Section 7 – Looking Ahead
IMPLEMENTATION AND MONITORING

The 2034 LRTP is the regional transportation plan that will guide the programming and construction of transportation investments in Hampton Roads. To help improve the transportation network of the region, projects from the LRTP will be built and/or studied, and strategies will be implemented. Additionally, because the LRTP is a dynamic transportation policy document, there are mechanisms in place to amend the plan in order to reflect changing priorities and challenges, as well as incorporate evolving needs.

Implementation

Transportation Improvement Program and the LRTP

The 2034 LRTP is the framework for coordinating regional transportation planning efforts in Hampton Roads over the next 20 years. The Transportation Improvement Program (TIP) is the program in which the 2034 LRTP is realized. The TIP is a four-year program and must be consistent with the current LRTP. In other words, projects programmed for implementation in the TIP must have costs and funding identified in the LRTP.

Before any federally-funded and/or regionally significant transportation project can be implemented, the projects must:

- Be explicitly listed in the adopted, conformity approved LRTP and TIP
- Be subjected to additional reviews (environmental, design, etc.)

As with the LRTP, the TIP must also be fiscally-constrained. This means that projects listed in the TIP must have reasonable funding identified to cover the cost of the projects in the four-year timeframe of the TIP.

The most recently approved TIP includes projects programmed for implementation between fiscal years 2012 and 2015; 16 of the regionally funded projects (construction and studies) from the 2034 LRTP are in the FY 2012-2015 TIP for implementation.
Regionally Significant Transportation Investment Studies
The 2034 LRTP contains 11 ongoing transportation studies in Hampton Roads (see Chapter 18 for list of studies). These studies, covering major investments in highway, bridge and tunnel, and transit infrastructure, are conducting alternative and environmental analyses, corridor feasibility, as well as defining the purpose and need of the proposed major investment\(^1\). The outcome of these ongoing transportation studies will inform policymakers on how to proceed with these investments, as well as provide information to advocate for investment funding.

Additionally, the HRTPO staff conducts several corridor and sub-area planning studies each year for various critical transportation issues in order to improve safety, mobility, and relieve congestion in the region. These studies are typically requested by local municipal governments, the HRTPO Board, and other stakeholders. The results of these corridor and sub-area studies can be used to select and implement logical improvements through the LRTP and the TIP.

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\(^1\)Funding for these ongoing transportation studies are authorized under Sections 8, 9, and 26 of the Federal Transit Act, state planning funds, as well as planning and capital funds appropriated under Title 23, United States Code.

LRTP Amendment Process
LRTPs are updated every four years; however, it is sometimes necessary to amend the plan between updates in order to reflect new funding circumstances or changes in regional priorities or challenges.

The amendment process was established to accommodate requirements for state and federal funding, which calls for projects proposed to receive funding be part of a region’s LRTP. Conversely, when previously identified funding is no longer reasonably available or another major barrier prevents the advancement of a fiscally-constrained transportation project towards construction, the amendment process allows the removal of the project from the list. Any funds freed up from the amendment process can then be allocated to other regional transportation priorities.
Program Accountability

With increasing demands to maximize limited transportation dollars, the HRTPO has made it a priority to help ensure that transportation funds are used as efficiently and effectively as possible. The Transportation Programming Subcommittee (TPS), comprised of local and state planners, review the programming and progress of regional transportation investments. Meeting quarterly (or more frequently, if necessary), the TPS advises the TTAC of technical programming and funding issues regarding the implementation of the TIP.

To improve its capabilities for monitoring the status of projects, the HRTPO staff introduced a new format in the recently approved HRTPO Fiscal Year 2012-2015 TIP. In addition to improving the transparency of the TIP, which provides enhanced project description information and a location map, the new format includes funding allocation information as well as cost estimates, schedules, obligations, and expenditures by project phase.

To further enhance the transparency and user-friendliness of the new TIP, HRTPO staff has developed a web-based application for accessing the TIP: www.hrtpotip.org. Along with providing access to the up-to-date TIP document, an Interactive Project Map service provides easy access to project information based on project location.
Monitoring
As part of its transportation planning efforts, the HRTPO staff continually monitors the regional transportation system. The HRTPO staff does this by continuously collecting multimodal data from a variety of sources and storing it in various databases for monitoring via the "State of Transportation" report, the Regional Performance Measures, the Congestion Management Process (CMP), and other transportation planning efforts.

State of Transportation
The HRTPO staff uses statistics compiled in regional transportation databases to produce the State of Transportation in Hampton Roads report. This report details the status on all facets of the transportation system in Hampton Roads, including air, rail, water, and highways.

The current status and trends for each of these aspects of the Hampton Roads transportation system are included in the report.

New developments and significant changes to the regional transportation system are also highlighted. In many cases, comparisons are made between Hampton Roads and other comparable metropolitan areas.

The HRTPO staff updates the State of Transportation report on a biennial basis. The current report, as with all HRTPO publications, is available on the HRTPO website at www.hrtpo.org/TPO_Reports.asp.

Figure 20.1: Topics in the 2011 State of Transportation Report

<table>
<thead>
<tr>
<th>STATE OF TRANSPORTATION IN HAMPTON ROADS INFORMATION</th>
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<tbody>
<tr>
<td><strong>AIR TRAVEL</strong> –</td>
</tr>
<tr>
<td>Passenger levels</td>
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<tr>
<td>Airfares</td>
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<tr>
<td>Nonstop destinations</td>
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<tr>
<td><strong>RAIL TRAVEL</strong> –</td>
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<tr>
<td>Amtrak passenger levels</td>
</tr>
<tr>
<td>Rail safety</td>
</tr>
<tr>
<td><strong>MARINE TRANSPORTATION</strong> –</td>
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<tr>
<td>Cargo levels at the Port of Virginia</td>
</tr>
<tr>
<td>Cruise passenger levels</td>
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<tr>
<td><strong>TRANSPORTATION FINANCING</strong> –</td>
</tr>
<tr>
<td>Transportation revenues and allocations</td>
</tr>
<tr>
<td>Gasoline taxes/fees</td>
</tr>
<tr>
<td>Roadway projects</td>
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<tr>
<td><strong>ROADWAY TRAVEL</strong> –</td>
</tr>
<tr>
<td>Vehicle-miles of travel</td>
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<tr>
<td>Licensed drivers/registered vehicles</td>
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<tr>
<td>Regional roadway capacity (lane-miles)</td>
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<tr>
<td>Congestion</td>
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<tr>
<td>Commuting methods and characteristics</td>
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<tr>
<td>Crashes, injuries, and fatalities</td>
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<tr>
<td>Trucks</td>
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<tr>
<td>Public transportation usage</td>
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<tr>
<td>Bicycling and Walking</td>
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<tr>
<td>Transportation Operations</td>
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<tr>
<td><strong>OTHER</strong> –</td>
</tr>
<tr>
<td>Bridges</td>
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<tr>
<td>Pavement condition</td>
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<tr>
<td>Air quality</td>
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</tbody>
</table>
Regional Performance Measures
Measuring the operational success of a regional transportation system is no easy feat for any region. With new technologies and methods, quantifying the performance of the transportation network in Hampton Roads has come of age. This emergence in performance metrics aligns with increasing demands for accountability and maximizing benefits under a reality of scarce resources.

In 2009, the General Assembly of Virginia enacted regional transportation performance measurements into law. In response to the legislation, the HRTPO staff developed a list of regional performance measures (RPMs) in 2011, by adding metrics to those it was already producing through the CMP.

The HRTPO's regional performance measures fall into the following categories:

- Congestion reduction
- Safety
- Transit usage
- HOV usage
- Jobs-to-housing balance
- Access to transit
- Access to pedestrian facilities
- Air quality
- Movement of freight
- Vehicle Miles of Travel (VMT)
- Maintenance
- Financial system

In 2012, the HRTPO staff plans to calculate the metrics using the latest available data. The initial results of the performance metrics will provide the HRTPO Board guidance in setting performance targets. By evaluating these measures annually, the HRTPO Board can determine how its policies and investment strategies are impacting the operations of the regional transportation network.

Monitoring Congestion via the CMP
The CMP is the initial step in the cycle to address regional congestion. Whereas the State of Transportation and Regional Performance Measures monitor the region as a whole, the CMP monitors individual roadway segments, identifies congested locations, and develops strategies to address congestion and enhance mobility. As projects included in the LRTP are constructed in future years, the impacts on the regional roadway network will be monitored through the CMP. Some of these impacts include changes in traffic volumes, travel speeds, peak hour characteristics, and congestion levels and durations.

Monitoring Freight via the IMS
The HRTPO staff monitors freight data and movements for Hampton Roads through regional freight planning updates. These updates will include components such as inventory of freight facilities, trends and forecasts, commodity flow data, and regional truck movements.

The FTAC Subcommittee also meets every other month to discuss regional freight issues.

Monitoring Safety via the Regional Safety Study
HRTPO staff monitors roadway safety through the Regional Safety Study. The General Crash Data and Trends report, which details regional trends in crashes, injuries, and fatalities, and compares safety in Hampton Roads with other metropolitan areas, is produced on a regular basis.

In addition, HRTPO staff compiles and incorporates crash location data into a regional roadway safety database, determines high crash locations based on this data, and examines countermeasures and potential solutions to remedy safety related problems.

Lastly, the HRTPO, in partnership with VDOT and VDEQ, monitors legal, legislative, and election processes that may significantly impact transportation conformity requirements or the implementation of regional transportation investments.
Conformity
Within the Hampton Roads region, as outlined in Chapter 19, there are various monitoring procedures and conformity tests in which the LRTP and TIP have to pass to receive a federal conformity determination. The region can only have one federally approved and conforming LRTP and TIP for implementation, which must be consistent with each other. Projects being implemented have to ensure that the project design and scope are reflected in the region's TIP.

Furthermore, the HRTPO has to be kept abreast of any project of regional significance, regardless of funding stream. Projects such as the privately funded South Norfolk Jordan Bridge have the potential to impact the operations of the regional transportation network, and must be accounted for in the conformity process. If there are delays in implementing a transportation investment, the HRTPO has to account for them in the maintenance of the LRTP and TIP.

Intergovernmental Review
With many planning processes occurring simultaneously at various levels of government, the HRTPO is federally designated to review transportation plans, projects, programs, and associated policies for consistency with adopted regional plans and policies. Regionally significant transportation projects reviewed for consistency with regional plans are defined as: construction or expansion of freeways; state highways; principal arterials; routes that provide primary access to major activity centers, such as amusement parks, regional shopping centers, military bases, airports and ports; goods movement routes, including both truck routes and rail lines; intermodal transfer facilities, such as transit centers and rail stations; and fixed transit routes, such as light rail and bus rapid transit.

Highway Performance Monitoring System (HPMS)
The Highway Performance Monitoring System (HPMS), a database maintained by the FHWA, is used as a transportation monitoring and management tool to determine Virginia's share of federal highway funds to assist in setting transportation policies and to forecast future transportation needs as it analyzes the transportation systems’ length, condition, and performance. Additionally, HPMS is used to provide data to the United States Environmental Protection Agency (EPA) to assist in monitoring air quality conformity. VDOT is the lead agency collaborating with FHWA on the maintenance of Virginia's HPMS.

Transit System Performance Assessment
It is the responsibility of HRT and WATA to coordinate and integrate their array of public transit modes into the regional transit system. The HRTPO monitors and evaluates transit operational performance to provide feedback which supports the modification and improvement of existing services and supports the implementation of new services.

Other Related Efforts
Regional transportation planning to develop the 2034 LRTP involves various parallel planning efforts by the HRTPO and its partner agencies. Data and analysis from the LRTP and these efforts can mutually support informed decisions. These efforts include:

VTrans 2035 – As Virginia’s Long-Range Multimodal Transportation Plan, VTrans 2035 sets forth the transportation vision, needs, priorities, and strategies for the next twenty-five years.

Commonwealth Transportation Board’s Six-Year Improvement Program (SYIP) – The Commonwealth Transportation Board (CTB) annually publishes the SYIP, a program for allocating funding for rail, public transportation, commuter assistance, bicycle, pedestrian, interstate, and primary highway transportation projects over the next six years.

Commonwealth Transportation Board’s Six-Year Operational Implementation Plan (SYOIP) – In 2012, the CTB is developing a SYOIP. The SYOIP is intended to create a framework for development
and delivery of operational and ITS related projects. Upon funding being identified for projects in the SYOIP, the project is then transferred to the SYIP.

**Virginia Strategic Highway Safety Plan (VSHSP)** – The Strategic Highway Safety Plan is a statewide, coordinated safety plan that provides a comprehensive framework for reducing highway fatalities and serious injuries on all public roadways. First published in 2006, VDOT is updating the VSHSP for a late 2011 release.

**Hampton Roads Rural Long-Range Transportation Plan (RLRP)** – The RLRP is an effort between the HRTPO, VDOT, and rural localities to develop a long-range regional transportation plan in rural areas to complement the metropolitan LRTP. The RLRP examines improvements that can be made in the near- and long-term in order to assess the effects of population and employment growth upon the transportation system. The current RLRP for Hampton Roads has a horizon year of 2035.

**City/County Comprehensive Plans** – Per state law, each jurisdiction in Hampton Roads prepares a comprehensive plan. The Comprehensive Plan highlights development trends, performance metrics, and growth policies for the locality. Within the plan, there is a transportation element that supports overall jurisdiction development. The HRTPO and VDOT jointly support the development of these transportation elements, which in turn, feed into the development of the region’s LRTP.

**Transit Operator Transit Development Plans** – In collaboration with DRPT, transit operators develop and publish a Transit Development Plan (TDP). The TDP assists transit operators in improving their efficiency and effectiveness by identifying the need and required resources for modifying and enhancing services provided to the general public, and also helps operators effectively execute planning, funding, and implementation of public transit services.

**Transit Operators' Performance Reports** – Transit operators annually collect performance data for submission to the Federal Transit Administration (FTA). Data sent to the FTA is stored in the National Transit Database (NTD). The NTD provides a wealth of information that can be used to compare trends over time and among operators throughout the United States, as well as allocate federal transit funds.

**Transit Operators' Triennial Audits** – Transit operators undergo an audit by the FTA every three years to ensure that they comply with state and federal regulations. The audit findings and recommendations are published and reviewed by DRPT and other agencies.
Beyond the Horizon

The 2034 LRTP is the result of a four-year effort to develop the twenty-year transportation blueprint for Hampton Roads. As the region prepares to implement the 2034 LRTP and outline the next LRTP, there are efforts and ideas that will better prepare Hampton Roads for the future.

2034 Regional Transportation Vision Plan

Due to fiscal constraint issues, not all of the 150 candidate transportation projects could be incorporated into the 2034 LRTP. Of the candidate transportation projects submitted by regional stakeholders and concerned citizens, approximately 50 of these projects were included in the fiscally constrained LRTP. The remaining candidate projects become part of the Regional Transportation Vision Plan, an illustrative list of beneficial transportation projects. These projects are unfunded investments (totaling approximately $19 billion) that warrant future consideration for inclusion in an amended 2034 LRTP should additional funding be identified. Appendix I provides a project listing of the 2034 Regional Transportation Vision Plan.

Two key elements of the 2034 Regional Transportation Vision Plan are:

- List of Projects for Future Consideration
- Construction component of ongoing transportation studies (studies with identified funding in the 2034 LRTP are investigating project benefits, alignments, alternatives, etc.; the construction component to these studies do not have identified funding)

The list of Projects for Future Consideration, specifically called out and approved by the HRTP Board, are four priority transportation projects that should be incorporated into the 2034 LRTP as soon as appropriate funding becomes available. These projects, totaling approximately $2 billion in investment, are critical to the vitality of Hampton Roads and will have a significant impact to the regional transportation system. Table 21.1 includes Projects for Future Consideration.
Regarding the ongoing transportation studies, approximately $12 billion of future construction investments to the regional transportation network are being evaluated. Based on the results of the ongoing transportation studies, some of these projects are anticipated to advance towards construction once appropriate funding is identified.

### Table 21.1: Unfunded Projects Recommended for Future Consideration

<table>
<thead>
<tr>
<th>Prioritization Category</th>
<th>Roadway Systems include Interstate and Interstate Interchange.</th>
<th>Locality</th>
<th>Rank in Roadway System</th>
<th>Prioritization Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highway Projects</td>
<td><strong>Interstate Roadway System</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>I-64 (Ft Eustis Blvd to Route 199/exit 242)</td>
<td>Newport News/James City Co/ York Co</td>
<td>1</td>
<td>178</td>
</tr>
<tr>
<td></td>
<td><strong>Interstate Interchange System</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>I-64/I-264 Interchange (including Witchduck Interchange)</td>
<td>Norfolk/Virginia Beach</td>
<td>3</td>
<td>192</td>
</tr>
<tr>
<td></td>
<td>I-64 Interchange Improvement at Ft Eustis Blvd</td>
<td>Newport News</td>
<td>8</td>
<td>149</td>
</tr>
<tr>
<td>Bridge &amp; Tunnel Projects</td>
<td>I-64 Southside Widening (I-64/I-464 to I-64/I-664 at Bowers Hill)</td>
<td>Chesapeake</td>
<td>8</td>
<td>160</td>
</tr>
</tbody>
</table>
Regional Transit Vision Plan
The Hampton Roads Regional Transit Vision Plan identifies strategic investments to expand and enhance the transit system in the region. Recommendations from this plan will be considered for future LRTPs as well.

Project Prioritization
The 2034 LRTP presented an opportunity for Hampton Roads to define an approach to identify regional transportation priorities. The Project Prioritization Tool, described in Chapter 15, provided an objective methodology for evaluating the 150 candidate transportation projects. The results of the process included collective support from regional stakeholders and legislative leverage in the Virginia General Assembly for enhanced transportation funding for the region.

The Project Prioritization Tool was designed to be a “living tool,” responsive to emergent regional issues, priorities, and funding opportunities. As such, the HRTPO Staff, in consultation with stakeholders, will reevaluate prioritization criteria and associated weighting factors as necessary to address the current needs of the region.

Planning for Sustainable Communities
In recent years, the interrelatedness and impacts of the transportation network on land use and development has begun to be recognized. Across various sectors of government, a new integrated approach is changing the way agencies approach planning for the future. At the federal level, new programs and grant opportunities strongly encourage and fund multidisciplinary approaches to development issues. At the state and regional levels, development plans are beginning to consider the interdependencies of plans. At the local level, comprehensive plans are improving the integration of sector specific plans around a unified community vision.
IN FOCUS: Livability Principles

The Livability Principles, published by the Partnership for Sustainable Communities (partnership between the U.S. Department of Transportation, the US Environmental Protection Agency, and the U.S. Department of Housing and Urban Development), focuses on improving the coordination between housing, transportation, and environmental development policies. Applicable at the regional level, the principles can guide policy-making and investment decisions to maximize a return on investment and improve the regional quality of life. With constrained resources, unique regional development challenges, and a growing population with varying needs, it will become crucial for sector specific planning in Hampton Roads to come together over time to create a regional development framework. A model set of tenets for collaborative regional planning, the livability principles include:

- **Provide more transportation choices.** Develop safe, reliable, and economical transportation choices to decrease household transportation costs, reduce our nation’s dependence on foreign oil, improve air quality, reduce greenhouse gas emissions, and promote public health.

- **Promote equitable, affordable housing.** Expand location- and energy-efficient housing choices for people of all ages, incomes, races, and ethnicities to increase mobility and lower the combined cost of housing and transportation.

- **Enhance economic competitiveness.** Improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services and other basic needs by workers, as well as expanded business access to markets.

- **Support existing communities.** Target federal funding toward existing communities—through strategies like transit oriented, mixed-use development, and land recycling—to increase community revitalization and the efficiency of public works investments and safeguard rural landscapes.

- **Coordinate and leverage federal policies and investment.** Align federal policies and funding to remove barriers to collaboration, leverage funding, and increase the accountability and effectiveness of all levels of government to plan for future growth, including making smart energy choices such as locally generated renewable energy.

- **Value communities and neighborhoods.** Enhance the unique characteristics of all communities by investing in healthy, safe, and walkable neighborhoods—rural, urban, or suburban.

Source: Partnership for Sustainable Communities: [www.sustainablecommunities.gov](http://www.sustainablecommunities.gov)
Sustainable Communities Regional Planning Grant

The Hampton Roads region faces increasing demands and stresses on resources and infrastructure due to population growth and economic development. The regional and interdependent nature of these challenges means that localities have to come together to solve these challenges. The creation and adoption of a regional development framework would be a first step in coordinating development policy and decisions for the benefit of the entire region.

The Hampton Roads metropolitan area applied for a regional planning grant under the Department of Housing and Urban Development's Sustainable Communities Regional Planning Grant Program (SCRPG Program), allocated in Federal Fiscal Year (FFY) 2010 and 2011. The grant application looked to pursue the development of a Regional Development Framework for Hampton Roads with a 2040 horizon year. The proposed framework supports the development of a collaborative, multidisciplinary, interdependent approach to regional planning in Hampton Roads.

Though the Hampton Roads region was not a recipient in FFY 2010 nor in FFY 2011, the application process for the regional planning grant has seeded the collaborative, multidisciplinary, interdependent approach to historical planning issues.
Future LRTP Priorities
The conversation on regional transportation priorities in Hampton Roads has been vibrant and interactive among stakeholders and the public during the development of the 2034 LRTP. As the 2034 LRTP is implemented in the next four years, the regional discussion on transportation will continue.

In the next four years, the HRTPO will embark on its next LRTP. Some of the key issues to be addressed in the 2040 LRTP include:

- **Transportation Funding** - The 2034 LRTP was developed during a period of scarce funding options. Going forward, transportation dollars will potentially become more scarce as the need to fund deferred maintenance becomes acute. The 2040 LRTP will have to be shaped with fiscal prudence; continuing to prioritize, and investing in transportation investments that maximize regional benefits.

- **Environmental Justice Planning** - The 2034 LRTP made a concerted effort to reach out to historically disadvantaged groups, as well as document challenges to and strategies for enhancing their mobility. The 2040 LRTP will continue the commitment to ensure an equal opportunity process, as well as conduct a thorough assessment of priorities for environmental justice groups.

- **Incorporation of Regional Performance Measures** - During the 2034 LRTP development process, the HRTPO and the Commonwealth of Virginia outlined metrics to measure the transportation system performance. As the 2040 LRTP is developed, the results of these metrics will be benchmarked and guide strategic policy formulation and investment decisions.

- **Multimodal Passenger Transportation Planning** - The Regional Transit Vision Plan and the High-Speed and Intercity Passenger Rail Blueprint was developed in parallel to the 2034 LRTP. The 2040 LRTP presents the opportunity to implement these plans, as well as market multimodal passenger transportation alternatives to the public.

- **Bicycle and Pedestrian Planning** - The 2040 LRTP will enhance efforts in healthy communities through research and investments in bicycle and pedestrian transportation.

- **Incorporation of Livability Principles** - Considerations on how transportation affects the environment were incorporated into the 2034 LRTP. The 2040 LRTP presents the opportunity to explore the interdisciplinary relationship transportation has with other aspects of the built environment, and strategically collaborate policy and investments.
Going Forward
The 2034 LRTP includes strategic transportation investments, programs, and other endeavors to reduce congestion, improve mobility and accessibility for all users, support economic development, and improve the quality of life in Hampton Roads.

Funding the 2034 LRTP in a time of fiscal uncertainty presented an obstacle in which the region had to overcome. Through the exploration of public/private partnerships, tolling, locality contributions, and other financing mechanisms, the 2034 LRTP was able to leverage nearly $6 billion of funds in addition to the $1.25 billion of forecasted traditional funds.

The development of the 2034 LRTP also provided an opportunity for the Hampton Roads region to break new ground in transportation policy for regions in the Commonwealth, with the advent of a comprehensive Project Prioritization Tool. This tool produced a "playbook" of transportation priorities for Hampton Roads in which regional leaders can advocate in unison for additional transportation dollars from state and federal entities.

Methods for engaging the public during the development of the 2034 LRTP were improved. New technologies, such as visualization, online surveys, and social media, were paired with traditional outreach tools such as focus groups and public meetings in an effort to reach out to a broader audience. Finally, the School Outreach Program helped to cultivate the next generation of transportation users to be more informed and involved public stakeholders.

Changes resulting from emerging regional priorities and challenges may prompt updates to the 2034 LRTP and will also shape the development of the 2040 LRTP. As the direction of the Commonwealth and the Nation remains unclear in the midst of fiscal uncertainty, Hampton Roads has set the course in which to maintain and enhance the transportation system of the region.