

## HAMPTON ROADS PLANNING DISTRICT COMMISSION

### QUARTERLY COMMISSION MEETING – JULY 18, 2007

The Quarterly Commission Meeting of the Hampton Roads Planning District Commission was called to order at 10:36 a.m. at the Regional Boardroom, 723 Woodlake Drive, Chesapeake, Virginia, with the following in attendance:

#### COMMISSIONERS:

Paul D. Fraim, Chairman (NO)	Joe S. Frank, NN
Bruce Goodson, Vice Chairman (JC)	Randy W. Hildebrandt, NN
James O. McReynolds, Treasurer (YK)	Anthony L. Burfoot, NO
Rebecca C.W. Adams, CH	Dr. Theresa W. Whibley, NO
Amar Dwarkanath, CH	Regina V.K. Williams, NO
Clifton E. Hayes, Jr., CH	Barclay C. Winn, NO
Anne F. Odell, CH	James B. Oliver, Jr., PO*
Ella P. Ward, CH*	Douglas L. Smith, PO
Joseph J. Scislowicz, FR	Charles W. Burgess, Jr., PQ*
Rowland L. Taylor, FR	Gordon C. Helsel, Jr., PQ*
Randall A. Gilliland, HA	James G. Vacalis, SU
Ross A. Kearney II, HA	Barbara M. Henley, VB
Jesse T. Wallace, Jr., HA	Louis R. Jones, VB
W. Douglas Caskey, IW	Meyera E. Oberndorf, VB
Stan D. Clark, IW	Jackson C. Tuttle II, WM
Sanford B. Wanner, JC	Jeanne Zeidler, WM

\*Indicates late arrival or early departure.

#### OTHERS RECORDED ATTENDING:

Earl Sorey - Chesapeake; Keith Cannady, Elizabeth Kersey - Hampton; Jeff Raliski, James A. Rogers, Ron Williams, Randolph Lougee, Duane Lougee - Norfolk; George Brisbin, Sherri Neil - Portsmouth; Bob Matthias - Virginia Beach; Mark Rickards - WAT; Robin Grier, Dennis Heuer, Jim Ponticello, Irene Shuman, Eric Stringfield, Chris Voigt, Sam Davis - VDOT; Ivan Rucker - Federal Highway; Michael Townes - HRT; Dana Dickens - HRP; Joyce Heffington - HRSD; Officer Joe Smith - Chesapeake Sheriff's Department; Clyde Hoey - HRCCE; Martha Gross - Virginia Tech; Tom Boast - Citigroup; Brian Kirwin, John Gergely, Tom Bets, John McMillan - Private Citizen; Vincent J. Thomas, Ray Taylor - FHR; F. A. Renfrew - HRI; W. Dewey Hurley - Branscome, Inc.; David Miller - PFM; Angie Bezele, Ben Dendy - Vectre; Ellis W. James - Sierra Club Observer; Tom Holden - The Virginian-Pilot; Kimball Payne - Daily Press; Lisa Godley - WTKR-TV; Germaine Fleet - Biggs & Fleet; Staff: Arthur L. Collins, John Carlock, Rick Case, Rob Case, Nancy Collins, Dwight Farmer, Kelly Freas, Marla Frye, Greg Grootendorst, Frances Hughey, Jim Hummer, Rob Jacobs, Brett Kerns, Robert Lawrence, Mike Long, Joe Paulus, Kelli Peterson, Camelia Ravanbakht and Joe Turner.

## CONSENT AGENDA

The Consent Agenda contained the following items:

- Approve Minutes of June 20, 2007 (COM:MIN)
- Ratification of Executive Committee Actions (COM:GEN)
- Treasurer's Report (FIN)
- Regional Reviews (ARA)
- A. PNRS Items (Initial Review)
  - Virginia Naturally Mini-grants for Support of Chesapeake Bay BWET Program Associate (ENV:39)  
(Virginia Department of Environmental Quality)
- B. Environmental Impact Assessment/Statement Review
  - Use of More Efficient Shipping Container System for Spent Nuclear Fuel from Naval Aircraft Carriers, DOD/Navy; Newport News
  - FY 08 Rural Transportation Planning Program: Competitive Request for Use of VDOT's On-call Consultant Services (THY:RTTC)

The Chairman asked for additions or corrections to the minutes of the June 20 meeting. There being none, a motion was entertained to approve the Consent Agenda.

Mayor Kearney Moved for approval; seconded by Comr. Clark. The Motion Carried.

## HAMPTON ROADS CONSERVATION CORRIDOR STUDY

(LUG:GREEN INFRASTRUCTURE)

Chairman Fraim asked Mr. John Carlock, Deputy Director, Physical Planning, to present this report.

Mr. Carlock indicated the Green Infrastructure in Hampton Roads report is the second in a series of reports and he stated it provides an introduction to green infrastructure, a synopsis of the previous regional efforts that include the Hampton Roads Conservation Corridor Study presented approximately a year ago, a couple workshops, a series of case studies, research the staff has underway and some recommendations on future action.

Comrs. Helsel and Burgess arrived.

Approximately six or seven years ago, studies were carried out for Chesapeake and Virginia Beach called the Southern Watershed Area Management Program (SWAMP). This is the first attempt to develop a corridor system for the region. That evolved into a GIS-based analysis about a year ago, the Hampton Roads Conservation Corridor Study. At that time, some issues were identified that required attention and closer work with staffs to try to refine the priority areas. In order to accomplish that, a couple workshops

were held last summer and fall, one dealing with what other regions in the Mid-Atlantic are doing and what state and federal agencies are doing to support those efforts and a second workshop on how to implement and pay for these types of programs.

Based on that work, the staff was tasked with looking at what other agencies are doing. A number of case studies were reviewed within the Mid-Atlantic Region as well as a couple outside the region. Based on this work and the two workshops, a number of themes emerged. A green infrastructure system can provide certain benefits. He noted it is in fact a system, interconnected and linked, and the key to making the achievement of various benefits possible. A strategy that is developed must include a financing plan, incentives for the private sector as well as a regulatory mechanism.

Based on the themes and discussions with members of the Joint Environmental Committee, representatives from the 16 localities, a series of priority recommendations were identified. One is to develop a white paper regarding how to integrate implementation of green infrastructure in the development approval process.

Comr. Ward arrived.

This is an effort that Prince George's County, Maryland has done very successfully. Rather than small parcels reserved for parks and recreation, they are actually getting a network of trails and green spaces through the community with their approach.

A workshop will be conducted later in the fall on the use of green infrastructure to deal with encroachment issues at military bases. This is a followup to the efforts that the region carried out with the joint land use study a couple years ago and will probably be kicking off with the military later in July when the technical committee reconvenes.

Last in the priorities is to attempt to integrate green infrastructure implementation with the stormwater management program to assist in complying with the regulatory requirements.

Mr. Carlock concluded by reviewing a number of other recommendations that came out of this effort. Those recommendations are largely to continue the work being performed, work with the localities to refine the system, and develop the implementation techniques that might be used to put the program in place. He offered to answer questions.

Comr. Oliver arrived.

Mayor Frank Moved to adopt the report; seconded by Comr. Smith. The Motion Carried.

## **ENVIRONMENTAL STRATEGIC PLANNING PROCESS (ENV:STRATEGIC PLAN)**

Chairman Fraim asked Mr. John Carlock to brief the Commission on this initiative.

Mr. Carlock stated the environmental planning initiative started about a year ago and involved a series of briefings on major regulatory issues and what can be done as a region to address them. Mr. Carlock summarized the accomplishments and the goals for the next year.

The regulatory issues that will need to be dealt with will be the same ones that have been dealt with over the past year, implementation of activities working with the localities and bringing the recommendations to the Commission members.

Mr. Carlock indicated that two items highlighted on the presentation have been accomplished, the water supply planning framework or Memorandum of Agreement and the Sanitary Sewer Overflow Consent Orders. Staff is in the final stages of dealing with DEQ and EPA on the Consent Order. The major changes with the Phase I stormwater permits that were supposed to be in place and implemented this year have been delayed and most likely will have an effective date of July of next year based on continuing negotiations with state and federal agencies.

He reviewed the priorities of the coming year. He indicated he thought the Sanitary Sewer Overflow Consent Order was finished, but there is still a great deal of technical work to be done on the part of the localities as various items are completed such as the reporting system and the evaluation studies.

Efforts with the state will be continued to finalize the permits for the stormwater program. The other priorities involve the staffs of the jurisdictions on the Chesapeake Bay Program to help carry out the various activities.

New priorities include the reactivation of the regional dredging project, addressing both stormwater BMP maintenance activities and navigation work. New priorities are being driven by what the state is doing in legislation enacted in the past couple years. The state continues to look at the potential delegation of the wetlands permitting program. Legislation will likely come up this year that will need to be dealt with. Legislation was passed this year to consolidate the air, water and waste boards into a single state environmental board. That effort requires the General Assembly to reenact it at the next session, so some analyses and recommendations will be brought before the Commission regarding that issue.

The water quality plan is legislation passed by the state two years ago. It requires a state report on an annual or semi-annual basis regarding what is being done in the area of water quality. The localities at the staff level have felt this effort should be taken to the regional level with a parallel effort to document what occurs within Hampton Roads.

A couple of new initiatives include the affordability issue within the region to meet the environmental regulations and the reconfiguration of the Hampton Roads Roundtable so it provides a broader representation within the region and continues to provide advice on water quality issues.

He concluded by offering to answer questions.

## **HAMPTON ROADS TRANSPORTATION SIMULATION**

**(THY:HRTA)**

Chairman Fraim introduced Mr. Dwight Farmer, Deputy Executive Director, Transportation, to brief the Commission on the quotes and information received regarding this task.

Mr. Farmer referred to a modified handout on the table. In April, the Commission asked the HRPDC staff to evaluate the possibility of having an agency perform modeling and simulation for the Hampton Roads Transportation Authority's six major projects. After the last discussion, a refinement of the request was made and Virginia Tech, Old Dominion University and Oakridge Laboratories were asked to provide a refined estimate of cost and time to perform a modeling and simulation for the six projects for the current year, a five-, ten- and twenty-plus-year forecast period, and to also provide that information excluding the Hampton Roads Transportation Authority's six major projects.

He reviewed the modified information provided by the three institutions with Virginia Tech's estimate at approximately \$200,000 and requiring up to one year to complete a TRANSIM model. Old Dominion University indicated an interest in providing the services. They are familiar with both TRANSIM and CUBE modeling and provided a cost close to \$500,000 and required one year plus because they feel there will be questions that arise during the process. Oakridge Laboratories is also very interested. They felt it would take about 23 person-months and cost in the range of \$400,000-\$500,000.

Mr. Farmer concluded his presentation and commented he felt that all three institutions were capable of performing the services. He noted his concerns regarding the one-year time frame.

Comr. Gilliland stated that Hampton is very interested in this work but wanted to clarify his remarks from the previous meetings. Hampton's interest in this tool is not to change the transportation package or the six projects; it is to provide public participation and education to people in a dynamic model to show the transportation system. He stated he feels it is important that the dynamic modeling show the public how backed up I-64 will be in the near future, before the Third Crossing is built. As part of the public participation and education plan, setting expectations is critical. This modeling will cost a few hundred thousand dollars and take about a year, but not much construction will be performed in the first 12 months on these projects. He reiterated that as a piece of the public participation and education plan, he felt it important to show what the transportation plan will successfully address as well as those that might not benefit from it.

Given that the projected costs are approaching \$9 billion, it seems that \$300,000-\$500,000 over the course of the next year to provide this information to the public is a small price to pay for education over the course of a \$9-\$10 billion project.

Mr. Gilliland stated that Hampton has had some experience in modeling and simulation with seven master plans for various areas in the city. Those are now being modeled. He referred to the use of Google Earth, a software program that allows the operator to fly through the roads and around the buildings to see the projects. This is being done for every one of Hampton's master plans.

A very rudimentary effort was done for one particular project and literally changed the minds of those who viewed it. The project ultimately failed because it would have obstructed the waterfront and created tall buildings downtown. If this can be used to enlighten people in terms of their expectations and views, it is a critical piece of the public education process.

Mayor Frank asked where the money would come from to pay for this modeling and simulation.

Mr. Collins replied that the costs would deplete the PDC's reserves, and he would recommend that once the Authority has a revenue stream, this would be one of the activities their revenue would address.

Mr. Gilliland did not have a problem with that, but the sooner the modeling and simulation is started the better, to the degree that funds could be allocated from the PDC to be reimbursed by the Authority.

Mr. Collins explained there is an RFP process to go through that will take two to three months, so the PDC would be willing to bridge loan the funds to the Authority to get it started if that is what the Authority wants to do.

Mayor Frank believed there is an advantage beyond what Mr. Gilliland shared. The work necessary to develop this technology will be of value over the years in terms of evaluation analysis. He agreed with Mr. Collins that once the Authority has funds, this would be a legitimate way to spend some of it to help inform the public, as well as provide a valuable evaluational tool.

Comr. Jones agreed this should be dealt with through the Authority since it is not such an imminent problem or issue that the PDC needs to address it.

Chairman Fraim stated at least one member of the General Assembly has suggested he would introduce legislation to create such a modeling and simulation program at the General Assembly's expense for these projects and he was one of the members who drafted the statute. Chairman Fraim agreed it would be a useful instrument and would like to see the Authority address this in their August meeting agenda.

Comr. Gilliland commented he believes it should be started sooner rather than later since the public education piece is critical. He stated he would like to get the drafting of the RFP underway now rather than waiting until the Authority gets to the point they can take this up on their agenda since they will have a lot to do over the next few months. Since everybody knows the public education piece is critical, he believed the PDC could take the leadership role and start the process, especially since the Authority consists of many of the same people sitting around the table.

Chairman Fraim agreed insofar as Mr. Collins could begin drafting the RFP to get it ready, and then if it is the will of the Authority, they could spend money on the modeling and simulation since the statute does permit reimbursement to the PDC for funds expended once the Authority has funds available. The Chairman indicated he believed the funds for this activity should come from the Authority, but the process could be started now.

Comr. Gilliland Moved to go forward with the PDC drafting the RFP for the modeling and simulation contemplated in Agenda Item 8, and expend the funds necessary with the expectation that the Transportation Authority and/or the General Assembly will reimburse those funds at that time.

Mayor Frank indicated he did not feel this was in order since he did not believe a precedent should be started where organizations can make motions that direct the activities of the PDC.

Comr. Goodson stated since this is on the table this morning, a resolution might as well be endorsed so the PDC staff knows the Commission endorses it.

Comr. Clark stated he does not have a problem with moving forward with the RFP, but he would have a problem with the second half of the motion, authorizing the expenditure of funds for the Authority since it has no money and may not have any money for quite some time.

Comr. Gilliland asked Mr. Collins what the cost would be to develop an RFP and issue it.

Mr. Collins replied that is not the problem. The issue is whether or not the Authority would be the responsible party before a contract is actually executed.

Comr. Gilliland modified his motion and Moved to have the PDC staff expend the resources necessary to draft the RFP and have those responses back with the modeling and simulation contemplated in Agenda Item 8 to bring it to contract execution state, at which time it would be put on hold until the Authority, General Assembly, PDC or the MPO chooses to fund it; seconded by Comr. Clark. The Motion Carried.

## **HAMPTON ROADS TRANSPORTATION PARTICIPATION PLAN**

**(THY:PUBLIC PARTICIPATION)**

Chairman Fraim asked Mr. Dwight Farmer, Deputy Executive Director, Transportation, to summarize the latest version of the draft Transportation Participation Plan.

Mr. Farmer referred to two reports before the Commissioners. He indicated staff is asking the HRPDC and the MPO to approve the Transportation Participation Plan. The plan will describe methods to provide citizens with opportunities to be involved in the transportation planning process as well as address the new requirements of the federal reauthorization known as SAFETEA-LU, a minimum of a 45-day public comment period. The 45-day public period ended on Monday, July 16th.

He referred to one handout that contains the public comments received. The second handout includes a listing of the comments received as well as the staff responses.

He displayed a list of the number of SAFETEA-LU requirements that must be included in the Transportation Participation Plan. The MPO shall develop and use a public participation plan and shall be developed in consultation with a number of interested parties. The plan will include providing adequate public notice, employing visualization techniques, making public information available electronically, holding convenient and accessible public meetings, demonstrating explicit consideration of public input, seek out those traditionally underserved for economic or any other reason, ask for comments and a new requirement includes providing additional opportunity for public comments when the Transportation Improvement Program (TIP) and the Long Range Plan are amended. Staff is still working with VDOT on the logistics of following that provision. The

SAFETEA-LU also requires written and oral comments on both the Long Range Plan and TIP and must be summarized and addressed in the document. The document before the Commissioners reflects the input received from the public comment period.

In developing long range plans and TIPs, the MPO shall consult with other agencies, which is now done, and those agencies are quite extensive.

Mr. Farmer referred to a brief summary of the opportunities for involvement in the proposed Hampton Roads Transportation Participation Plan. Monthly meetings will be open to the public with notices posted in local newspapers and on the website. Separate public meetings and listening sessions are held, some are in concert with VDOT between the hours of 4:00 and 7:00 p.m. The PDC newsletter is published quarterly with a direct mailing of about 3,000 groups and individuals as well as publication on the PDC website. The PDC and MPO agendas and minutes are also published on the PDC website as well as a general invitation for comments, which are received from time to time.

The PDC has had two transportation kiosks for several years and use them quite extensively in public places. These are planned to be utilized again for the work with the Authority. Telephone surveys are utilized to ensure statistically valid random sampling. Production videos have been prepared in the past and there are suggestions to continue with those. The PDC has direct contact with the citizens with staff receiving a number of calls each day. In addition, Mr. Collins and Mr. Farmer are actively engaged in speaking engagements to a number of groups throughout the region.

Mr. Farmer then displayed a slide summarizing the public comment period. Twelve total comments were received during the 45-day period and are included in the handout. He stated that the Transportation Technical Committee has received a briefing on this material and recommends approval and adoption of the documents.

Comr. Gilliland asked if the items listed on slides 6 and 7 are currently being done since he was concerned that only two citizen comments were received in the 45-day period.

Mr. Farmer replied that is correct.

Comr. Gilliland stated that with only 12 comments overall, it begs the question of how effective the public communication process is.

Mr. Farmer replied that several years ago a meeting with FHWA was held for the same reason which is partly the reason the kiosks were used. It was felt that if a kiosk was set up at Wal-Mart or Farm Fresh, then the average citizen would be addressed. FHWA strongly suggests pushing for the public advertisements in the newspaper and the public meetings. He stated that although a lot of money has been spent publicizing meetings, the participation is still lacking. A five-day traveling program was done with five places in Hampton Roads visited. The total attendance for those was 35 people. Ways of getting information to the typical citizen are still being considered, but right now the kiosk and electronic means seem to be the way to reach the most people.

Mayor Kearney noted he believes there is a lack of use of the localities and governments that are being represented. The local municipal channels could be utilized to announce

meetings. Possibly start off in one year having three meetings, one on the Southside, one on the Peninsula and one in the Smithfield/Surry area, and then have each locality work very hard to get people to attend. He stated he was sure a location could be utilized with plenty of parking for a 7:00 p.m. meeting so more people could attend after work. Education is the key to making this better for everybody. He suggested the meetings be televised on the local municipal channels as well.

He commented that a recent survey was done on the Peninsula which showed that almost 67 percent of the people were very dissatisfied with the transportation package, but then the next part of the survey showed over 75 percent of the people said the number one problem was transportation. The region is moving in the right direction, but maybe the problem lies with the lack of public education.

Comr. Gilliland added that he would like to thank Mayor Oberndorf for her letter and the offer of the Virginia Beach public relations staff. He noted that it is very difficult to increase public involvement and many people do not react until the last moment. He provided a suggestion of utilizing the autodial option to phone citizens with meeting information. Hampton did this and the meeting participation levels increased. This method costs a great deal less than yard signs placed in neighborhoods.

Mayor Fraim entertained a motion to approve the draft Transportation Participation Plan.

Comr. Jones Moved for approval; seconded by Mayor Zeidler. The Motion Carried.

**APPOINT HRPDC 2007-2008 NOMINATING COMMITTEE (COM:NOM)**

Chairman Fraim announced there would be changes to the nominating committee due to changes in the Commission membership. He asked the following members to serve on the Nominating Committee:

Chesapeake:	Ella P. Ward
Franklin:	Joseph J. Scislowicz
Gloucester:	John J. Adams, Sr.
Hampton:	Ross A. Kearney II
Isle of Wight:	Stan D. Clark
James City:	Bruce C. Goodson
Newport News:	Charles C. Allen
Norfolk:	Barclay C. Winn
Poquoson:	Gordon C. Helsel, Jr.
Portsmouth:	Douglas L. Smith
Southampton:	Anita T. Felts
Suffolk:	Linda T. Johnson
Surry:	Judy S. Lyttle
Virginia Beach:	Louis R. Jones
Williamsburg:	Jeanne Zeidler
York:	Thomas G. Sheppard, Jr.

Chairman Fraim asked Mr. Jones to serve as the Chairman for the committee.

## PROJECT STATUS REPORT

(PSR)

Chairman Fraim asked if there were any questions or comments regarding the Project Status Report. None were noted.

## FOR YOUR INFORMATION

(FYI)

Chairman Fraim asked for questions or comments regarding the informational items. None were noted.

## RESOLUTION

Chairman Fraim asked James B. Oliver, Jr., to come forward to be recognized for his many years of service.

**James B. Oliver, Jr.**

**In Recognition of Services to the**

**Hampton Roads Planning District Commission**

**Whereas**, James B. Oliver, Jr., City Manager, City of Portsmouth, has served faithfully as a valued member of the Peninsula Planning District Commission, the Southeastern Virginia Planning District Commission, and the Hampton Roads Planning District Commission from 1976 until 2007; first as James City County's County Administrator from 1976 until 1986, as Norfolk's City Manager from 1987 until 1999, and as Portsmouth's City Manager from 2004 until the present. During his tenure, Mr. Oliver has served on both the Hampton Roads Planning District Commission Executive Committee and Metropolitan Planning Organization, and

**Whereas**, he has contributed greatly to the success of the Commission's objectives through **his** intelligence and broad experience, and has devoted personal time and energy toward developing a strong sense of regional cooperation among the member governments and the community at large; and

**Whereas**, he has demonstrated creative leadership in his successful efforts to address regional issues, and has substantially contributed to the development of regional programs and cooperative attitudes and has rendered invaluable service to the City of Portsmouth and the people of Hampton Roads.

**Now, Therefore, Be It Resolved**, by the Hampton Roads Planning District Commission that James B. Oliver, Jr. be recognized and commended for his outstanding service to the Commission, and is presented this Resolution as a token of the Commission's affection and esteem; and,

**Be It Further Resolved**, that the Hampton Roads Planning District Commission extends to James B. Oliver, Jr. its best wishes for his retirement and orders that a copy of this Resolution be spread upon the Minutes of this Commission this eighteenth day of July, in the year 2007.

Executed this eighteenth day of July 2007

Paul D. Fraim, Chairman

Mayor Kearney Moved to adopt the Resolution; seconded by Mayor Obernordorf. The Motion Carried.

Comr. Oliver thanked the Commission and acknowledged it has been a great honor to serve in the various versions of the regional Planning District Commission. The Commission applauded.

**HAMPTON ROADS METROPOLITAN PLANNING ORGANIZATION (MPO)**

The Chairman called for a recess of the Hampton Roads Planning District Commission, while the Hampton Roads Metropolitan Planning Organization was called into session.

**RATIFY MPO ACTIONS (THY:MPO)**

Mayor Frank Moved to ratify the actions of the Hampton Roads Metropolitan Planning Organization; seconded by Mayor Kearney. The Motion Carried.

**OLD/NEW BUSINESS**

Chairman Fraim asked for any old or new business to come before the Commission. None was discussed.

**ADJOURNMENT**

With no further business to come before the Hampton Roads Planning District Commission, the meeting adjourned at 11:39 a.m.

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Arthur L. Collins  
Executive Director/Secretary

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Paul D. Fraim  
Chairman