - j. Active Transportation Subcommittee (ATS)
  - k. TRAFFIX Subcommittee (TS)

HRTPO staff will provide support to the TS as it oversees TRAFFIX annual budget and work, format and content of TRAFFIX annual report, budget and work revision requests, etc. HRTPO staff support will include:

    - Calling meetings with TS chair and TRAFFIX leader to plan agendas.
    - Preparing and transmitting TS meeting agendas.
    - Providing meeting space and lunches for post-TTAC meetings.

14. 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. VTRC's System Operations Research Advisory Committee (SORAC)
  - c. VTRC's Transportation Planning Research Advisory Committee (TPRAC)
  - d. Regional Concept for Transportation Operations – Traffic Incident Management (RCTO-TIM) Committee
15. Participation on advisory committees, as appropriate.
16. Coordination of orientation and other training for HRTPO Board members and members of advisory committees.
17. Provision of interagency coordination and attending meetings of local governments, local transit operators, and state transportation departments, as well as other agencies, as appropriate.
18. Preparation of grant applications for Federal (Better Utilizing Investments to Leverage Investments, BUILD, and the Infrastructure for Rebuilding America, INFRA) and State (SMART SCALE) funding of transportation infrastructure in the Hampton Roads region.

### **C. End Products**

1. WE 1 – Processed and signed PL, Section 5303, and SPR agreements
2. WE 2 – Processed and signed pass-through agreements
3. WE 3 – Presentation to HRTPO Board, as necessary
4. WE 6 – Quarterly and annual financial and progress reports delivered to VDOT
5. WE 11 – Updates to the HRTPO Board Member Handbook, as necessary
6. WE 12 – Agendas, minutes, and associated materials for monthly HRTPO Board meetings
7. WE 13 – Agendas, minutes, and associated materials for meetings of advisory committees and subcommittees
8. WE 18 – Completed and submitted grant applications for BUILD, INFRA, and SMART SCALE

**D. Schedule**

1. WE 1 – Grant agreements are generally processed one to two months prior to the beginning of the next state fiscal year
2. WE 2 – Pass-through agreements are generally processed one to two months prior to the beginning of the next federal fiscal year
3. WE 3 – Ongoing
4. WE 4 – Second Quarter
5. WE 5 - Ongoing
6. WE 6 – Quarterly
7. WE 7-11 – Ongoing
8. WE 12 – Monthly
9. WE 13 – As needed
10. WE 14-17 – Ongoing
11. WE 18 –
  - a. BUILD – First Quarter
  - b. INFRA – Third Quarter
12. SMART SCALE – First Quarter

**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	\$224,011	\$29,197		\$253,208



## 10.0 TRANSIT PLANNING

### 10.1 HRTPO Coordination of Regional Transit Planning Process

#### A. Background

Chapter 856 of the Virginia Acts of Assembly approved May 18, 2018 includes the following description of regional transit planning to be done by HRTPO (§ 33.2-286 Urban transit agency strategic plans, section D):

“In addition to developing and updating a strategic plan pursuant to this section, in all planning districts with transit systems collectively serving population areas of not less than 1.5 million nor more than 2 million, such **transit systems shall develop** a regional transit planning process **coordinated by the federally designated Metropolitan Planning Organization**. Such planning process shall include the identification and prioritization of projects, the establishment of performance benchmarks that incorporate state and federal requirements, the development and implementation of a regional subsidy allocation model, and the distribution of funds solely designated for transit and rail and that are **administered by a regional body** authorized by this Code to enter into agreements for the operation and maintenance of transit and rail facilities.”

#### B. Work Elements (WE)

For FY 2021, the Scope of Work for this project includes the following tasks for the HRTPO:

1. Provide technical support to WATA concerning its strategic planning effort.
2. Fulfill regional requirements of recent legislation:
  - a. 2020 Virginia legislation
    1. the design of a regional transit backbone
    2. applying new funding to the regional transit backbone
  - b. 2018 Chapter 856 legislative requirements (from above):
    1. the identification and prioritization of projects
    2. the establishment of performance benchmarks
    3. the development and implementation of a regional subsidy allocation model
  2. the distribution of funds solely designated for transit and rail

**C. End Products**

1. As needed
2. As needed

**D. Schedule**

1. Per WATA schedule
2. FY 2021

**E. Participants**

HRTPO, HRTAC, HRT, WATA, Suffolk Transit, DRPT, localities, and others.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303	TOTAL
HRTPO		\$37,830	\$37,830

## 13.0 Rural Transportation Planning

### A. Background

The HRTPO, in cooperation with VDOT, will continue to develop an ongoing transportation planning process for the rural areas of Hampton Roads, including Surry County and portions of the City of Franklin and the Counties of Gloucester and Southampton.

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% of the funding and require a 20% local match.

In FY 2021 each planning district commission or regional commission will receive \$58,000 from VDOT's Rural Transportation Planning Assistance Program and each planning district commission or 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 the VDOT Transportation Mobility and Planning Division (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 on 23 U.S.C. 307 (c), State Planning and Research.

During FY 2021, the HRTPO will carry out the following activities:

#### **Program Administration**

##### Rural Transportation Planning (RTP) Administration

The RTP program is designed to facilitate regional participation and build consensus 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, data, and equipment 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. In FY 2017, HRTPO staff updated the RL RTP to the horizon year 2040, approved by the HRTPO Board in September 2017. In FY 2020, HRTPO staff will continue to maintain the current 2040 RL RTP.

### 2. Performance Management

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 its Performance Management efforts, including the regional Congestion Management Process (CMP).

An update to the *Congestion Management Process - System Performance and Mitigation* report was released in October 2014. This update included an analysis of traffic volumes and speeds, historical trends, congestion, travel time reliability, and related issues on the rural CMP network. HRTPO began preparing an update to the Hampton Roads *Congestion Management Process* report in FY 2019 and will continue this work in FY 2020. Similar to the previous Congestion Management Process report, this study will include roadways in the rural localities.

Since 2012, HRTPO has also prepared the *Hampton Roads Annual Roadway Performance Report*. This annual report includes average weekday traffic volumes, an analysis of roadway speed data collected by INRIX, and an analysis of peak period roadway congestion levels. This document also includes major roadways in the rural localities.

### 3. Regional Safety Planning

In October 2013, HRTPO released the Hampton Roads Regional Safety Study: Crash Trends and Locations report, which updated the trends in crashes at the jurisdictional and regional levels, and detailed the number and rate of crashes on Interstates and at intersections throughout the region. HRTPO followed in July 2014 with the Hampton Roads Regional Safety Study: Crash Analysis and Countermeasures report, which analyzed high-crash locations and recommended countermeasures to improve safety.

HRTPO began preparing an update to the Hampton Roads Regional Safety Study report in FY 2019 and will continue this work in FY 2020. Similar to the previous safety planning efforts, this study will include roadways in the rural localities.

4. Regional Freight Planning

In FY 2018, HRTPO released an update to the Hampton Roads Regional Freight Study report. The Regional Freight Study includes an analysis of the movement of freight to, from, and within Hampton Roads for all transportation modes, and the movement of trucks both within Hampton Roads as well as through the gateways of the region. Both of these components included the rural localities.

5. Regional Bridge Planning

In FY 2018, HRTPO prepared an update to the Hampton Roads Regional Bridge Study report. The Regional Bridge Study includes an analysis of bridge characteristics and conditions, deficient bridges, bridge funding and projects, and costs related to bridge maintenance and replacement. All of these components include the bridges within the rural localities.

6. Technical Assistance and Coordination

Upon request, and in coordination with VDOT and/or 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.

7. 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.

## Program Activities

1. Performance Management
    - Update the CMP database with the most current traffic counts and roadway characteristics, including those roadways in the rural areas.
    - Update the various transportation databases that cover all aspects of the transportation system including roadway use, bridges, aviation, rail, American Community Survey (ACS) data, etc.
    - Update the *HRTPO Annual Roadway Performance Report*, which will include an analysis of rural roadways.
  2. Regional Safety Planning
    - HRTPO staff will continue to maintain and update crash databases and shapefiles for major roadways in the rural areas.
    - HRTPO staff will participate in statewide and regional safety-related committees, including the steering committee for the Strategic Highway Safety Plan update.
    - HRTPO staff will participate in roadway safety audits conducted by the State and its consultants as requested, including for those roadways in rural areas.
  3. Regional Freight Planning
    - HRTPO staff will continue to maintain and update a database of truck volumes and percentages for roadways in rural areas.
  4. Regional Bridge Planning
    - HRTPO staff will continue to maintain and update the bridge condition database for bridges in the rural areas.
  5. Technical Assistance and Coordination
    - Complete any remaining tasks associated with the assembling of bicycle and pedestrian recommendations from comprehensive plans and standalone bicycle and pedestrian plans into a GIS shapefile.
    - Assist localities as needed in the development of detailed transportation plans as part of the local comprehensive plan update.
    - Provide technical assistance as needed to rural localities in the areas of multimodal planning, transportation GIS planning, project prioritization, etc.
    - Assist VDOT as needed in the development of transportation plans relating to the rural localities in Hampton Roads.
    - Participate in VTrans webinars and SMART SCALE meetings.
    - Participate in meetings with VDOT staff regarding Title VI and Environmental Justice compliance.
-

- Participate in outreach meetings and provide/review data as requested by VDOT throughout the fiscal year; this includes participating in the Fall Transportation Meeting.
- Participate with MPOs and VDOT on meeting performance measure goals.
- Provide VDOT's Transportation Mobility and Planning Division – Central Office with updated Travel Demand Management Plans when submitted to DRPT. (if applicable)
- Work with VDOT staff in identifying locations for corridor studies and Arterial Management Plans base on safety and congestions data

6. 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

- Preparation of agendas, minutes, and associated materials for meetings regarding rural transportation.
- Purchase of materials, equipment, and services as needed to assist staff in work activities.

**Program Activities**

1. Performance Management
  - An updated CMP database
  - Updated transportation databases
  - An updated *HRTPO Annual Roadway Performance Report*
2. Regional Safety Planning
  - An updated crash database/shapefile for the region
  - An updated *Hampton Roads Regional Safety Study* report
3. Regional Freight Planning
  - An updated truck volume database
4. Regional Bridge Planning
  - An updated bridge condition database
5. Technical Assistance and Coordination
  - Complete any unfinished FY 2020 tasks related to rural transportation
  - Other products related to rural transportation technical assistance as needed

**D. Schedule – Program Activities**

1. Performance Management
  - Updated CMP database – Ongoing throughout FY 2021
  - Updated transportation databases - Ongoing throughout FY 2021
  - Updated *HRTPO Annual Roadway Performance* report – Second Quarter
2. Regional Safety Planning
  - Updated crash database/shapefile – Ongoing throughout FY 2021
3. Regional Freight Planning
  - Updated truck volume database – Ongoing throughout FY 2021
4. Regional Bridge Planning
  - Updated bridge condition database – Ongoing throughout FY 2021
5. Technical Assistance and Coordination
  - Technical assistance tasks as needed – Ongoing throughout FY 2021
6. Technical Assistance to the Multimodal Planning Office – Ongoing throughout FY 2021

**E. Participants**

HRTPO, VDOT, DRPT, FHWA, HRPDC, Consultants, 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			\$24,167	\$24,167



## 14.0 HRTAC Administration and Support

### A. Background

In February 2013, the General Assembly approved the first comprehensive overhaul of the way Virginia pays for its transportation system since 1986. The new transportation funding legislation, referred to as HB2313, is expected to generate hundreds of millions in new transportation dollars annually statewide and includes regional components that will result in significant new funding each year to be used specifically in Hampton Roads. These new regional transportation funds are being placed in the Hampton Roads Transportation Fund (HRTF).

On March 8, 2014, the General Assembly passed legislation included in House Bill 1253 (HB 1253) and related Senate Bill 513 (SB 513), thereby creating the Hampton Roads Transportation Accountability Commission (HRTAC). In accordance with this new legislation, the moneys deposited in the HRTF shall be used solely for new construction projects on new or existing highways, bridges, and tunnels in the localities comprising Planning District 23 as approved by the HRTAC. The legislation further states that the HRTAC shall give priority to those projects that are expected to provide the greatest impact on reducing congestion for the greatest number of citizens residing within Planning District 23 and shall ensure that the moneys shall be used for such construction projects.

The HRTAC consists of 23 members as follows:

- The chief elected officer of the governing body of each of the 14 counties and cities embraced by the HRTAC
- Three members of the House of Delegates who reside in different counties or cities embraced by the HRTAC, appointed by the Speaker of the House
- Two members of the Senate who reside in different counties or cities embraced by the HRTAC, appointed by the Senate Committee on Rules
- The following four nonvoting ex officio members:
  - A member of the Commonwealth Transportation Board who resides in a locality embraced by the HRTAC, appointed by the Governor
  - The Director of the Virginia Department of Rail and Public Transportation or their designee
  - The Commissioner of Highways or their designee
  - The Executive Director of the Virginia Port Authority or their designee

In accordance with the legislation, the HRTAC has the authority to issue bonds and other evidences of debt. In addition, the HRTAC shall control and operate and may impose and collect tolls in amounts established by the HRTAC for the use of any new or improved highway, bridge, or tunnel, to increase capacity on such facility or to address congestion within Planning District 23. The HRTAC is also a responsible public entity under the Public-Private Transportation Act of 1995.

The passed legislation includes the following statement:

*...the staff of the Hampton Roads Transportation Planning Organization and the Virginia Department of Transportation shall work cooperatively to assist the proper formation and effective organization of the Hampton Roads Transportation Accountability Commission. Until such time as the Commission is fully established and functioning, the staff of the Hampton Roads Transportation Planning Organization shall serve as its staff, and the Hampton Roads Transportation Planning Organization shall provide the Commission with office space and administrative support. The Commission shall reimburse the Hampton Roads Transportation Planning Organization for the cost of such staff, office space, and administrative support as appropriate.*

**B. Work Elements (WE)**

Work activities include the following:

1. Providing staff support to the Hampton Roads Transportation Accountability Commission (HRTAC), per the stipulation included in HB 1253 or SB 513. Staff support may include:
  - a. Technical support on transportation planning, prioritization, and programming.
  - b. Tracking of revenues and expenditures of funds for which the HRTAC is the responsible entity.
  - c. Administrative support – coordinating meetings, payroll, accounting, etc.

**C. End Products**

1. WE 1 – Reports of revenues and expenditures of funds for which HRTAC is responsible.

**D. Schedule**

1. WE 1 – Ongoing.

**E. Participants**

HRTAC, HRTPO, local governments, VDOT, DRPT, VPA, FHWA, other stakeholders.

**F. Budget, Staff, Funding**

(Funding information includes applicable state/local matching funds)

ENTITY	PL	5303	HRTF	TOTAL
HRTPO			\$51,620	\$51,620