

# Hampton Roads Transportation Planning Organization (TPO) Board Summary Minutes of September 15, 2016

The Hampton Roads TPO Board Meeting was called to order at 11:02 a.m. in the Regional Board Room, 723 Woodlake Drive, Chesapeake, Virginia, with the following in attendance:

## HRTPO Voting Members in Attendance:

Linda T. Johnson, Chair (SU)  
Thomas Shepperd, Vice Chair (YK)  
Alan P. Krasnoff (CH)  
Ella Ward (Alternate, CH)\*  
Donnie Tuck (HA)  
Rex Alphin (IW)  
Michael Hipple (JC)  
McKinley Price (NN)  
Maime Johnson (Alternate, NO)  
Kenneth Wright (PO)

William D. Sessoms (VB)  
Paul Freiling (WM)  
James Utterback (VDOT)  
William Harrell (HRT)  
John Reinhart (VPA)  
Jennifer Mitchell (DRPT)  
Delegate Chris Stolle (GA)\*  
Delegate David Yancey (GA)  
Senator Frank Wagner (GA)\*

## HRTPO Nonvoting Members in Attendance:

James E. Baker (CH)  
J. Brent Fedors (GL)  
Mary Bunting (HA)  
Randy Keaton (IW)  
Bryan Hill (JC)  
James Bourey (NN)\*  
Marcus Jones (NO)  
J. Randall Wheeler (PQ)  
Lydia Pettis Patton (PO)  
Patrick Roberts (SU)

Dave Hansen (VB)  
Marvin Collins (WM)  
Neil Morgan (YK)  
Theresa Danaher (Alternate, CTAC)  
Ivan Rucker (FHWA)  
Arthur Moyer (FTAC)\*  
Robert Bowen (NAA)  
Capt. Rick Wester (U.S. Coast Guard)  
Capt. Michael Moore (U.S. Navy)  
Col. Joseph Ladner (Alternate, Langley-Eustis)\*

## Participating Jurisdictions

Barry Cheatham (FR)  
Randy Martin (FR)

Michael W. Johnson (SH)  
Barry Porter (SH)

## CTB Participant:

John Malbon

## HRTPO Executive Director:

Robert A. Crum, Jr.

## Other Participants:

Grindly Johnson (Commonwealth of Virginia)

Charles Kilpatrick (VDOT)

**HRTPO Voting Members Absent:**

Phillip Bazzani (GL)

Kenneth Alexander (NO)

W. Eugene Hunt (PQ)

Senator Mamie Locke (GA)

Todd Tyree (WATA)

**HRTPO Nonvoting Members Absent:**

Greg Edwards (CTAC)

Jeffrey Breeden (FAA)

Wayne Fedora (FHWA)

Terry Garcia-Crews (FTA)

Ryan Long (FTA)

Col. William Galbraith (Langley-Eustis)

Robert S. Bowen (NAA)

Ken Spirito (PAC)

Randall P. Burdette (VDOA)

**HRTPO Staff:**

Camelia Ravanbakht

Sam Belfield

Rob Case

Kathlene Grauberger

Theresa Jones

Michael Kimbrel

John Mihaly

Kendall Miller

Keith Nichols

Joe Paulus

Dale Stith

Beth Vandell

\* Late arrival or early departure

**Others Recorded Attending:**

John Gergely, Donna Sayegh (Citizen); Bryan Stilley, Jerri Wilson (NN); Thelma Drake, Michelle Washington, Ron Williams (NO); Kevin Page (HRTAC); Rhonda Murray (U.S. Navy); Drew Lumpkin (Senator Warner); Karen McPherson (McPherson Consulting); Ellis W. James (Sierra Club and NEC Observer); Dianna Howard (VBTP, VBTA, TLP); Brenda Johnson, Frank Papcin (CTAC); Bert Ramsay (Lane Construction); Jordan Pascale (Virginian-Pilot); Theresa Clift (Daily Press); Ray Amoruso (HRT); Angel Deem, David Forster, Tony Gibson, Paula Miller, Dawn Odom, Scott Smizik (VDOT); Candace Reid (Hampton Roads Chamber of Commerce); Mike Freidank, Deanna Nevling (Michael Baker International); Nick Antonucci, John Bourne, Anil Sharma (HNTB); David Miller (PFM); Mode 5 Representatives; Cathy Aiello (Aiello Enterprises); Kelli Arledge, Nancy Collins, Katie Cullipher, Greg Grootendorst, Sharon Lawrence, Mike Long, Ben McFarlane, Joe Turner, Chris Vaigneur (HRPDC Staff)

**Approval of Agenda**

Chair Linda Johnson asked for any additions or deletions to the agenda. She offered a report from the Freight Transportation Advisory Committee (FTAC) as an addition. Delegate David Yancey Moved to approve the agenda as amended; seconded by Mr. Art Moyer. The Motion Carried.

Chair Johnson welcomed Mayor Paul Freiling from the City of Williamsburg as the newest voting member to the HRTPO Board, and Robert Bowen of Norfolk Airport Authority, Captain Michael Moore of the U.S. Navy, and Randy Keaton of Isle of Wight County as the newest nonvoting members to the HRTPO Board.

## **Executive Director Report**

Mr. Robert Crum, HRTPO Executive Director, directed members towards his report included in the agenda package and asked if there were any questions. There were no questions.

## **Workshop Agenda**

### **Commonwealth Transportation Board Member Comments and Updates**

Mr. John Malbon, Commonwealth Transportation Board (CTB) member, reported that there was no CTB meeting in September. He noted that the public comment period is nearing conclusion for the SEIS crossing study.

### **Virginia Department of Transportation**

Mr. James Utterback, Virginia Department of Transportation (VDOT) Hampton Roads District Administrator, reported that the Department is taking the contract award for the first phase (of two) of the I-64/I-264 Interchange project to the Commonwealth Transportation Board for approval the week of September 19, 2016.

### **Virginia Department of Rail and Public Transportation**

Ms. Jennifer Mitchell, Department of Rail and Public Transportation (DRPT) Director, reported that DRPT has been working with the Transit Capital Project Revenue Advisory Board to identify transit funding sources and to implement a new prioritization framework similar to SMART SCALE. They have been meeting since July and have an upcoming meeting scheduled for September 19, 2016. The Board anticipates presenting initial findings to the General Assembly in December 2016 and will have final recommendations by July 2017.

Ms. Mitchell also reported that DRPT is working on its High Speed Rail Tier 2 Environmental Impact Statement (EIS) and expects to release the draft EIS this fall pending review by the Federal Railroad Administration (FRA). The Department expects the CTB to make a recommendation on the preferred alternative by February 2017.

### **Virginia Port Authority Update**

Mr. John Reinhart of the Virginia Port Authority (VPA) reported the North Gate project at Norfolk International Terminals (NIT) is underway and will open by June 2017. VPA has released a request for proposal (RFP) for the first phase of NIT improvements, and the rail mounted gantry (RMG) bid should open the week of September 15, 2016. Mr. Reinhart also reported VPA will have its board meetings in Portsmouth the week of September 19, 2016 at Virginia National Gateway.

## **HRT and WATA Updates**

Mr. William Harrell of Hampton Roads Transit (HRT) reported that HRT's planning team will be hosting public workshops in October 2016 on the Peninsula Corridor Study, which will be announced soon.

There was no representative from WATA in attendance.

## **Citizen Transportation Advisory Committee (CTAC) Update**

Ms. Theresa Danaher, CTAC Vice-Chair, had no report, but commented on HRT funding and a previous public comment on the flood barrier crossing.

## **Military Liaisons Comments and Updates**

Captain Rick Wester of the U.S. Coast Guard reported on the Coast Guard's response to Tropical Storm Hermine. He detailed that the port was closed for 28 hours, although coordination with the Corps minimized the impact of the closing. Captain Wester also added that many bridges are on altered opening schedules due to repairs and other improvements. He noted North Landing Bridge on the Intercoastal Waterway is in the process of repairs and will be fully closed to navigation from October 11-14, 2016.

Capt. Michael Moore of the U.S. Navy introduced himself to the Board and had no further comments.

Colonel Joseph Ladner of Langley-Eustis had no comments.

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

Mr. Art Moyer, FTAC Co-Chair, reported on the importance of the Hampton Roads Crossing Study (HRCS) Supplemental Environmental Impact Statement (SEIS) to the region and thanked VDOT and HRTPO Staff for their assistance with related questions from the FTAC. Mr. Moyer directed the Committee to a resolution prepared by the FTAC regarding the HRCS-SEIS alternatives, noting the FTAC recommends Alternatives B and D.

## **HRCS – SEIS: Technical Analysis and Discussion**

Mr. Robert Crum, HRTPO Executive Director, and Dr. Camelia Ravanbakht, HRTPO Deputy Executive Director reported on the technical evaluation of alternatives resulting from the Hampton Roads Crossing Study (HRCS) Supplemental Environmental Impact Statement (SEIS). Mr. Crum thanked Dr. Ravanbakht and her staff for their work on the technical analysis.

Mr. Crum detailed a timeline for the remainder of 2016 to the Board, noting that the CTB will begin deliberations on the alternatives at its October meeting, will not meet in November, and will intend to make a decision on the alternatives in December to forward

onto the Army Corps of Engineers and other agencies. He explained that the HRTPO Board should be in a position to recommend an alternative to the CTB for their consideration in November.

There are currently four options under review by VDOT that will address travel demand, improved transit access, increased regional accessibility, geometric deficiencies, emergency evacuation, improved strategic military connectivity, and increased access to port facilities. Mr. Crum noted the technical analysis prioritizes purpose, need, and congestion mitigation, as this factor is heavily weighted in the application process for SMART SCALE funding.

The options and costs (including a 40 percent contingency) are as follows:

- Alternative A:
  - Includes improvements to I-64 between I-664 and I-564, improvements to the HRBT would be largely confined to existing right of way
  - Cost: \$3.3 billion
  
- Alternative B:
  - I-64/HRBT, I-564, I-564 Connector, Route 164 Connector, Route 164
  - Cost: \$6.6 billion
  
- Alternative C:
  - I-664, I-664/I-564 Connectors, I-564, and Route 164 Connector (Original preferred alternative CBA-9)
  - Includes transit lanes
  - Cost: \$12.5 billion
  
- Alternative D:
  - Includes all components of Alternatives B and C but applies a more narrow footprint than Alternative C
  - Does not include transit lanes
  - Cost: \$11.9 billion

Dr. Ravanbakht reported that staff focused on performance measures for the technical analysis related to congestion relief, including travel time, volume to capacity ratios, and cost effectiveness to test for reductions in delay and trip attraction. In each of the measures, staff also produced a “no build” scenario, which includes approved transportation projects through 2040, but without any of the HRCS alternatives.

- Travel Time: Each of the alternatives improved travel time for commuters by about 20-50 percent over the no-build scenario on the Hampton Roads Bridge Tunnel (HRBT) and the Monitor Merrimac Bridge-Tunnel (MMMBT).
  
- Volume to Capacity (v/c) Ratios: The alternatives also improve mobility on roadways when comparing roadway demand (vehicle volumes) with roadway supply (carrying capacity) from about 10-35 percent over the no-build scenario on

the HRBT and the MMMBT, and slight improvement on the Elizabeth River Crossings.

- Cost-Effectiveness: The alternatives show additional trips between the Peninsula and Southside relative to the cost of the project. Alternative A shows the greatest number (8,727 trips/\$1 billion), while the other alternatives would result in lesser additional trips due to other commuter choices. A delay reduction is also apparent for each of the alternatives compared with the cost.

Dr. Ravanbakht also noted that the Board approved the region's 2040 Long-Range Transportation Plan at its meeting in July, which included the sequencing and plan funding for projects included in the technical analysis. At that time, the preferred alternative for the HRCS was unknown, but the Board approved \$4.8 billion for Phase 1 construction with an estimated completion time of 2028.

Delegate Chris Stolle inquired if it is possible to prioritize operationally independent sections of an alternative while including an entire alternative in a record of decision to ensure the project is fiscally constrained. Mr. Crum expressed HRTPO believes there is precedent, such as the I-64 widening, which was implemented in segments based on ability to finance and pay.

Mayor William Sessoms asked whether federal agencies have confirmed this approach would be acceptable. Mr. Crum replied that staff may verify this information at the direction of the HRTPO Board. Mr. Utterback also indicated the I-64 corridor underwent a similar approach.

Mr. Thomas Shepperd asked if the Board recommended Alternative D, whether it would need to prioritize which crossing it would start with. Mr. Crum replied affirmatively, expressing the need to prioritize segments, as well as demonstrate that those initial segments are fiscally constrained. Mr. Shepperd followed up to ask how this would fit within the schedule to make a recommendation to CTB, as well as whether the Board was ready to make a submission prioritizing segments. Mr. Crum expressed that the CTB is looking to the Board for input on prioritization of segments prior to its decision process in December. He also noted the HRTPO staff is prepared from its technical analysis to submit such a recommendation, but it needs the Board's direction.

Mr. Utterback added that VDOT is working with the Army Corps of Engineers to receive a preliminary Least Environmentally Damaging Practicable Alternative (LEDPA) decision to understand what components of the alternatives will be permitted. He explained the CTB would be looking for this information before making its decision. Mr. Crum added the public comment period ends on September 19, 2016. He also stated the HRTPO would receive a report from information presented at the CTB's next meeting on October 18, 2016, in addition to public input. HRTAC Director Kevin Page also will be in attendance to present a plan of finance so the Board may be in a position in November to have the input it needs to make a recommendation to the CTB.

(Mr. Moye departs)

Delegate David Yancey noted he has had several constituents express their preference for Alternative A, primarily because it would guarantee the HRBT would be prioritized. He asked what assurances could be given that the HRBT is the first segment should another alternative be chosen by the Board. Mr. Crum replied that those assurances would need to come from the Board prioritizing the segments, though the CTB would ultimately make that decision.

Mayor Alan Krasnoff asked for Mr. Ivan Rucker of the Federal Highway Administration to comment on whether the decision on HRCS may have an impact on other projects and their environmental impact statements, as well as increasing costs and requiring supplemental environmental studies. Mr. Rucker replied that with HRTAC, the Board is well-positioned to ensure projects are funded and receive the necessary environmental impact document.

Mr. William Harrell asked what cost transit lanes would add to Alternative D. Dr. Ravanbakht replied that based on the cost information provided by VDOT, similar transit lanes in Alternative C would cost more than \$3 billion.

Mayor Sessoms suggested the Board move forward with Alternative B, since it is fiscally constrained, then with other segments of Alternative D. He then asked where the remaining segments stand from an environmental perspective that are not constrained. Mr. Utterback replied that if the Board recommends an alternative, the environmental portion will continue to be updated, and the question would remain about how to include the project in the long-range transportation plan. Mr. Crum added that from an HRTPO perspective, the fiscally constrained portion would be placed into the Board's long-range transportation plan, while the remaining segments would be placed into its vision plan.

Mayor McKinley Price asked whether it is possible to suggest an alternative with modifications based on the priorities of the Board. He added that should the Board recommend Alternative D, it does not include transit lanes, which is a concern for the Peninsula. Mr. Utterback later added that within alternatives other than C, bus rapid transit may run in managed lanes. He also indicated that VDOT coordinated with the Department of Rail and Public Transportation.

Mayor Paul Freiling asked to refer to Page 25 of the HRCS-SEIS PowerPoint presentation, asking why the number of per person trips is decreased crossing from Southside to the Peninsula under Alternative B compared with Alternative A. Dr. Ravanbakht explained that the computer model projects some people to satisfy their travel needs locally using different routes without crossing the Hampton Roads Harbor.

Mr. Shepperd asked about whether trip value was considered in the technical analysis. Dr. Ravanbakht replied that staff focused on total travel time, which leads to improvements of effectiveness, efficiency, and productivity in the region.

Mr. Randall Wheeler of Poquoson suggested the Board may need a comprehensive timeline to keep environmental documents current and avoid starting over to complete unfinished segments.

Delegate Stolle asked if any of the alternatives could be eliminated because of risks from an environmental perspective. Mr. Utterback replied that VDOT has worked with the Army Corps of Engineers, which has requested more information. He noted the goal is to have preliminary feedback from the Corps of Engineers in October 2016.

Mayor Krasnoff asked for estimates on when construction would take place, since that may impact the price of the segments, as well as cost estimates for each of the segments within the alternatives. Mr. Crum replied that HRTAC's funding plan will be presented at the October Board meeting. He also noted that each of the cost estimates include a 40 percent contingency.

Mr. John Reinhart of Virginia Port Authority (VPA) asked if the risks around Craney Island in Alternative B have been considered in costs, and whether there will be any additional costs as the process moves forward. Mr. Utterback replied that the risk is currently contained within the contingency. Mr. Reinhart also added that dredging availability will be critical to the harbor.

(Mr. Bourey departs)

### **HOV to HOT Lane Conversion (I-64 Reversible Lanes) Resolution of Support**

Mr. Utterback of VDOT briefed the Board on a feasibility study conducted by the Office of the Secretary of Transportation, in coordination with the Office of Intermodal Planning and Investment (OIP) and regional stakeholders, concerning the potential conversion of HOV to HOT lanes along two sections of I-64 on the Southside. The purpose of the study is to determine the feasibility of converting portions of the existing HOV network to HOT lanes and to identify the potential benefits and implications of a HOV to HOT conversion.

Currently, 34 miles of HOV lanes in Hampton Roads are underused, and HOT lanes present an opportunity to reduce traffic congestion, improve reliability, and to give commuters travel choices.

The feasibility study explored two segments of HOV lanes. Segment 1, consisting of I-564 to I-264, was found to be feasible. Segment 2, consisting of I-264 to I-464, was found not feasible financially, though feasibility may increase if combined with managed lanes on High-Rise Bridge. General purpose (GP) utilization for segment 1 decreases 17-20 percent due to shifts to HOT lanes, while GP utilization for segment 2 only decreases 3-10 percent due to shifts to HOT lanes.

(Col. Ladner departs)

VDOT plans to present its findings and recommendations to the CTB the week of September 19, 2016. CTB action is required for VDOT to move forward with its recommendations. VDOT will recommend converting Segment 1 (I-564 to I-264) from HOV-2 to HOT and to extend the operating hours to Monday-Friday, 5:00-9:00 am and 2:00-6:00 pm. It also will ask to use the Toll Facility Revolving Account funds for initial

capital costs. VDOT will continue to evaluate Segment 2 in conjunction with the I-64 High Rise Bridge analysis.

Mr. Utterback then reviewed the timeline, anticipating CTB action in October. Should the recommendations move forward, VDOT plans to complete the conversion by Fall 2017.

(Dr. Ward, Delegate Stolle, and Senator Wagner depart)

## **Meeting Agenda**

### **Public Comment Period**

Ms. Donna Sayegh, Portsmouth Citizen, addressed the HRTPO Board regarding the structure of the HRPDC and HRTPO.

Mr. John Gergely, Newport News Citizen, addressed the HRTPO Board regarding the Hampton Roads Crossing Study (HRCS) Supplemental Environmental Impact Statement (SEIS).

Mr. Ellis W. James, Norfolk Citizen, addressed the HRTPO Board regarding the HRCS – SEIS alternatives.

*A transcription of the public comments made orally during HRTPO Board meetings will be included in the HRTPO Agenda each month. The transcript will also be posted on the HRTPO website when available.*

### **Submitted Public Comments**

Chair Johnson reported there were no submitted comments in the Agenda packet; however, she noted there was a public comment handout at each seat.

### **SMART SCALE: HRTPO Project Proposals and Requests for HRTPO Resolutions of Support**

Mr. Mike Kimbrel, HRTPO Principal Transportation Engineer, briefed the Board on the SMART SCALE prioritization process. He also presented the Board with HRTPO staff recommendations:

- I-64 Southside Widening and High Rise Bridge – Phase 1
  - SMART SCALE Funding Request: \$150 million (\$600 million total cost)
- I-64/I-264 Interchange – Phases 1 & 2
  - SMART SCALE Funding Request: \$100 million (\$331,306,555 total cost)

In accordance with SMART SCALE guidance documents, under certain circumstances Hampton Roads localities and transit agencies must obtain resolutions of support from the HRTPO for projects they wish to submit for SMART SCALE evaluation. As of the Board meeting, HRTPO has received 11 letters requesting a resolution of support for 26 projects.

To date, all projects are consistent with the Long-Range Transportation Plan, so HRTPO staff recommends a resolution of support for all of the projects.

Mr. Kimbrel also explained SMART SCALE applications are due on September 30, 2016. Resolutions of Support may be submitted up to December 1, 2016. Therefore, if a locality has a project and has not yet requested a resolution of support, it may still apply and receive a resolution of support at a later date.

Mr. Shepperd Moved to approve the projects to be submitted by the HRTPO, as well as the priority order of those projects, and to approve the resolutions of support for projects by localities and transit agencies; seconded by Mr. Hipple. The Motion Carried.

### **Consent Agenda**

The Consent Agenda is as follows:

- Minutes
- HRTPO CMAQ/RSTP Reserve Accounts – FY 2016-2022 Allocations
- Regional Performance Measures – FY 2016 Update: Final
- FY 2015-2018 TIP Amendment (UPC 4483): VDOT
- FY 2015-2018 TIP Amendment (UPC 59175): VDOT
- FY 2015-2018 TIP Amendment (UPC 109481): VDOT
- Hampton Roads 2040 LRTP: SMART SCALE Amendments and Amendment Process
- HOV to HOT Lane Conversion (I-64 Reversible Lanes) – Resolution of Support
- City of Franklin and Southampton County: MPA Expansion and HRTPO Membership – Resolution of Support
- The State of Transportation in Hampton Roads 2016: Final

Mayor Sessoms Moved to approve the Consent Agenda as written; seconded by Mr. Harrell. The Motion Carried.

### **HRTPO Board Three-Month Tentative Schedule**

Chair Johnson outlined the HRTPO Board three-month tentative schedule in the Agenda Packet.

### **Correspondence of Interest**

Chair Johnson highlighted the Correspondence of Interest items in the Agenda packet.

### **Minutes of HRTPO Committee Meetings**

Chair Johnson noted there were summary minutes from the Freight Transportation Advisory Committee (FTAC), the Citizen Transportation Advisory Committee (CTAC), and the Transportation Technical Advisory Committee (TTAC) included in the Agenda packet.

### **For Your Information**

Chair Johnson highlighted the items in the For Your Information section of the Agenda packet.

### **Old/New Business**

There was no old/new business.

### **Adjournment**

With no further business to come before the Hampton Roads TPO, the meeting adjourned at 12:53 p.m.

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Mayor Linda Johnson  
Chair

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Robert A. Crum, Jr.  
Executive Director/Secretary