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of Transportation

Federal Highway
Administration
Virginia Division

Federal Transit
Administration
Region III

Transportation Management Area Planning Certification Review

Hampton Roads, Virginia Transportation Management Area Planning Certification Review



February 1, 2021

Final Summary Report

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Table of Contents

1.0	EXECUTIVE SUMMARY	2
1.1	Previous Findings and Disposition.....	2
1.2	Summary of Current Findings	5
2.0	INTRODUCTION	8
2.1	Background.....	8
2.2	Purpose and Objective	9
3.0	SCOPE AND METHODOLOGY	10
3.1	Review Process	10
3.2	Documents Reviewed.....	11
4.0	PROGRAM REVIEW	13
4.1	MPO Structure, Agreements and Coordination.....	13
4.2	2045 Long Range Transportation Plan Update	15
4.3	Transportation Improvement Program.....	18
4.4	Public Participation	20
4.5	Civil Rights (Title VI, EJ, LEP, ADA)	23
4.6	Public Transportation / Transit Coordination	25
4.7	Congestion Management Process /Operations/Freight Planning	28
4.8	Performance Based Planning and Programming	31
5.0	CONCLUSION AND RECOMMENDATIONS.....	38
5.1	Commendations	38

5.2	Corrective Actions	38
5.3	Recommendations	38
5.4	Training/Technical Assistance	39
APPENDIX A – SITE VISIT PARTICIPANTS		40
APPENDIX B – PUBLIC COMMENTS.....		42
APPENDIX C – DISCUSSION QUESTIONS (CAC) MEETING		44
APPENDIX D – HAMPTON ROADS TMA SITE VISIT AGENDA.....		46
APPENDIX E - LIST OF ACRONYMS		50

1.0 EXECUTIVE SUMMARY

From June 2020 through November 2020 the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted the certification review of the transportation planning process for the Virginia Beach (TMA) and Williamsburg (non-TMA) urbanized areas, which collectively are recognized as the Hampton Roads area. FHWA and FTA are required to jointly review and evaluate the transportation planning process for each urbanized area over 200,000 in population at least every four years to determine if the process meets the Federal planning requirements.

1.1 Previous Findings and Disposition

The last certification review for the Hampton Roads Transportation Planning Organization, the designated Metropolitan Planning Organization (MPO) for the Virginia Beach urbanized area was conducted in 2016.

One of the priorities of each certification review is assessing how well the planning partners in the area have addressed corrective actions and recommendations from the previous certification review. This section identifies the corrective actions and recommendations from the previous certification and summarizes discussions of how they have been addressed.

The previous Certification Review findings and their disposition are as follows.



2016 Certification Topic	2016 Finding Type	Finding Description	Disposition
Long-Range Transportation Plan Development and Project Prioritization	Recommendation	The HRTPO should consider creating a documented process for updating, validating, and coordinating project cost estimates/changes and revenue projections for regionally significant projects.	<ul style="list-style-type: none">• HRTPO staff continues to update, validate, and coordinate projects cost/scope/etc. and revenue forecasts on the prescribed LRTP update cycle.• Additionally, any time the LRTP is amended, HRTPO reviews for any significant changes in revenue assumptions and project costs for our Regional Priority Projects (RPPs). The amendment process is documented in a report that is maintained on the HRTPO website.• The TPO closely monitors progress (including cost estimates) of the region's RPPs via our partnerships with HRTAC and VDOT as well as HRTAC's funding plan. As part of this, we maintain a Funding Map documenting project status/cost of RPPs.



Public Transit Planning	Recommendation	As Suffolk Transit (part of the City of Suffolk) continues to pursue designated recipient status for FTA transit funding in the coming year, on par with WATA and HRT, it is recommended that the TPO further coordinate with Suffolk Transit regarding the TPO's work product (i.e., UPWP, LRTP update etc.), as well as other TPO-led transit planning studies.	<ul style="list-style-type: none">• Since 2016, Suffolk Transit (i.e., City of Suffolk) has become a direct recipient of FTA Section 5307 formula funds.• HRTPO has coordinated with Suffolk Transit and taken it into account in applicable efforts since the FY 2016 UPWP, which included the Hampton Roads Regional Transit Benchmarking study.• Suffolk Transit received its first FTA Section 5303 pass-through for Performance Monitoring in FY 2019 (Task 10.4 in the FY 2019 UPWP). The same task is included in the FY 2020 UPWP and the draft FY 2021 UPWP.• Suffolk Transit is represented by City staff on the TTAC and the LRTP Subcommittee, which provides direct engagement with the LRTP development process.• Suffolk Transit has been included in the Regional Performance Measures – System Performance Report 2020• Suffolk Transit received its first RSTP funding for a Transit Operations Facility in the 2018 CMAQ/RSTP Project Selection Process.
Title VI, Environmental Justice (EJ), Limited English Proficiency (LEP)	Recommendation	The Federal Team recommends that the HRPDC/HRTPO leadership identify a person(s) to ensure nondiscrimination in the programs and activities for both organizations. Ideally, this individual(s) should have a direct line of communication with HRTPO/HRPDC leadership.	<ul style="list-style-type: none">• Office of Community Affairs and Civil Rights was established (OCACR) with purview over both HRTPO and HRPDC Public Involvement, Title VI and EJ.• Kendall Miller, OCACR Administrator reports directly to Executive Director.



Title VI, Environmental Justice (EJ), Limited English Proficiency (LEP)	Recommendation	Per VDOT's Title VI Plan, the Federal Team recommends that the VDOT Office of Civil Rights conduct a Title VI review of the HRPDC within six months from FT A/FHWA's planning certification approval.	<ul style="list-style-type: none"> The VDOT Hampton Roads District office conducted a Title VI/Nondiscrimination review of the HRPDC in 2017. The FHWA participated in the review. Since that time, FHWA has requested a copy of the final report detailing the review and findings and FHWA still has not received a report.
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1.2 Summary of Current Findings

The current review found that the metropolitan transportation planning process conducted in the Hampton Roads area meets Federal planning requirements.

As a result of this review, FHWA and FTA are certifying the transportation planning process conducted by the Hampton Roads Transportation Planning Organization (HRTPO) in cooperation with the Virginia Department of Transportation (VDOT), Virginia Department of Rail and Public Transportation (VDRPT), as well as the Hampton Roads Transit (HRT), Williamsburg Area Transit Authority (WATA) and Suffolk Transit. There are also recommendations in this report that warrant close attention and follow-up, as well as areas that MPO is performing very well in that are to be commended. No corrective actions were identified in this planning review.

Review Area	Finding	Action	Corrective Actions/ Recommendations/ Commendations	Resolution Due Date
Metropolitan Planning Area Boundaries 23 U.S.C. 134(e) 23 CFR 450.312(a)	Meets Federal requirements.	N/A		
MPO Structure and Agreements 23 U.S.C. 134(d) 23 CFR 450.314(a)	Meets Federal requirements.	N/A		
Metropolitan Transportation Plan 23 U.S.C. 134(c),(h)&(i) 23 CFR 450.324	Meets Federal requirements.	Commendation	The TPO has undertaken an ambitious scenario planning effort as part of the 2045 LRTP update process. This analysis is not a Federal requirement; however, it demonstrates the extra level of effort by the TPO to develop a robust tool for considering better transportation investments.	



		Recommendation	The title “Regional Priority Projects” has been used in the LRTP to refer to those projects funded in-full or in-part with moneys from the regional Hampton Roads Transportation Fund (HRTF). Since transit projects are not eligible for funding with HRTAC funds, this nomenclature could have the effect of confusing the public by disproportionality demonstrating planned investments in highway only projects over public transportation and non-motorized transportation alternatives in the region. Hence, drawing potential EJ concerns with respect to the regional planning process. The TPO should reconsider this term moving forward.	As part of 2045 LRTP update as appropriate or clarify “Regional Priority Project” terminology by documenting how highway users and non-users benefit from these planning investment decisions.
Transit Planning 49 U.S.C. 5303 23 U.S.C. 134 23 CFR 450.314	Meets Federal requirements.	Recommendation	In support of the TPO’s 2045 LRTP goals and objectives, consider elevating public transportation planning and investments to better demonstrate a balanced approach to meet regional priorities. Through continued TPO and VDRPT cooperation, along with support from the RTAP, investments like the regionally significant Naval Station Norfolk Transit Corridor and Peninsula BRT projects can provide the needed accessibility and connectivity solutions desired in the Hampton Roads area.	As part of 2045 LRTP update as appropriate or by next Plan update.
Transportation Improvement Program 23 U.S.C. 134(c)(h)& (j) 23 CFR 450.326	Meets Federal requirements.	Commendation	The incorporation of mapping and enhanced visualization techniques for the TIP is exceptional and lends itself to a better document for public review.	
		Recommendation	For the next TIP update, the financial plan in the TIP should show the summary costs (Table 2) of implementing proposed public transportation system improvements, for each fiscal year (similar to highway projects).	Next full TIP Update



Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)	Meets Federal requirements.	Commendation	The Federal Team noted the 2019 HRTPO Public Participation Plan (PPP) is excellent, given its part of a comprehensive effort to inform, increase awareness, and engage interested parties in the transportation planning and programming processes.	
Civil Rights Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act	Meets Federal requirements.	Commendation	The HRTPO continues to excel with respect to the administration of their Title VI Program. There is a clear understanding of the intent, spirit, essence and objective of Title VI and subsequent nondiscrimination authorities and their application to the transportation planning process.	
		Recommendation	The Federal Review team is requesting that the VDOT (Hampton Roads District office) conduct a current Title VI/ Nondiscrimination review [2017 update] of the Hampton Roads Planning District Commission (HRPDC) within six months of the final Federal Certification report, and submit the final report to the FHWA Virginia Division and FTA Region III office.	Within six months of the final Federal Certification report.
Freight 23 U.S.C. 134(h) 23 CFR 450.306	Meets Federal requirements.	N/A		
Congestion Management Process / Management and Operations 23 U.S.C. 134(k)(3) 23 CFR 450.322	Meets Federal requirements.	N/A		
Performance Based Planning and Programming 23 CFR 450.314(h)	Meets Federal requirements.	N/A		

Details of the certification findings for each of the above items are contained in this report.

2.0 INTRODUCTION

2.1 Background

Pursuant to 23 U.S.C. 134(k) and 49 U.S.C. 5303(k), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning process in Transportation Management Areas (TMAs) at least every four years. A TMA is an urbanized area, as defined by the U.S. Census Bureau, with a population of over 200,000. After the 2010 Census, the Secretary of Transportation designated 183 TMAs – 179 urbanized areas over 200,000 in population plus four urbanized areas that received special designation. In general, the reviews consist of three primary activities: a site visit, a review of planning products (in advance of and during the site visit), and preparation of a Certification Review Report that summarizes the review and offers findings. The reviews focus on compliance with Federal regulations, challenges, successes, and experiences of the cooperative relationship between the MPO(s), the State DOT(s), and public transportation operator(s) in the conduct of the metropolitan transportation planning process. Joint FTA/FHWA Certification Review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect regional issues and needs. As a consequence, the scope and depth of the Certification Review reports will vary significantly.

The Certification Review process is only one of several methods used to assess the quality of a regional metropolitan transportation planning process, compliance with applicable statutes and regulations, and the level and type of technical assistance needed to enhance the effectiveness of the planning process. Other activities provide opportunities for this type of review and comment, including Unified Planning Work Program (UPWP) approval, the MTP, metropolitan and statewide Transportation Improvement Program (TIP) findings, air-quality (AQ) conformity determinations (in nonattainment and maintenance areas), as well as a range of other formal and less formal contact provide both FHWA/FTA an opportunity to comment on the planning process. The results of these other processes are considered in the Certification Review process.

While the Certification Review report itself may not fully document those many intermediate and ongoing checkpoints, the “findings” of Certification Review are, in fact, based upon the cumulative findings of the entire review effort.

The review process is individually tailored to focus on topics of significance in each metropolitan planning area. Federal reviewers prepare Certification Reports to document the results of the review process. The reports and final actions are the joint responsibility of the appropriate FHWA and FTA field offices, and their content will vary to reflect the planning process reviewed, whether or not they relate explicitly to formal “findings” of the review.

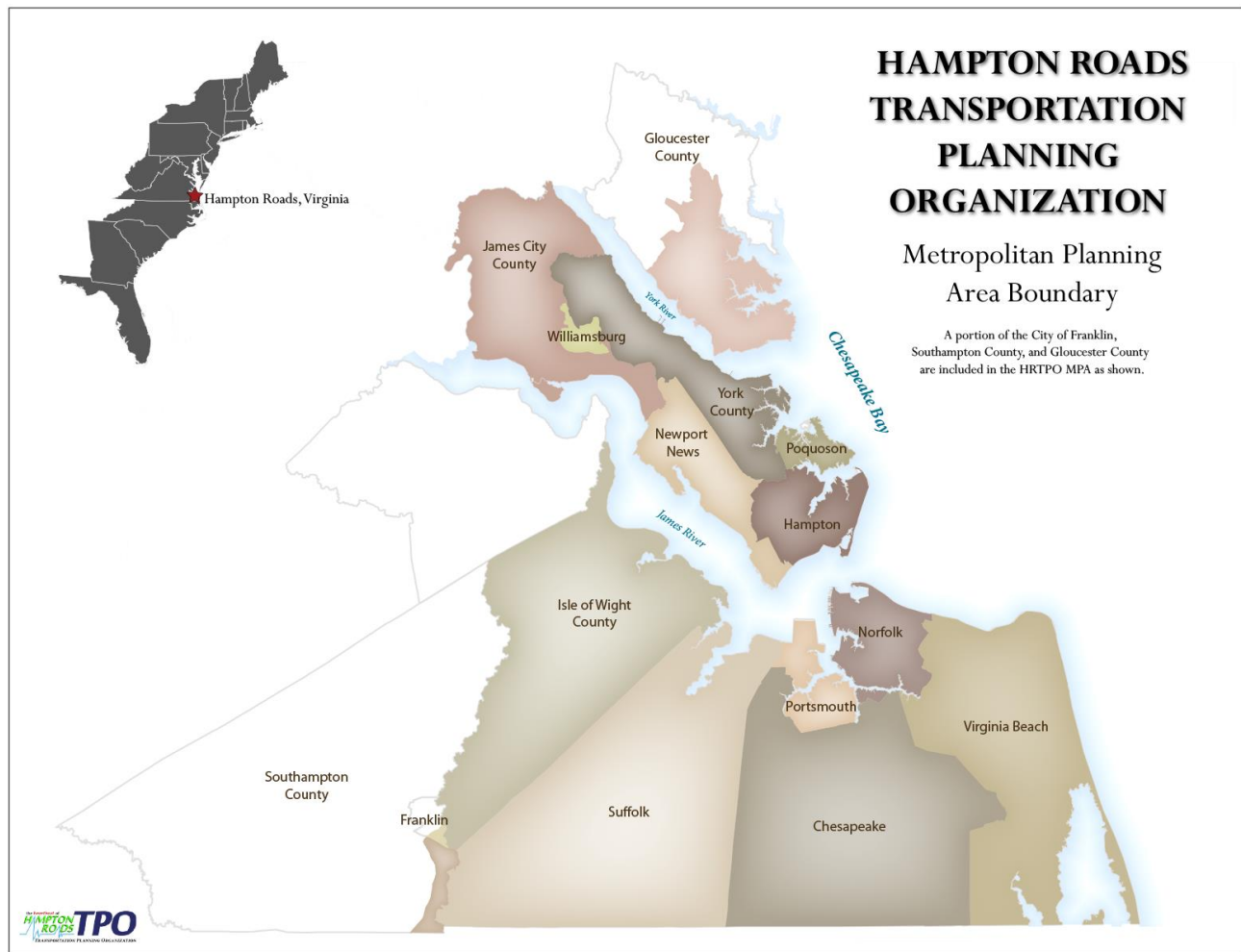
To encourage public understanding and input, FHWA/FTA will continue to improve the clarity of the Certification Review reports.

2.2 Purpose and Objective

Since the enactment of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the FHWA and FTA, are required to jointly review and evaluate the transportation planning process in all urbanized areas over 200,000 population to determine if the process meets the Federal planning requirements in 23 U.S.C. 134, 40 U.S.C. 5303, and 23 CFR 450. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), extended the minimum allowable frequency of certification reviews to at least every four years.

The Hampton Roads Transportation Planning Organization (HRTPO) is the designated MPO for the Hampton Roads area. VDOT and VDRPT are the responsible State agencies and HRT, WATA and Suffolk Transit are the responsible public transportation operators. Current membership of HRTPO Board consists of elected officials and empowered representatives from the political jurisdictions within its planning boundary. The planning boundary includes the cities of Chesapeake, Hampton, Newport News, Norfolk, Poquoson, Portsmouth, Suffolk, Virginia Beach, and Williamsburg; the counties of Isle of Wight, James City, and York; a portion of the city of Franklin; and portions of the counties of Gloucester and Southampton. The region also has a strong military presence anchored by the largest naval station in the world – Naval Station Norfolk – and each branch of the armed forces has one or more bases within the MPA.

Certification of the planning process is a prerequisite to the approval of Federal funding for transportation projects in such areas. The certification review is also an opportunity to provide assistance on new programs and to enhance the ability of the metropolitan transportation planning process to provide decision makers with the knowledge they need to make well-informed capital and operating investment decisions.



3.0 SCOPE AND METHODOLOGY

3.1 Review Process

The previous certification review was conducted in 2016. A summary of the status of findings from the last review is provided in Section 1.1. This report details the 2020 review, which consisted of written questions, a virtual site visit (via Zoom) and virtual public involvement opportunities (due to COVID-19 travel restrictions), conducted on September 23-24, 2020.

Participants in the review included representatives of FHWA, FTA, VDOT, VDRPT, HRT and HRTPO staff. A full list of participants is included in Appendix A.

A comprehensive desk audit of current documents and correspondence was completed prior to the virtual site visit. In addition to the formal review, routine oversight mechanisms provide a major source of information upon which to base the certification findings.

The current review was structured to guide the implementation of a streamlined and risk-based approach to the TMA Certification Review process that places emphasis on those areas that require attention, and improves the planning process. It is not required, nor practical to attempt to fully cover every planning topic as part of the on-site review.

The certification review covers the transportation planning process conducted cooperatively by the MPO, State, and public transportation operators. The site visit agenda can be found in Appendix D. Background information, current status, key findings, and recommendations are summarized in the body of the report for the following subject areas selected by FHWA and FTA staff for the on-site review:

- MPO Structure, Agreements and Coordination
- Financial Planning and Fiscal Constraint in the LRTP and TIP
- Civil Rights (Title VI, EJ, LEP, ADA)
- Public Participation Plan/Public Outreach
- Public Transportation/Transit Coordination
- Congestion Management Process/Operations/Freight Planning
- Performance Based Planning and Programming, Transportation Performance Management
- Transportation Improvement Program (TIP)
- 2045 Long Range Transportation Plan Update

3.2 Documents Reviewed

The following MPO documents were evaluated as part of this planning process review:

- MPO 3-C Master Planning Agreement – September 2018
- PBPP Agreements - September 2018
- HRTPO Self Certification Statement - July 2020
- FY 2020 Unified Planning Work Program - May 2019
- FY 2020 Unified Planning Work Program 4 Month Extension - May 2020
- FY 2021 Unified Planning Work Program – October 2020
- CMP 2014 – October 2014
- CMP 2020 Update Part 1 – March 2020
- CMP 2020 Update Part 2 draft – October 2020

- Linking Hampton Roads: A Regional Active Transportation Plan - March 2020
- 2040 Long Range Transportation Plan – July 2016
- 2040 LRTP Compendium of Reports – July 2016
- 2045 LRTP Reports and Documents [update not fully complete] – 2020
- FY2021-2024 Transportation Improvement Program – March 2020
- FY2021-2030 Hampton Roads Transit Strategic Plan – June 2020
- Hampton Roads Regional Freight Study 2017 Update – July 2017
- Highway Gateways Used by Port Trucks – March 2018
- FY19 List of Annual Obligated Projects – December 2019
- The State of Transportation in Hampton Roads 2019 - October 2019
- Regional Performance Measures – System Performance Report 2020 Update – July 2020
- Hampton Roads Transportation Planning Organization, Regional Travel Demand Model V2 Technical Documentation – January 2020
- HRTPO Title VI Plan – June 2017; 2019 Update
- 2018 Public Participation Plan – July 2019
- ADA Statement and Accessibility Policy
- HRTPO Title VI/Nondiscrimination Assurance. – October 2017
- EJ Methodology Tool
- Misc Planning Studies

The TPO prepared a repository on their webpage to the 2020 Federal Certification Review, listing all the above documents for use by the Federal Team.

<https://www.hrtpo.org/page/2020-federal-quadrennial-certification-review/>

4.0 PROGRAM REVIEW

4.1 MPO Structure, Agreements and Coordination

4.1.1 Regulatory Basis

23 U.S.C. 134(d) and 23 CFR 450.314(a) state the MPO, the State, and the public transportation operator shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements among the MPO, the State, and the public transportation operator serving the MPA.

4.1.2 Current Status

The Hampton Roads Transportation Planning Organization (HRTPO) is one of fourteen MPOs in the Commonwealth of Virginia. Voting membership of the HRTPO includes elected officials from each of the cities and counties within the metropolitan planning area (MPA), two members of the Virginia Senate and two members of the Virginia House of Delegates, plus one representative from each of the following: the Transportation District Commission of Hampton Roads (TDCHR), the Williamsburg Area Transit Authority (WATA), the Virginia Department of Transportation (VDOT), the Virginia Department of Rail and Public Transportation (VDRPT), and the Virginia Port Authority (VPA).



Non-voting membership of the HRTPO includes the chairs of the Community Transportation Advisory Committee (CTAC) and the Freight Transportation Advisory Committee (FTAC), the chief administrative officers (CAOs) from each of the cities and counties within the MPA, and one representative from each of the following: the Virginia Department of Aviation (VDOA), the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Federal Aviation Administration (FAA), the Peninsula Airport Commission, and the Norfolk Airport Authority.

The Metropolitan Planning Area (MPA) is the geographic area determined by agreement between the MPO for the area and the Governor. The Hampton Roads Planning District Commission (HRPDC) is one of 21 planning district commissions (PDCs) in the Commonwealth of Virginia. The HRPDC provides staff to the HRTPO, pursuant to a memorandum of understanding between the two organizations and the Federally-required Metropolitan Planning Agreement.

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 legislation, the moneys deposited into a regional transportation fund (comprised of local sales tax and state fuels tax) are used solely for new construction projects on new or existing highways, bridges, and tunnels in the localities comprising HRPDC 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 people residing within HRPDC and shall ensure that the moneys shall be used for such construction projects. Transit projects are not eligible for funding with HRTAC funds. The relationship between the HRTPO and HRTAC are shown below.

		
PREPARES AND MAINTAINS LONG-RANGE TRANSPORTATION PLAN (LRTP)	YES	NO
ALLOCATES RSTP AND CMAQ MONIES	YES	NO
MAINTAINS TRANSPORTATION IMPROVEMENT PROGRAM (TIP)	YES	NO
USES HAMPTON ROADS TRANSPORTATION FUND (HRTF) TO BUILD HIGHWAYS, BRIDGES, AND TUNNELS	NO	YES
ISSUES BONDS AND USES HRTF TO SUPPORT THESE BONDS	NO	YES
PROCURES, FINANCES (HRTF, TOLLS, BONDS) AND OPERATES HIGHWAY, BRIDGE, AND TUNNEL PROJECTS	NO	YES

4.1.3 Findings

The Federal Team finds HRTPO, along with the State, and the region's providers of public transportation are cooperatively determining their mutual responsibilities in carrying out the metropolitan transportation planning process through their 3-C agreement (MOU) signed on September 2018. Specifically, Article 7 of this MOU outlines the required provisions for cooperatively developing and sharing information related to transportation performance data, the selection of Federal performance targets, the reporting of performance targets, the

reporting of performance to be used in tracking progress toward attainment of critical outcomes for the region of the MPO.

The TPO, state DOT and transit agencies are in compliance with Federal regulations.

Commendation: None

Corrective Action: None

Recommendations: None

Schedule for Process Improvement: None

Proposed FHWA/FTA Technical Assistance: None

4.2 2045 Long Range Transportation Plan Update

4.2.1 Regulatory Basis

23 U.S.C. 134(c), (h) & (i) and 23 CFR 450.324 set forth requirements for the development and content of the Long-Range Transportation Plan (LRTP), also known as the Metropolitan Transportation Plan (MTP). Among the requirements are that the MTP address at least a 20 year planning horizon and that it includes both long and short range strategies that lead to the development of an integrated and multi-modal system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

The MTP is required to provide a continuing, cooperative, and comprehensive multimodal transportation planning process. The plan needs to consider all applicable issues related to the transportation systems development, land use, employment, economic development, natural environment, and housing and community development.

23 CFR 450.324(c) requires the MPO to review and update the MTP at least every four years in air quality nonattainment and maintenance areas and at least every 5 years in attainment areas to reflect current and forecasted transportation, population, land use, employment, congestion, and economic conditions and trends.

Under 23 CFR 450.324(f), the MTP is required, at a minimum, to consider the following:

- Projected transportation demand

- Existing and proposed transportation facilities
- Operational and management strategies
- Congestion management process
- Capital investment and strategies to preserve transportation infrastructure and provide for multimodal capacity
- Design concept and design scope descriptions of proposed transportation facilities
- Potential environmental mitigation activities
- Pedestrian walkway and bicycle transportation facilities
- Transportation and transit enhancements
- A financial plan

4.2.2 Current Status

The current Long-Range Transportation Plan (LRTP) with a horizon year of 2040 was adopted in June 2016, and the HRTPO is currently in the process of updating their 2040 LRTP. The 2040 LRTP sought to put forth a vision of developing a *well-balanced* transportation system. The Federal Team reviewed the 2040 LRTP update process and document as part of our previous review and found it to be consistent with regulatory requirements. HRTPO staff has initiated the process of updating the LRTP to the horizon year 2045. Progress on the 2045 LRTP update (with full completion anticipated in June 2021) was discussed in this Certification review. The 2045 LRTP update is a compendium of reports, which combined represent an expanded analysis of long range needs and projects in the region. Completed reports as of September 2020, include: 2045 Socioeconomic Forecast, Regional Needs, and Title VI/Environmental Justice Candidate Project Evaluation. Additional supporting material regarding the 2045 LRTP update includes documentation on the development of the Regional Scenario Planning Framework and updates to the HRTPO Project Prioritization Tool.

4.2.3 Findings

With respect to conformity, the Hampton Roads region was previously designated a nonattainment area under the 1997 8-hour ozone standard and later a maintenance area before being designated an attainment area under the 2008 8-hour ozone standard. The area is currently in attainment for all standards including the 2015 8-hour ozone standard. In February 2018, the D.C. Circuit Court issued a decision in *South Coast Air Quality Management District v. EPA* which impacted areas like Hampton Roads that had been designated nonattainment and/or maintenance under the 1997 ozone standard but designated attainment under the 2008 ozone standard. One of those impacts is that new, updated, or amended Transportation Improvement Programs (TIP) and Long Range Transportation Plans (LRTP) must demonstrate conformity in keeping with the anti-backsliding requirements associated with the revocation of

the 1997 ozone standard. A Conformity Determination was issued by FTA/FHWA on 7/13/2020 for the 2040 LRTP and FY 2021-2024 TIP for the Hampton Roads 1997 8-hour Ozone Area.

For the long-range planning process, HRTPO uses an objective and data-driven project prioritization process to assist the HRTPO Board in selecting transportation projects that will benefit the region's performance-based and TPM goals while maximizing financial resources.

Scenario planning is being utilized in the 2045 LRTP to consider how changes in transportation, land use, demographics, or other factors such as sea level rise could affect connectivity, mobility, resiliency, and communities across the region. The extensive scenario planning (four-year) effort of the 2045 LRTP will analyze three alternative scenarios in addition to the 2045 baseline scenario.

The HRTPO Project Prioritization Tool is designed to score candidate transportation projects (by mode) based on their technical merits and regional benefits. The Tool evaluates transportation projects based on three components: Project Utility (ability to solve an existing transportation issue), Economic Vitality (ability to support economic growth), and Project Viability (project readiness and compatibility).

The TPO, state DOT and transit agencies are in compliance with Federal regulations.

Commendation:

The TPO has undertaken an ambitious scenario planning effort as part of the 2045 LRTP update process. This analysis is not a Federal requirement; however, it demonstrates the extra level of effort by the TPO to develop a robust tool for considering better transportation investments.

Corrective Action: None

Recommendations:

The title "Regional Priority Projects" has been used in the LRTP to refer to those projects funded in-full or in-part with moneys from the regional Hampton Roads Transportation Fund (HRTF). Since transit projects are not eligible for funding with HRTAC funds, this nomenclature could have the effect of confusing the public by disproportionality demonstrating planned investments in highway only projects over public transportation and non-motorized transportation alternatives in the region. Hence, drawing potential EJ concerns with respect to the regional planning process. The TPO should reconsider this term moving forward.

Schedule for Process Improvement: None

Proposed FHWA/FTA Technical Assistance: None

4.3 Transportation Improvement Program

4.3.1 Regulatory Basis

23 U.S.C. 134(c),(h) & (j) set forth requirements for the MPO to cooperatively develop a Transportation Improvement Program (TIP). Under 23 CFR 450.326, the TIP must meet the following requirements:

- Must cover at least a four-year horizon and be updated at least every four years.
- Surface transportation projects funded under Title 23 U.S.C. or Title 49 U.S.C., except as noted in the regulations, are required to be included in the TIP.
- List project description, cost, funding source, and identification of the agency responsible for carrying out each project.
- Projects need to be consistent with the adopted MTP.
- Must be fiscally constrained.
- The MPO must provide all interested parties with a reasonable opportunity to comment on the proposed TIP.

4.3.2 Current Status

The HRTPO FY2021-2024 TIP provides available programming information for Hampton Roads transportation projects in a clear and transparent format. The TIP format includes project phase, cost estimates and schedules, allocations, scheduled obligations, and expenditures.

HRTPO is directly responsible for project selection and sub allocation of funds for the Congestion Mitigation and Air Quality Improvement Program (CMAQ) and the Regional Surface Transportation Program (RSTP). 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.

4.3.3 Findings

Transit Asset Management (TAM) and Public Transportation Agency Safety Plan measures and targets are discussed in the current TIP meeting compliance with Performance-Based Planning and Programming (PBPP) requirements, likewise the program provides a good discussion of the anticipated effect of the TIP toward achieving the performance targets, linking investment priorities to those performance targets. One way the TIP will help Hampton Roads meet transit asset management targets, includes the CMAQ/RSTP candidate project evaluation methodology. This includes several project categories that address transit asset management as an integral part of the overall scoring.

Upon adoption, the TIP is regularly revised to update project information, as well as to add or delete projects. Since the TIP is included into the STIP without change, it is important any revisions or added projects are given proper public review and agency approvals. Along these lines, guidelines for TIP administrative modifications and amendments were discussed during the site visit. HRTPO subsequently provided their guidance that determines what constitutes a TIP amendment versus an administrative adjustment/modification. These guidelines, including the “major change” thresholds, are consistent with the 2019 STIP procedures currently in place with FTA and FHWA and VDOT.

The FY21-24 TIP includes a financial plan section showing expected highway revenues and proposed costs for each fiscal year over the four-year period. However, despite transit project costs and “obligations” demonstrated in Section III of the TIP for each individual project sheet, Table 2 of the financial plan does not indicate the summary costs of implementing proposed public transportation system improvements, for each fiscal year. The TIP did give an assurance that for transit projects, “...the eventual allocation of funds will not exceed the available revenue for those funding source.”

The TPO is also monitoring the potential financial impacts related to COVID-19, regarding the loss of state and farebox revenue. These funds provide matching dollars to Federal funding programs and could have the potential to restrict the level of construction being implemented in the near-term. Other unknowns affecting financial projections include a Federal surface transportation reauthorization and another infrastructure stimulus like the 2020 CARES Act and 2021 CRRSAA Act.

The TPO, state DOT and transit agencies are in compliance with Federal regulations.

Commendation:

The incorporation of mapping and enhanced visualization techniques for the TIP is exceptional and lends itself to a better document for public review.

Corrective Action: None

Recommendations:

For the next TIP update, the financial plan in the TIP should show the summary costs (Table 2) of implementing proposed public transportation system improvements, for each fiscal year (similar to highway projects).

Schedule for Process Improvement: None

Proposed FHWA/FTA Technical Assistance: None

4.4 Public Participation

4.4.1 Regulatory Basis

Sections 134(i)(5), 134(j)(1)(B) of Title 23 and Section 5303(i)(5) and 5303(j)(1)(B) of Title 49, require a Metropolitan Planning Organization (MPO) to provide adequate opportunity for the public to participate in and comment on the products and planning processes of the MPO. The requirements for public involvement are detailed in 23 CFR 450.316(a) and (b), which require the MPO to develop and use a documented participation plan that includes explicit procedures and strategies to include the public and other interested parties in the transportation planning process.

4.4.2 Current Status

HRTPO effectively incorporates public involvement techniques in all their planning documents that incorporate the entire MPA. The HRTPO Public Participation Plan (PPP) incorporates input from local and regional stakeholders and interested persons. The strategies and outreach efforts of the PPP are demonstrated in HRTPO's TIP and LRTP that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties, with reasonable opportunities to be involved in the planning process.

HRTPO gives adequate and timely notice of opportunities to participate in or comment on transportation issues. The MPO also employs visualization techniques to describe metropolitan transportation plans and TIPs, making public information readily available in electronically

accessible formats. Examples cited were the world-wide web, holding public meetings at convenient and accessible locations and times, demonstrating explicit consideration and response to public input, and periodically reviewing the participation plan's effectiveness.

In a continuing effort to engage the public during plans and programs, the HRTPO created an interactive Public Meeting Map. Among the various techniques, the HRTPO uses to engage the public, public meetings are frequently held throughout Hampton Roads to hear citizens' perceptions of and experiences with transportation in their neighborhood and community. To maximize widespread access and foster open, honest, and dialogue--these forums were held at familiar, convenient, and accessible locations.

The Community Advisory Committee (CAC) was originally established in 2009 (as the Citizen Transportation Advisory Committee) to ensure the voices of Hampton Roads citizens were heard by HRTPO leadership and decision-makers regarding regional transportation issues, including strategies, funding, and priorities. At its core, CAC serves as an advocate on behalf of citizens. As such, those members who comprise CAC – up to 30 – are residents of Hampton Roads. The CAC serves as an advisory committee to the Hampton Roads Transportation Planning Organization (HRTPO).

The HRTPO established formal and informal working relationships with Hampton Roads Planning District Commission (HRPDC) and Hampton Roads Transportation Accountability Commission (HRTAC) to promote plans, programs, and activities with local, regional, and community organizations for creating synergy and regular channels of information exchange. The HRTPO focuses on partnerships to inform and receive feedback with non-profit organizations, civic leagues, schools, libraries, service providers, and advocates of persons with disabilities, bicycle and pedestrian advocates, private sector transportation service providers, and service organizations.

The HRTPO Long-Range Plan summarizes a Seven-Step Environmental Justice Evaluation. The Seven-Step Environmental Justice Evaluation provides a structured approach for preparing an EJ analysis and developing an effective public involvement strategy. The Seven-Step framework sets out to:

- Identify EJ indicators
- Identify geographical areas for analysis
- Identify EJ communities
- Assign impact extent for projects
- Identify affected EJ communities
- Determine the extent of the impact

- Develop and implement Environmental Justice public participation strategies for 2045 LRTP candidate projects.

HRTPO documents their process to the public in the Title VI/Environmental Justice Methodology Report. The report covers the process used to determine the potential impacts of transportation projects on EJ communities. Impact scores found in that report depict the degree of influence and not specific types of effects (since both positive and negative effects could be associated with each particular project). HRTPO's report also notes that enhanced public involvement strategies should be implemented in Environmental Justice communities negatively affected by projects.

With the developed Seven-Step Environmental Justice Evaluation tool and Title VI/Environmental Justice Methodology Report, the TPO continuously improves the effectiveness of their procedures and strategies contained in the participation plan to ensure a full and open participation process.

4.4.3 Findings

The TPO, State DOT and Transit Agencies are in compliance with Federal regulations.

Commendation:

The Federal Team noted the 2019 HRTPO Public Participation Plan (PPP) is excellent, given its part of a comprehensive effort to inform, increase awareness, and engage interested parties in the transportation planning and programming processes.

Corrective Action: None

Recommendations: None

Schedule for Process Improvement: None

Proposed FHWA/FTA Technical Assistance: None

4.5 Civil Rights (Title VI, EJ, LEP, ADA)

4.5.1 Regulatory Basis

Title VI of the Civil Rights Act of 1964, prohibits discrimination based upon race, color, and national origin. Specifically, 42 U.S.C. 2000d states that “No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.” In addition to Title VI, there are other Nondiscrimination statutes that afford legal protection. These statutes include the following: Section 162 (a) of the Federal-Aid Highway Act of 1973 (23 U.S.C. 324), Age Discrimination Act of 1975, and Section 504 of the Rehabilitation Act of 1973/Americans with Disabilities Act (ADA) of 1990. ADA specifies that programs and activities funded with Federal dollars are prohibited from discrimination based on disability.

Executive Order #12898 (Environmental Justice) directs Federal agencies to develop strategies to address disproportionately high and adverse human health or environmental effects of their programs on minority and low-income populations. In compliance with this Executive Order, USDOT and FHWA issued orders to establish policies and procedures for addressing environmental justice in minority and low-income populations. The planning regulations, at 23 CFR 450.316(a)(1)(vii), require that the needs of those “traditionally underserved” by existing transportation systems, such as low-income and/or minority households, be sought out and considered.

Executive Order # 13166 (Limited-English-Proficiency) requires agencies to ensure that limited English proficiency persons are able to meaningfully access the services provided consistent with and without unduly burdening the fundamental mission of each Federal agency.

4.5.2 Current Status

The HRTPO has a Title VI Implementation Plan that documents the processes and methods to support the HRTPO’s self-certification requirements for Title VI of the Civil Rights Act and other Nondiscrimination statutes contained in the self-certification statement. During our desk audit review, we found the document to be thorough and subsequent discussions with staff during our site-visit provided clarification to additional questions regarding implementation. As we discussed above, there exists a unique relationship between the HRTPO, HRPDC, and HRTAC. The Federal Team discussed the role of each of these Boards and offered assistance in coordinating with VDOT to ensure that there exists an understanding of Title VI/Nondiscrimination statutes and the organizations that are Federal fund recipients and political subdivisions of the Commonwealth of Virginia.

4.5.3 Findings

The Hampton Roads TPO commands a clear understanding of the intent, spirit, essence and objective of Title VI and subsequent nondiscrimination authorities including Executive Order 12898 on Environmental Justice. The way and manner in which the HRTPO endeavors to engage and include everyone (regardless of distinguishing attributes) in their transportation decision-making processes and products through their public involvement strategies and efforts, tend to manifest that understanding with worthwhile results. The compliments bestowed on the HRTPO and its Community Affairs and Civil Rights Administrator at the community meeting go a long way to demonstrate the results of their efforts.

The TPO, state DOT and transit agencies are in compliance with Federal regulations.

Commendation:

The HRTPO continues to excel with respect to the administration of their Title VI Program. As stated above, there is a clear understanding of the intent, spirit, essence and objective of Title VI and subsequent nondiscrimination authorities and their application to the transportation planning process.

Corrective Action: None

Recommendations:

Included in the 2017 Federal review was a recommendation that the VDOT conduct a Title VI/Nondiscrimination review of the HRPDC. The recommendation followed a successful effort to address voting issues between the HRTPO and the City of Franklin and Southampton County. A review was conducted in 2017 and the FHWA participated in the review. Following the review, the FHWA requested a copy of the final report from the VDOT detailing the review and findings. However, no report has been made available to the HRPDC and/or FHWA, at the time of the Certification Review.

Since over 3 years have passed, the Federal Review team is now requesting that the VDOT (Hampton Roads District office) conduct a current Title VI/ Nondiscrimination review of the Hampton Roads Planning District Commission (HRPDC) within six months of the final Federal Certification report, and submit the final report to the FHWA Virginia Division and FTA Region III office.

Schedule for Process Improvement: None

Proposed FHWA/FTA Technical Assistance: None

4.6 Public Transportation / Transit Coordination

4.6.1 Regulatory Basis

49 U.S.C. 5303 and 23 U.S.C. 134 require the transportation planning process in metropolitan areas to consider all modes of travel in the development of their plans and programs. Federal regulations cited in 23 CFR 450.314 state that the MPO in cooperation with the State and operators of publicly owned transit services shall be responsible for carrying out the transportation planning process.

4.6.2 Current Status

Public transportation in the Hampton Roads region is primarily provided by three agencies – WATA, Suffolk Transit, HRT. The Williamsburg Area Transit Authority (WATA) provides bus and paratransit service in Williamsburg, James City County, and York County, while Suffolk Transit provides bus and paratransit service to Suffolk’s core downtown service area. Since 2016, Suffolk Transit is represented on the TTAC and the LRTP Subcommittee, which provides direct engagement with the LRTP development process.

Hampton Roads Transit (HRT) serves a 432 square-mile area within the Hampton Roads region. HRT service area is divided by the James River. The service area south of the river consists of Chesapeake, Norfolk, Portsmouth, and Virginia Beach, commonly referred to as the Southside. HRT’s service area north of the James River includes the cities of Hampton and Newport News which, together with neighboring communities, are often referred to as the Peninsula or Northside. HRT operates 53 local bus fixed-routes and express bus service. The agency’s 7.4-mile light rail system, “The Tide,” operates in the City of Norfolk. Furthermore, HRT provides passenger ferry and demand response paratransit for persons with disabilities, as well as Transportation Demand Management services including vanpools, carpools, and telework options through its successful TRAFFIX program. Furthermore, a TRAFFIX subcommittee was established to advise the TTAC in decision-making.

Amtrak service is also available at the Newport News station on the Peninsula and Harbor Park station in Norfolk. Amtrak service is also available in Williamsburg. Both the Norfolk and Newport News stations provide connection to Amtrak’s Northeast Regional service between Boston and Washington, D.C.

4.6.3 Findings

The TPO views public transportation to be an integral part of the overall regional transportation system and has shown support for transit initiatives. The TPO continues its strong coordination

efforts with the region's transit providers and VDRPT regarding development of the LRTP, as well as other data sharing, technical resource and transit planning efforts. This level of transit agency involvement and participation is demonstrated through the quality of planning and programmatic products. Furthermore, VDRPT is a separate voting member on the HRT Board. However, the 2045 LRTP's Regional Needs report (as part of the development of the 2045 LRTP Update discussed in Section 4.2.2) list of "committed" or fully-funded projects does not contain a transit investment for the region (there are 26 committed highway projects) along with 19 transit "candidate" projects considered for inclusion (and 207 roadway proposals). Candidate transportation projects are evaluated through the HRTPO Project Prioritization Tool and each of the 2045 LRTP alternative scenarios in an effort to identify those projects that provide the most benefit to the region. Final LRTP adoption is scheduled for June 2021.

For transit projects, the TPO's financial planning for the TIP and LRTP relies mostly on information provided by VDRPT and from each transit operator. The transit operators also coordinate with VDRPT on their financial forecasts. For transit systems operations and maintenance, each transit agency conducts its own analysis, with assistance from VDRPT. This process is described in the Financial Plan section of the TIP.

However as reported by the TPO, Hampton Roads region spends less on public transportation on a per capita basis than many other comparable metropolitan areas, which has contributed to an older fleet of vehicles, as well as an impediment to embark on larger capacity expansion projects connecting major employment centers.

The recently created Regional Transit Advisory Panel (Senate Bill 1038) is to be composed of representatives of major business and industry groups, employers, shopping destinations, institutions of higher education, military installations, hospitals and health care centers, public transit entities, and any other groups identified as necessary to provide ongoing advice to the regional planning process on the long-term vision for a multimodal regional public transit network in Hampton Roads. However, the RTAP will not oversee the Hampton Roads Regional Transit Fund (HRRTF). This Fund is expected to generate up to \$30 million per year toward development of a systematic "backbone" of bus transit investment throughout the region, traveling on the highest-demand corridors connecting the most people to the most jobs. This regional backbone network is also identified in HRT's FY 2021-2030 Transit Strategic Plan. Per the Code of Virginia, the HRRTF will be managed by HRTAC and disbursements from the Fund will be approved by HRTAC (not the RTAP).

As for major capital investments, additional state funding should be explored through SMART SCALE or VDRPT's MERIT Capital Assistance Program, as well as FTA's Capital Investment Grants program for New Starts, Small Starts and Core Capacity Improvements. With the success of implementing many large-scale highway and bridge projects (over \$5 billion in highway

investment implemented through HRTAC) the possibility for advancing a similarly robust transit network in the region awaits.

The TPO, state DOT and transit agencies are in compliance with Federal regulations.

Commendation: None

Corrective Action: None

Recommendations:

In support of the TPO's 2045 LRTP goals and objectives, consider elevating public transportation planning and investments to better demonstrate a balanced approach to meet regional priorities. Through continued TPO and VDRPT cooperation, along with support from the RTAP, investments like the regionally significant Naval Station Norfolk Transit Corridor and Peninsula BRT projects can provide the needed accessibility and connectivity solutions desired in the Hampton Roads area.

Schedule for Process Improvement: None

Proposed FHWA/FTA Technical Assistance:

The HRTPO Project Prioritization Process does not compare scores for projects across categories/modes. In other words, the scores for transit projects are not directly compared with the scores for highway projects. To further assist the TPO in exploring development of prioritization methods that capture key benefits of public transportation investments, the Federal Team suggested review of the forthcoming (2021) TCRP H-58 Report *Prioritization of Public Transportation Investments*.

<https://apps.trb.org/cmsfeed/TRBNetProjectDisplay.asp?ProjectID=4688>

4.7 Congestion Management Process /Operations/Freight Planning

4.7.1 Regulatory Basis

23 U.S.C. 134(k)(3) and 23 CFR 450.322 set forth requirements for the congestion management process (CMP) in TMAs. The CMP is a systematic approach for managing congestion through a process that provides for a safe and effective integrated management and operation of the multimodal transportation system. TMAs designated as non-attainment for ozone must also provide an analysis of the need for additional capacity for a proposed improvement over travel demand reduction, and operational management strategies.

23 CFR 450.324(f)(5) requires the MTP include Management and Operations (M&O) of the transportation network as an integrated, multimodal approach to optimize the performance of the existing transportation infrastructure. Effective M&O strategies include measurable regional operations goals and objectives and specific performance measures to optimize system performance.

23 CFR 940 states all ITS projects shall conform to the National ITS Architecture and standards in accordance with the requirements contained in this part. Conformance with the National ITS Architecture is interpreted to mean the use of the National ITS Architecture to develop a regional ITS architecture, and the subsequent adherence of all ITS projects to that regional ITS architecture. Development of the regional ITS architecture should be consistent with the transportation planning process for Statewide and Metropolitan Transportation Planning.

23 CFR 450.306 states the planning process shall provide for the implementation of projects, strategies, and services that Increase accessibility and mobility of people and freight.

4.7.2 Current Status

Intelligent Transportation System (ITS)

The MPO coordinates all regional updates to the ITS Architecture and coordinates with the State DOT as needed. In addition, the Hampton Roads Transportation Operations Subcommittee of the TTAC is dedicated to improving transportation operations in the region. The subcommittee meets on a monthly basis and has ongoing discussion of regional issues.

Freight

The Hampton Roads region is home to the Port of Virginia's deep water marine terminals, as well as a host of facilities that include shipping and warehouse distribution facilities and facilities important to national security. The region is an economic engine for the

Commonwealth, so it was fitting for the HRTPO to establish a Freight Transportation Advisory Committee (FTAC) to advocate on behalf of freight issues that are important statewide and to the region. The FTAC has been active in the development of the 2045 LRTP and according to their bylaws, the FTAC's major functions/activities include, but are not limited to:

- Freight/Goods Movement Planning and Identification of Systemic Needs
- Public Outreach and Education on the importance of freight
- Encouragement of Freight Policies
- Review of the freight-related portions of the HRTPO's Transportation Improvement Program and Long-Range Transportation Plan.

As the Commonwealth continues to explore opportunities to establish a State Freight Advisory Committee, members of the region's FTAC will be a valuable complement.

Congestion Management

The Hampton Roads region maintains a very good congestion management process. The CMP report is updated at least every five years and helps guide project and investment recommendations during development of the Transportation Improvement Program and the Long-Range Transportation Plan. As part of the CMP process, the HRTPO annually develops a report that details the *State of Transportation in Hampton Roads*. Included in the report are data and trends associated with:

- Air Travel
- Port Data
- Rail Travel
- Bridges
- Pavement Condition
- Roadway Usage
- Congestion Data
- Commuting
- Roadway Safety
- Truck Travel
- Public Transportation
- Active Transportation (Bicycling and Walking)
- Transportation Financing
- Tolling, etc.

The 2020 CMP update is being released in three parts. They include: System Monitoring (completed), System Performance (completed), and Congestion Mitigation.



4.7.3 Findings

The TPO, state DOT and transit agencies are in compliance with Federal regulations.

Commendation: None

Corrective Action: None

Recommendations: None

Schedule for Process Improvement: None

Proposed FHWA/FTA Technical Assistance: None

4.8 Performance Based Planning and Programming

4.8.1 Regulatory Basis

23 U.S.C. 150(b) identifies the following national goals for the focus of the Federal-aid highway program: Safety, Infrastructure Condition, Congestion Reduction, System Reliability, Freight Movement and Economic Vitality, Environmental Sustainability, and Reduced Project Delivery Delays. Under 23 U.S.C. 134(h)(2), the metropolitan planning process shall provide for the establishment and use of a performance-based approach to transportation decision-making to support the national goals, including the establishment of performance targets.

23 CFR 450.306(d) states that each MPO shall establish performance targets to support the national goals and track progress towards the attainment of critical outcomes. Each MPO shall coordinate with the relevant State to ensure consistency, to the maximum extent practicable, and establish performance targets not later than 180 days after the State or provider of public transportation establishes its performance targets. The selection of performance targets that address performance measures described in 49 U.S.C. 5326(c) and 49 U.S.C. 5329(d) shall be coordinated to the maximum extent practicable, with public transportation providers to ensure consistency with the performance targets that public transportation providers establish under 49 U.S.C. 5326(c) and 49 U.S.C. 5329(d). Additionally, each MPO shall integrate the goals, objectives, performance measures, and targets from other performance-based plans and programs integrated into the metropolitan transportation planning process.

23 CFR 450.314(h) states that the MPO, the State, and the public transportation operator shall jointly develop specific written provisions which can either be documented as part of the metropolitan planning agreements or in some other means. See section 4.1 MPO Structure and Agreements for more information.

23 CFR 450.324(f) states that MTPs shall include descriptions of the performance measures and performance targets used in assessing the performance of the transportation system, a system performance report evaluating the condition and performance of the transportation system with respect to the performance targets, and progress achieved in meeting the performance targets in comparison with system performance recorded in previous reports.

23 CFR 450.326(d) states that the TIP shall include, to the maximum extent practicable, a description of the anticipated effect of the programmed investments with respect to the performance targets established in the MTP, the anticipated future performance target achievement of the programmed investments, and a written narrative linking investment priorities to those performance targets and how the other PBPP documents are being implemented to develop the program of projects.

23 CFR 450.340 states that MPOs have two years from the effective dates of the planning and performance measures rule to comply with the requirements.

4.8.2 Current Status

Transportation performance management (TPM) and Performance-Based Planning and Programming (PBPP) are strategic approaches that use system information to make investment and policy decisions to achieve national performance goals. The application of a TPM and PBPP approach helps ensure that investments are performance-driven and outcome-based. TPM and PBPP help determine what results are to be pursued using the information on past performance levels and forecasted conditions to guide investments, measure progress toward strategic goals, and make informed policy decisions. TPM and PBPP are grounded in sound data management, usability, and analysis and are systematic, ongoing processes that improve communications among decision-makers, stakeholders, and the public.

Hampton Roads TPO's performance management is a strategic approach that uses system information to make investment and policy decisions to achieve performance goals. During the site visit, HRTPO discussed that it had based its planning and programming process on performance management for many years, predating federal efforts.

Furthermore, HRTPO emphasized that PBPP is applying TPM within the planning and programming processes of transportation agencies to achieve desired performance outcomes for their multimodal transportation system. Virtual presentations and discussion questions revealed that HRTPO's PBPP methodology is a strategic, data-driven approach to decision-making that enables transportation agencies to allocate resources efficiently, maximize the



return on investments, and achieve desired performance goals increasing accountability and transparency to the public.

Under FAST Act, HRTPO is required to prepare and set targets for the following Federally-established performance measures:

- Pavement Condition
- Roadway Performance
- Bridge Condition
- Roadway Safety
- Freight Movement
- Transit Asset Management and Safety and
- On-road mobile source emissions and traffic congestion for the CMAQ Program

4.8.3 Findings

The TPO has set regional targets in the areas of roadway safety, pavement condition, bridge condition, roadway performance, and freight, as well as transit asset management and transit safety. During the virtual site visit it appeared the HRTPO has adequately satisfied these



requirements, noting good coordination between transportation stakeholders. With respect to the above, we note the following FY 2020 metrics adopted for the Hampton Roads region.

Roadway Safety

2020 HRTPO Safety Performance Targets	
Fatalities	124
Fatality Rate (per 100 Million VMT)	0.84
Serious Injuries	1,448
Serious Injury Rate (per 100 Million VMT)	9.85
Number of Bike/Pedestrian Fatalities and Serious Injuries Combined	163

Regional Pavement Condition

Measure	CTB Approved 4-Year Target	HRTPO Current Value	HRTPO Approved 4-Year Target
Interstate System Good Condition	45%	46.9%	45%
Interstate System Poor Condition	< 3%	0.9%	< 3%
Non-Interstate System NHS Good Condition	25%	8.2%	25%
Non-Interstate System NHS Poor Condition	< 5%	7.5%	< 5%



Regional Bridge Condition

Measure	CTB Approved 4-Year Target	HRTPO Current Value	HRTPO Approved 4-Year Target
NHS Bridge Deck Area Good Condition	33%	20%	20%
NHS Bridge Deck Area Poor Condition	< 3.0%	4.0%	< 3.0%

Regional Roadway Performance

Measure	CTB Approved 4-Year Target	HRTPO Current Value	HRTPO Approved 4-Year Target
Interstate Travel Time Reliability (% reliable miles)	82%	86.1%	82%
Non-Interstate NHS Travel Time Reliability (% reliable miles)	82.5%	90.0%	82.5%

Regional Freight Reliability

Measure	CTB Approved 4-Year Target	HRTPO Current Value	HRTPO Approved 4-Year Target
TTTR Index	1.56	2.05	2.13



Transit Asset Management

Asset Type	Performance Measure	Asset Classes	2020 HRTPO Target
Rolling Stock	% of revenue vehicles within each asset class that have met or exceeded their useful life benchmark	Bus	< 19%
		Cutaway Buses	< 1%
		Ferry Boat	< 33%
		Light Rail Vehicles	0%
		Minibus	< 20%
		Trolley Buses	< 3%
		Van	< 25%
Equipment/ Service Vehicles	% of vehicles that have met or exceeded their useful life benchmark	Non-Revenue/ Service Vehicles	< 66%
		Trucks & Other Rubber Tire Vehs	< 13%
Infrastructure	% of track segments, signals, and systems with performance restrictions	Light Rail Infrastructure	< 1%
Facilities	% of facilities in each asset class rated under 3.0 on FTA's TERM scale	Passenger/Parking	< 1%
		Maintenance	< 10%
		Administrative	< 10%

The TPO's annual System Performance Report monitors progress on these regional performance measures and targets. This report includes a description of the methodology used to calculate each measure, historical data trends for each of the areas, information on statewide targets, a description of the targets that have been established by the HRTPO, and the progress made towards meeting the established targets. The first version of the Regional Performance Measures – System Performance Report was approved by the HRTPO Board in April 2019, and an update to the report was released in July 2020.

In the area of state of good repair, also referred to as Transit Asset Management (TAM), the annual report shows regional targets for each performance measure are based on a weighted average of each of the three public transportation providers including: HRT, WATA, and Suffolk Transit. This blend includes both Tier II transit agencies (WATA and Suffolk transit) as part of the

statewide group TAM plan prepared by VDRPT for smaller transit agencies in the Commonwealth, as well as HRT, as a larger Tier I transit agency with their own TAM plan. This complex arrangement demonstrates that current data agreements for PBPP are working in order to meet Federal requirements.

Public Transportation Agency Safety Plan (PTASP) regulation was set for July 20, 2020, as the date by which transit agencies had to certify that they had established a compliant agency safety plan. However, a subsequent FTA notice alerted transit agencies that they will have until July 21, 2021, to comply with the regulation. Importantly, those dates apply to the transit provider and their preparation of a PTASP. MPOs still must reflect PTASP in their planning processes with the first update or amendment to their LRTP and TIP in 2021.

Setting HRTPO targets is a collaborative effort. The Transportation Technical Advisory Committee (TTAC) recommends targets for the HRTPO Board to consider. In order to assist the TTAC, the committee formed a Performance Measure Working Group. This Working Group includes staff from localities, transit agencies, VDOT, and subject-matter experts. Based on this working group's advice and the Hampton Roads Transportation Technical Advisory Committee (TTAC), the HRTPO Board will continue establishing the safety targets during their 2021 meetings.

Finally, HRTPO's PBPP process allows for transparent and open discussions about the public's desired outcomes and the strategic direction that the MPO should take. HRTPO's PBPP planning process also provides critical information for their decision-making process by heightening the role of data and focusing attention on performance outcomes.

The TPO, state DOT and transit agencies are in compliance with Federal regulations.

Commendation: None

Corrective Action: None

Recommendations: None

Schedule for Process Improvement: None

Proposed FHWA/FTA Technical Assistance: None

5.0 CONCLUSION AND RECOMMENDATIONS

The FHWA and FTA review found that the metropolitan transportation planning process conducted in the Hampton Roads TMA area MEETS Federal planning requirements as follows.

5.1 Commendations

The following are noteworthy practices that the Hampton Roads TPO is doing well in the transportation planning process:

1. 2045 Long Range Transportation Plan Update - The TPO has undertaken an ambitious scenario planning effort as part of the 2045 LRTP update process. This analysis is not a Federal requirement; however, it demonstrates the extra level of effort by the TPO to develop a robust tool for considering better transportation investments.
2. Transportation Improvement Program - The incorporation of mapping and enhanced visualization techniques for the TIP is exceptional and lends itself to a better document for public review.
3. Public Participation Plan/Public Outreach - The Federal Team noted the 2019 HRTPO Public Participation Plan (PPP) is excellent, given its part of a comprehensive effort to inform, increase awareness, and engage interested parties in the transportation planning and programming processes.
4. Civil Rights - The HRTPO continues to excel with respect to the administration of their Title VI Program. There is a clear understanding of the intent, spirit, essence and objective of Title VI and subsequent nondiscrimination authorities and their application to the transportation planning process.

5.2 Corrective Actions

There are no corrective actions as part of this planning certification.

5.3 Recommendations

The following are recommendations that would improve the transportation planning process:

1. 2045 Long Range Transportation Plan Update - The title “Regional Priority Projects” has been used in the LRTP to refer to those projects funded in-full or in-part with moneys from the regional Hampton Roads Transportation Fund (HRTF). Since transit projects are

not eligible for funding with HRTAC funds, this nomenclature could have the effect of confusing the public by disproportionality demonstrating planned investments in highway only projects over public transportation and non-motorized transportation alternatives in the region. Hence, drawing potential EJ concerns with respect to the regional planning process. The TPO should reconsider this term moving forward.

2. Public Transportation/Transit Coordination – In support of the TPO’s 2045 LRTP goals and objectives, consider elevating public transportation planning and investments to better demonstrate a balanced approach to meet regional priorities. Through continued TPO and VDRPT cooperation, along with support from the RTAP, investments like the regionally significant Naval Station Norfolk Transit Corridor and Peninsula BRT projects can provide the needed accessibility and connectivity solutions desired in the Hampton Roads area.
3. Transportation Improvement Program - For the next TIP update, the financial plan in the TIP should show the summary costs (Table 2) of implementing proposed public transportation system improvements, for each fiscal year (similar to highway projects).
4. Civil Rights - The Federal Review team is requesting that the VDOT (Hampton Roads District office) conduct a current Title VI/ Nondiscrimination review [2017 update] of the Hampton Roads Planning District Commission (HRPDC) within six months of the final Federal Certification report, and submit the final report to the FHWA Virginia Division and FTA Region III office.

5.4 Training/Technical Assistance

The following training and technical assistance is recommended to assist the TPO with improvements to the transportation planning process:

The HRTPO Project Prioritization Process does not compare scores for projects across categories/modes. In other words, the scores for transit projects are not directly compared with the scores for highway projects. To further assist the TPO in exploring development of prioritization methods that capture key benefits of public transportation investments, the Federal Team suggested review of the forthcoming (2021) TCRP H-58 Report *Prioritization of Public Transportation Investments*.

<https://apps.trb.org/cmsfeed/TRBNetProjectDisplay.asp?ProjectID=4688>

APPENDIX A – SITE VISIT PARTICIPANTS

The following individuals were involved in the Hampton Roads area virtual on-site review:

Federal Team

- Ryan Long, FTA Region III
- Ivan Rucker, FHWA Virginia Division
- Tonya Holland, FTA HQ
- Mary Walker, FHWA Virginia Division
- Jada Bigham, FHWA Virginia Division
- Mohamed Dumbuya, FHWA Resource Center
- Iris Vaughan, FHWA Virginia Division

HRTPO

- Robert A. Crum, Jr. - Executive Director
- Michael Kimbrel - Deputy Executive Director
- Kendall Miller - Administrator, Office of Community Affairs and Civil Rights
- John Mihaly - Principal Transportation Planner
- Dale Stith - Principal Transportation Planner
- Steve Lambert - Transportation Planner II
- Kathlene Grauberger - Transportation Planner
- Keith Nichols - Principal Transportation Engineer
- Robert Case - Chief Transportation Engineer
- Samuel Belfield - Senior Transportation Engineer
- Theresa K. Brooks - Transportation Engineer III
- Robert Cofield - Web and Graphics Designer
- Joseph Turner - Communications and Web Manager

State DOT

- Grant Sparks - Virginia Department of Rail and Public Transportation
- Eric Stringfield - Virginia Department of Transportation (Hampton Roads District)
- Todd Halacy - Virginia Department of Transportation (Hampton Roads District)
- Queen Crittendon - Virginia Department of Transportation



Public Transportation Operators

- Keisha Branch, Hampton Roads Transit
- Jennifer Dove, Hampton Roads Transit

APPENDIX B – PUBLIC COMMENTS

Public input was an important part of this certification review, utilizing both direct public comments solicited from the TPO's website, as well as input from a Community Advisory Committee listening session held with the Federal Team (via Zoom) on September 23, 2020.

The CAC serves as an advisory committee to the HRTPO Board, meeting roughly 6 times per year and is comprised of citizen representatives of each locality in Hampton Roads. As part of the certification review, the Federal Team participated in one of these meetings. Overall the CAC ensures that the voices and perspectives of the public are received by the TPO and considered in our transportation planning process. From our discussion, we believe the CAC is a passionate group who is very willing to discuss the planning process and their role in shaping its future. The CAC members believe in what they're doing and they want to make things better in the region.

Specifically, we heard that many of the HRTPO's regional public engagement efforts are going well. The general sentiment was that the TPO does an outstanding job with respect to public engagement and there was interest in continuing to explore creative ways to expand outreach to faith-based organization and minority populations - specially now during the COVID-19 pandemic. Additionally, the CAC stressed the importance of better public transportation options, especially for traditionally underserved populations. The CAC was also proud of their role in impacting the planning process, which includes recommending regional transportation investments (or alternatives to a project) thus improving and shaping mobility in the region.

CAC Participants included the following:

- Theresa Danaher, Chair
- Carlton Hardy, Vice Chair
- Dianna Howard
- Garry Harris
- Lamont Curtis
- Delceno Miles
- Jim Bowie
- Brad Martin
- Wavery Woods
- Mark Geduldig-Yatrofsky
- Susan Archer



- Cynthia Taylor
- George M. Mears
- Keith Cannady, HRPDC Deputy Executive Director

In addition to the CAC feedback, the region was surveyed in September 2020 (utilizing the TPO's Public Participation Plan's engagement strategies) to receive public input and comments. Approximately 170 responses were received. Survey responses showed a favorable impression of the TPO with most participants engaging in the planning process through the TPO's social media outlets. The open comments were generally positive, for instance one comment stated, "...you [the TPO] have made me think about how transportation affects me every day." A good number of open comments were in support of alternative modes of transportation (to the automobile) including biking, walking, trails, and public transportation improvements. This was captured in one comment, "We need a comprehensive rail transit and bike/ped trail systems in Hampton Roads. Buses are not an adequate public transit system -- they provide an inferior ride, longer schedules and lack broad public appeal."

APPENDIX C – DISCUSSION QUESTIONS (CAC) MEETING

Discussion Questions and Background for the Public Community Advisory Committee (CAC) Meeting

U.S. DOT Certification Review of the Hampton Roads Metropolitan Area's Transportation Planning Process

Federal Team Meeting with the 2020 Community Advisory Committee (CAC) to the Hampton Roads Transportation Planning Organization (HRTPO)

Time: 5:15 P.M. – 7:15 P.M.

Date: September 23, 2020

Format: Public Involvement online/virtual meeting by the Federal Review Team (hosted by HRTPO)

Purpose: Members of the Federal Review Team will participate in a meeting with the CAC to hear about the regional planning and program development process.

The discussion will address how successfully the CAC and public are able to participate in the transportation planning and program development process in the metropolitan area.

- What methods and procedures are available to the public to participate?
- How successful are these methods?
- To what extent does the CAC and the public contribute to: the transportation planning process, development of policies, and regional decision-making?

Format: The Federal review team will distribute discussion questions in advance to the CAC. The Federal Team will introduce each question and lead an informal discussion with CAC members. Note: the focus is on the planning, prioritization, and decision making process and not on the merits of specific projects or decisions.

Background: Every four years, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) are legally required conduct a Certification Review of the Hampton Roads Transportation Management Area (TMA). The Certification formalizes continuing

oversight and evaluation of the planning process to ensure that the planning requirements of 23 U.S.C. 134 and 49 U.S.C. 5303 to 5305 are being satisfactorily implemented.

The Certification provides an opportunity to provide advice and guidance to enhance the planning process and improve the quality of transportation decisions. Although FHWA and FTA routinely interact with the metropolitan planning organization and its partner agencies in reviewing and approving planning products and providing technical assistance, this formal external review can be a catalyst to improve the effectiveness of the planning process and its ability to address major issues facing the metropolitan area.

The Federal team will use the following questions to guide the discussion. At the meeting, please be prepared to identify yourself and, if applicable, what organization you represent.

QUESTIONS

1. As a CAC member, how do you serve as a conduit between your community and the HRTPO on matters related to regional transportation (including mobility and accessibility)?
2. How does public involvement and the CAC assist the region to reach consensus on difficult and controversial issues related to transportation?
3. How effective is public involvement conducted by the Hampton Roads Transportation Planning Organization?
4. What methods to encourage public involvement are working and what are not? Please provide examples and explanations.
5. How can public views successfully be communicated to decision-makers in an area as large and complex as this? What is the role of CAC in this process?
6. Please describe situations where public involvement has had an impact on the planning process and decisions reached and where it has not. For example, consider how involvement contributes to developing strategies in the long-range plan, selecting investments in the TIP, or any other activities.
7. How might the HRTPO improve public involvement? For example, consider changes to the structure of advisory groups, use of media, use of facilitators, or efforts to reach a broad range of groups, including minority and low-income communities.

APPENDIX D – HAMPTON ROADS TMA SITE VISIT AGENDA

**FHWA/FTA Certification Review of the
Hampton Roads Metropolitan Area
Transportation Planning Process
September 23-24, 2020**

Location: Virtual/Online Zoom meetings
Hampton Roads Transportation Planning Organization
723 Woodlake Drive,
Chesapeake, Virginia 23320

September 23-24, 2020 Certification Review Agenda

Format for all sessions: Each topic is introduced by the Federal team discussion leader, followed by a five-minute overview and update by HRTPO staff (and other local agencies identified by the Federal team). The Federal team will then lead a discussion involving all participating agencies:

Federal Review Team Members: FHWA/FTA Division, Regional and HQ staff

Ryan Long, FTA Region III
Ivan Rucker, FHWA Virginia Division
Tonya Holland, FTA HQ
Mary Walker, FHWA Virginia Division
Jada Bigham, FHWA Virginia Division
Mohamed Dumbuya, FHWA Resource Center
Iris Vaughan, FHWA Virginia Division

DAY 1 – Wednesday, September 23

1:00 PM Overview of the Certification Process of the Transportation Planning Process
This opening session will provide a brief overview of the Risk Based Certification Process and summarize issues from the 2016 Certification. HRTPO staff will then provide an update and summary of major regional issues, share “Best Practices”, priority planning activities and previous review recommendations, with discussion among all participating agencies.

Federal Discussion Leaders: Ryan Long, FTA Region III

Ivan Rucker, FHWA Virginia Division

1:45 PM Agreements and Coordination

This session will focus on how the MPO cooperatively determines their mutual responsibilities in carrying out the metropolitan transportation planning process.

Federal Discussion Leader: Ivan Rucker, FHWA Virginia Division

2:15 PM Financial Planning and Fiscal Constraint in the LRTP and TIP

This session will focus on the financial plan and system-level estimates of costs and revenues reasonably expected to be available to carry out the LRTP and TIP.

Federal Discussion Leaders: Ryan Long, FTA Region III
Ivan Rucker, FHWA Virginia Division

3:00 PM Break

3:15 PM Civil Rights - Title VI, Americans with Disabilities Act, Environmental Justice, Limited English Proficiency

Discussion will focus on the required elements of Title VI ADA, LEP and EJ requirements.

Federal Discussion Leaders: Mary Walker, FHWA Virginia Division
Jada Bigham, FHWA Virginia Division
Mohamed Dumbuya, FHWA Virginia Division
Ivan Rucker, FHWA Virginia Division

4:30 PM Adjourn

Community Advisory Committee (CAC) Session – Wednesday, September 23

5:15 PM Public Involvement online/virtual meeting by the Federal Review Team (hosted by HRTPO)

Members of the Federal team will participate in a meeting with the CAC for an open dialogue on public involvement and contributions to the transportation planning process.



Federal Discussion Leaders: Ivan Rucker, FHWA Virginia Division
Ryan Long, FTA Region III

7:15 PM Adjourn

DAY 2 - Thursday, September 24

9:00 AM Follow-Up from Previous Day

9:30 AM Public Participation Plan/Public Outreach
Discussion will focus on the region's public involvement process and engagement activities.

Federal Discussion Leader: Holland, Tonya, FTA HQ

10:15 AM Public Transportation/Transit Coordination
This session will focus on the region's public transportation providers and coordination efforts with the MPO.

Federal Discussion Leader: Ryan Long, FTA Region III

10:45 AM BREAK

11:00 AM Congestion Management Process/Operations/Freight
This session will focus on the CMP integration into the overall metropolitan planning process and planning for advanced technologies.

Federal Discussion Leader: Iris Vaughan, FHWA Virginia Division

11:45 AM Performance Based Planning and Programming, Transportation Performances Management, Transit Asset Management Plan

Discussion will focus on integrating performance measures and targets into metropolitan planning processes and progress achieved.

Federal Discussion Leaders: Ivan Rucker, FHWA Virginia Division
Holland, Tonya, FTA HQ

12:30 PM Lunch/Offline

1:30 PM Transportation Improvement Program

This session will focus on the short-term program cycle for the implementation of surface transportation projects, project prioritization and listings.

Federal Discussion Leaders: Ivan Rucker, FHWA Virginia Division
Ryan Long, FTA Region III

2:15 PM 2045 Long Range Transportation Plan Update

This session will focus on progress toward development of the region's multimodal transportation investment plan for the next 20 years.

Federal Discussion Leaders: Ivan Rucker, FHWA Virginia Division
Ryan Long, FTA Region III

2:45 PM Close-out Discussion and Certification Review Next Steps

3:00 PM Adjourn

APPENDIX E - LIST OF ACRONYMS

ADA: Americans with Disabilities Act
AMPO: Association of Metropolitan Planning Organizations
CAA: Clean Air Act
CFR: Code of Federal Regulations
CMP: Congestion Management Process
CO: Carbon Monoxide
DOT: Department of Transportation
EJ: Environmental Justice
FAST: Fixing America's Surface Transportation Act
FHWA: Federal Highway Administration
FTA: Federal Transit Administration
FY: Fiscal Year
HSIP: Highway Safety Improvement Program
ITS: Intelligent Transportation Systems
LEP: Limited-English-Proficiency
M&O: Management and Operations
MAP-21: Moving Ahead for Progress in the 21st Century
MPA: Metropolitan Planning Area
MPO: Metropolitan Planning Organization
MTP: Metropolitan Transportation Plan
NAAQS: National Ambient Air Quality Standards
NO₂: Nitrogen Dioxide
O₃: Ozone
PM₁₀ and PM_{2.5}: Particulate Matter
SHSP: Strategic Highway Safety Plan
STIP: State Transportation Improvement Program
TDM: Travel Demand Management
TIP: Transportation Improvement Program
TMA: Transportation Management Area
U.S.C.: United States Code
UPWP: Unified Planning Work Program
USDOT: United States Department of Transportation





Report prepared by:

FTA Region III and FHWA Virginia Division