A VISION FOR PUBLIC PARTICIPATION

Adopted by the HRPDC July 16, 2020
Abstract

The Hampton Roads Planning District (HRPDC) is one of 21 Planning District Commissions in the Commonwealth of Virginia and is a regional organization representing the 17 local governments of the Hampton Roads area. The HRPDC Vision for Public Participation is part of a comprehensive effort to inform, increase awareness, and engage interested parties in our regional planning processes. The HRPDC Vision for Public Participation incorporates input from local and regional stakeholders and interested persons. The HRPDC Vision for Public Participation will serve as the blueprint for HRPDC public involvement and outreach activities and will be reviewed periodically. Whenever this plan is materially revised, it will undergo public review and HRPDC Board approval. For any questions, please contact the Community Affairs and Civil Rights Administrator at (757) 420-8300 or at kmiller@hrpdcv.gov.

Non-Discrimination:

The HRPDC assures that no person shall, on the grounds of race, color, national origin, as provided by Title VI of the Civil Rights Act of 1964 and subsequent authorities, be excluded from participation in, be denied the benefits of, or be otherwise subject to discrimination under any program or activity. The HRPDC further extends this assurance to include handicap, sex, age, or income status.
The Process
The HRPDC uses a variety of methods to inform, increase awareness, and engage the public during the development of plans and programs.

Focused Approach
The HRPDC’s focus is on providing information about our regional planning processes; increasing awareness about how to get involved and how participation will be considered.

Title VI & Environmental Justice
HRPDC is committed to the principles of Environmental Justice (EJ) and works to include traditionally underrepresented persons in the development of plans, programs, and processes.

Public Participation Guidelines
The HRPDC public involvement and community outreach process provides for the review of plans and programs as they are being developed and as they go into HRPDC’s approval process.
The Process

The HRPDC uses a variety of methods to inform, increase awareness, and engage the public during the development of plans and programs. The medium used and the degree to which the public is encouraged to be involved varies depending on the planning activity. The HRPDC commonly uses the following methods and techniques.

**News Media:** HRPDC staff distributes meeting agendas and public notices associated with key regional planning efforts, the PPP and UPWP, and public announcements for special studies using press releases to our media contact list maintained by the HRPDC Communications staff.

**Contact Lists:** HRPDC staff maintains an extensive list of public participation contacts that includes representatives of:

- HRPDC Board
- HRPDC Committees
- Hampton Roads General Assembly
- HRPDC Advisory Committees
- Civic Leagues
- Non-Profit Organizations
- Other Interested Parties

- Community Organizations
- Churches
- Public Information Officers
- Area Libraries
- Senior Groups
- News Media
- Social Service Agencies
PUBLIC INFORMATION MEETINGS (PIMs), WORKSHOPS, & OPEN HOUSES: These activities provide opportunities for public input throughout the planning process. The results and comments obtained at these meetings are incorporated into the appropriate planning documents. The HRPDC strives to provide widespread access to these forums by conducting them at accessible times and locations. In addition, presentations at partner-agency meetings are scheduled to inform and engage. Supplemental materials such as questionnaires, surveys, and handouts of presentation materials may be distributed to the planning partners, interested parties, and posted on the website to accommodate those unable to participate in person. “Accessible” locations are those that fall within the service areas of Hampton Roads Transit (HRT), Williamsburg Area Transit Authority (WATA) and Suffolk Transit, and have accommodations for persons with disabilities.

PUBLIC INFORMATION PRESENTATIONS: HRPDC staff will, upon request, present before any civic organization, school, special interest group, neighborhood, or other group to inform, increase awareness about the HRPDC’s planning functions, plans, programs, or special studies.

SURVEYS: Surveys, which may be project-specific, are used when appropriate during the updates of plans for data gathering. The survey process and the survey results are incorporated into their respective planning documents.

RECORDINGS of board meetings are available on the HRPDC website and YouTube. HRPDC will also use videos for distribution of program-related topics and issues.
**Information Booths/Kiosks:** HRPDC periodically sets up and maintains information booths or kiosks at locations and special events.

**Visualization Techniques:** HRPDC staff relies on maps, graphics, and PowerPoint presentations to describe and discuss HRPDC programs and initiatives.

**E-Newsletter:** HRPDC publishes an e-newsletter to thousands of businesses, civic organizations, associations, agencies, and individuals, 10 to 12 times per year. The E-Newsletter is used to inform members of the Hampton Roads community about project updates, upcoming meetings, public comment opportunities, and other activities occurring at the HRPDC.

**Radio/TV:** This media is periodically used to provide information to the general public about HRPDC projects and programs. The HRPDC also uses this media when reaching out to specific populations, such as members of a community where an upcoming public meeting will be taking place or members of a community where English is not the primary language in use.
SOCIAL MEDIA: HRPDC maintains YouTube and Facebook accounts in order to engage with the Hampton Roads community in an immediate way. Staff posts on the mediums often throughout the day, and invites the public to respond with comments and questions. HRPDC's social media accounts are a great place to find information on the latest draft reports open for public comments, upcoming meetings open to the public, and planning meetings that are not only open to the public, but scheduled specifically for public feedback and guidance.
**Focused Approach**

The HRPDC’s focus is on providing information about our planning processes; increasing awareness about how to get involved and how participation will be considered; and engaging citizens in dialogue about regional matters and issues important to Hampton Roads residents, so that we may learn from each person’s unique experiences and perspectives.

**In the Media**

The HRPDC regularly issues press releases on our projects and programs to the media, and often, those projects are in the news.

**Partnerships**

The HRPDC will establish formal and informal working relationships to promote plans, programs and activities with local, regional and community organizations for the purpose of creating synergy and regular channels of information exchange. The HRPDC focuses on partnerships with non-profit organizations, civic leagues, schools, libraries, service providers and advocates of person with disabilities, regional advocates, private sector, and service organizations.

**Social Media/Web**

The HRPDC uses Facebook and Twitter to enhance our public involvement program. The HRPDC believes that the use of social media has improved the communication between the HRPDC, Hampton Road residents, the media, and interested parties.
**PUBLIC MEETING MAP**

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

Based on these criteria, the Public Meeting Map allows users to retrieve detailed information on libraries, community/recreation centers, and other facilities throughout Hampton Roads the HRPDC may have public meetings at in the future. Whether you are looking for libraries in Chesapeake or recreation centers in Williamsburg, the Meeting Map is a one stop shop resource to the public, localities, and HRPDC staff for transit, accessibility, and other detailed information on some of our fondest gathering places within the community. The map may be viewed by visiting www.hrtpo.org.

**COMMUNITY ADVISORY COMMITTEE (CAC)**

The Community Advisory Committee was established in early 2010 by the Hampton Roads Transportation Planning Organization (HRTPO) to ensure the voices of Hampton Roads citizens are heard by leadership and decision makers with regard to regional transportation issues, including strategies, funding, and priorities. Since 2019, CAC has expanded its role to include the planning activities of the HRPDC. At its core, CAC serves as an advocate on behalf of citizens. As such, those members whom comprise CAC – up to 30 – are residents of Hampton Roads. The Community Advisory Committee serves as an advisory committee to the HRPDC and HRTPO.

Meetings of the CAC occur throughout the year and are open to the public. To ensure the public’s viewpoints are heard and accounted for, citizens are invited to share their opinion and concerns directly with the CAC during the public comment period which occurs at the beginning of each CAC meeting. Information about the CAC, meeting dates, and agendas can be found on the HRTPO website www.hrtpo.org.
**Title VI and Environmental Justice**

As the Fiduciary agent to the HTRPO, the HRPDC is able to rely upon HRTPO analytical data and utilize the HRTPO’s research and findings, to meet the HRPDC’s federal obligation under Title VI of the Civil Rights Act of 1964. As such, the HRTPO Title VI Plan, LEP Guide and Environmental Justice approach is used to guide the HRPDC’s activities.

**Environmental Justice Guidelines**

HRPDC is committed to the principles of Environmental Justice (EJ) and works to include traditionally underrepresented persons in development of plans, programs, and processes.

*Environmental Justice entails the fair treatment and meaningful involvement of all people regardless of race, color, national origin or income with respect to the development, implementation and enforcement of environmental laws, regulations and policies.*


**Background**

Title VI of the Civil Rights Act of 1964 set a standard that authoritatively outlawed discrimination under any program or activity utilizing federal funds. Executive Order 12898 issued on February 11, 1994, reinforced the importance of fundamental rights and legal requirements contained in Title VI of the Civil Rights Act of 1964 and directed that “each Federal agency shall make achieving environmental justice part of its mission.”
Environmental Justice helps to ensure that programs, policies, and activities that have adverse effects on communities do not have disproportionately high and adverse effects on minority populations and low-income populations. To prevent discrimination as described in Executive Order 12898, the Federal Highway Administration Order 6640.23 Order to Address Environmental Justice in Minority Populations and Low Income Populations dated December 2, 1998 defines minority populations and low-income individuals and populations as follows:

- **MINORITY** – a person who is Black, Hispanic, American Indian and Alaskan Native or Asian American:
  - **Black** – a person having origins in any of the black racial groups of Africa.
  - **Hispanic** – a person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.
  - **American Indian and Alaskan Native** – a person having origins in any of the original people of North America and who maintains cultural identification through tribal affiliation or community recognition.
  - **Asian American** – a person having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent, or the Pacific islands.
• **MINORITY POPULATION** – any readily identifiable groups of minority persons who live in geographic proximity, and if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who will be similarly affected by a proposed program, policy or activity.

• **LOW-INCOME** – a person or household whose median income is at or below the United States Department of Health and Human Services poverty guidelines.

• **LOW-INCOME POPULATION** – any group of low-income persons who live in geographic proximity, and, if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who would be similarly affected by a proposed program, policy or activity.
ENVIRONMENTAL JUSTICE FUNDAMENTAL PRINCIPLES

As a recipient of Federal funds, the HRPDC abides by the principals of Environmental Justice.

Three fundamental environmental justice principles guide planning efforts:
- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the planning decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.
Based on analysis of the geographic distribution and citizen input, the HRPDC has narrowed down specific outreach activities that include efforts to seek out, consider, and involve persons who have been traditionally underrepresented. Efforts are tailored within communities where traditionally underrepresented populations, specifically minority and/or low-income persons, live, work, and play. It is important to note, specific outreach approaches should be considered for each community. Listed below are outreach strategies the HRPDC may implement:

1. Publish ads and notices in newspapers, radio and other media, particularly media targeted to minority populations and low-income populations
2. Develop language-outreach strategies, as determined by the Limited English Proficiency (LEP) Plan
3. Hold public meetings in locations that are accessible to transit
4. Hold meetings outside core business hours and transit-accessible locations throughout the Hampton Roads region
5. Review HRPDC programs and policies and ensure that they do not disparately impact EJ populations
6. Partnerships
7. Community Conversations
8. Coordination with schools
**EJ Roundtable**

In 2012, the Hampton Roads Transportation Planning Organization (HRTPO), HRPDC’s sister organization, convened the first gathering of the Environmental Justice Roundtable to discuss the unique role that transportation plays in the diverse communities that make up our Hampton Roads. We recognize that historically, not all communities and its members have enjoyed the same level of access or representation in the planning process. By bringing together a wide range of citizens—community leaders, stakeholders, special interest groups and community organizations, the HRPDC benefits from the intimate knowledge citizens have of their community’s needs.

In 2018, the EJ Roundtable was expanded to include HRPDC. Roundtable discussions are based upon candid conversations and the free flow of thoughts, ideas, and opinions that help us make the best possible decisions, the way in which we communicate with and gain feedback from the public, and how to best create a transparent, inclusive process, here in Hampton Roads.
**EJ Methodology**

Because neither Title VI of the Civil Rights Act nor the Executive Order on Environmental Justice (#12898) outline measures used to evaluate potential EJ issues within our region’s planning and decision-making process, the HRTPO devised a method to help ensure that these issues are identified and evaluated in their transportation planning efforts. In 2013 the HRTPO began the development of its Title VI/EJ Methodology to identify direct and disparate impacts of our plans, programs, and planning process. The Methodology Tool allows users to access environmental and demographic information for localities in Hampton Roads by helping users identify areas with minority and/or low-income populations, potential environmental quality issues, a combination of environmental and demographic indicators that is greater than usual and other factors that may be of interest. Use of the EJ Mapping tool will assist the HRPDC in its planning and public involvement efforts.
LIMITED ENGLISH PROFICIENCY PROGRAM

The HRPDC utilizes the HRTPO’s LEP program in its regional planning efforts

Policy Statement

The Hampton Roads Planning District Commission is committed to serving persons with Limited English Proficiency (LEP) as directed by Executive Order 13166 and as outlined within the U.S. Department of Transportation policy guidance for LEP persons.

Introduction

A Limited English Proficient person is one who does not speak English as their primary language and who has a limited ability to read, speak, write, or understand English. The objective of the LEP Program is to meet the responsibilities of the HRPDC in regards to Limited English Proficient persons, pursuant to Title VI of the Civil Rights Act of 1964 and implementing regulations. This section provides an overview of the HRTPO LEP Program, developed in accordance with Title VI of the Civil Rights Act of 1964, 42 U.S.C. 2000d, et seq. and its implementing regulations, which provide that no person shall be subjected to discrimination on the basis of race, color, or national origin under any program or activity that receives federal financial assistance.
LEP Program Summary

By utilizing the HRTPO’s LEP program, the HRPDC is taking reasonable steps to seek out and provide language assistance for Limited English Proficient persons seeking access to HRPDC plans, programs and activities. As part of the LEP program, an LEP plan was developed, detailing procedures on how to identify persons who may need language assistance, and outlining the ways in which assistance will be provided, and provides an overview of staff training and actions for future plan updates. The LEP Plan is a stand-alone document, kept and updated as part of the HRTPO Title VI Program. Information in this chapter provides a summary of the LEP Program and key elements of the LEP Plan.

In developing the LEP Plan, staff undertook a USDOT Four-Factor LEP analysis, which considers the following:

1. The number or proportion of LEP persons eligible to be served or likely to be encountered by a program, activity, or service of the recipient or grantee;
2. The frequency with which LEP individuals come in contact with the organization’s plans, programs and activities;
3. The nature and importance of the program, activity or service provided to the LEP population; and
4. The resources available to the HRPDC and overall cost to provide LEP assistance.

**FOUR FACTOR ANALYSIS**

**Factor 1.** The number or proportion of LEP persons eligible to be served or likely to encounter a HRPDC program, activity, or service:

In order to determine the number of LEP persons, staff collected various data from the 2010 US Census Bureau Summary File Data. Based on the population 5 years and older, 12,529 or 0.85% of the Hampton Roads regional population is deemed an LEP person. This value is 0.86% or 9,972 LEP persons for populations 18 years and older. The largest language subpopulation within the LEP population was Spanish, which has 5,682 LEP persons 5 years and older (4,094 persons 18 years and older). Those LEP populations that did not speak English well or Spanish were within general language categories such as Indo-European and Asian & Pacific Islander languages.
Factor 2. The frequency with which LEP individuals come in contact with a HRPDC program, activity, or service: The HRPDC assesses the frequency at which staff has or could possibly have contact with LEP persons. This includes documenting phone inquiries and surveying public meeting attendees. Documentation of LEP requests will be conducted annually upon implementation of the LEP Plan.

Factor 3. The nature and importance of the program, activity, or service provided by the HRPDC to LEP community: To assess the nature and importance of the programs, activities, and services provided by HRPDC to LEP and general community, there will be an internal and external assessment of these programs and services. Internally, HRPDC management staff will evaluate programs and services based on:

- The functions of the HRPDC;
- The delivery of HRPDC functions as plans, programs, and activities;
- The potential public interest or contact with plans, programs, and activities; and
- The impact upon the public of our plans, programs, and activities.

Externally, the HRPDC will engage in a public outreach effort with the identified language communities, to increase awareness about HRPDC plans, programs, and activities and identify key issues and services that they see as crucial. A set list of criteria will be developed to provide future guidance in determining whether a future HRPDC program, activity, or service will be considered when providing LEP services.

Factor 4. The resources available to the HRPDC and overall costs: The HRPDC has analyzed its budget and has identified funding for providing language assistance. These resources primarily come from the percentage of HRPDC funding that is allowed to be used for administration of the Office of Community Affairs and Civil Rights. HRPDC will use these funds to provide LEP service, in addition to using such funds for fulfilling all other statutory and regulatory requirements of this office. The costs associated with providing LEP services will vary depending upon the service provided.
The existing resources that HRPDC utilizes, include:
Staff members who are proficient in languages other than English assist in translation and/or interpretation, this will be a cost effective method of providing LEP services.

When and if appropriate, utilize free websites and Google Translate to translate online written materials.

While it is noted that the most costly option for providing LEP services would be to contract with outside persons that are proficient in interpretation of spoken word and in translation of documents, when needed, the HRPDC will utilize its Translation and Interpretation Database, created and maintained in order to provide a concise resource of translation and interpretation services. The cost of obtaining such services will vary depending upon the nature of the services requested, and the service provider selected.

When language assistance is needed via telephone, staff will immediately contact the individual from the HRPDC internal list of staff persons proficient in the particular language and have such individual provide assistance; or in the alternative, the staff will seek assistance through Language Line. Language Line provides a team of 11,000 professionally trained interpreters fluent in more than 240 languages, 24 hours per day, at a cost of 3.95 per minute. HRPDC will keep a copy of the instructions for using Language Line at the HRPDC reception desk.

HRPDC will provide, on a prior request basis, interpretation assistance for HRPDC public meetings via staff persons proficient in the particular language requested; or in the alternative if no staff person is available to provide such assistance, the staff will seek consult its Translation and Interpretation Database.

LEP persons are made aware of the availability of language assistance services (both interpretation and translation) through public notices published in conjunction with HRPDC meetings and on the HRPDC website.
Vital Documents, such as the HRPDC Public Participation Plan and Title VI Plan and complaint procedures are located on the HRDC website and as such, can be translated via Google Translate or other web-based translation providers. If HRPDC receives a request for translation of hard-copy materials, HRPDC will proceed to have such materials translated into the language requested, unless it is determined that the requester would also be satisfied with a competent oral interpretation of the document (e.g. documents only a few pages in length), and the oral interpretation can be more promptly provided.

HRPDC assures that HRPDC staff persons will be given proper LEP (Limited English Proficiency) training so that they will be aware of their obligations to provide meaningful access to information and services for LEP persons. Training for these individuals will include the following:

1. Staff persons will be trained on language assistance requirements by being made aware of applicable law and resources.
2. Staff persons will be provided with a copy of the Four Factor Analysis and LEP Plan, and will be informed when such information is updated.
3. Staff persons will be informed of other staff persons who are proficient in providing language assistance, and receive instructions on actions to take when LEP individuals are encountered, including instructions on the use of Language Line.
4. Front desk receptionists will be trained on the use Language Line and on use of language identification cards, or, speak cards, which invite LEP persons to identify their language needs. I speak cards will be kept at the front desk.

HRPDC will document requests received for language assistance, observe interactions with LEP persons that occur as a result of the Vital Documents translated, continue to review American Community Survey data as it is updated, and determine whether there are other Vital Documents that need to be translated, or whether other languages are necessary. HRPDC will also ensure that public notices include a clause, which informs individuals that they may request language assistance services in order to participate in the process addressed in the public notice.
COMPONENTS OF THE HRPDC LEP PROGRAM

Interpreter Services
When an interpreter or translator is needed, in person or on the telephone, the request will be directed to our Office of Community Affairs and Civil Rights. The Office will check the Community Interpreter Directory to see what languages are offered. If the required language is not available, the Office will seek to address the request in coordination with VDOT, based on established protocols.

HRPDC Staff Training
All HRPDC staff will be provided access to the Title VI and LEP Plan and will be offered training on procedures and services available. Training topics will include:

Understanding Title VI of the Civil Rights Act of 1964 and LEP responsibilities
Language assistance services the HRPDC offers
Use of LEP Language Assistance Cards (“I Speak Cards”)
Documentation of language assistance requests
HRPDC sub-recipient LEP program responsibilities and obligations

Dissemination of the HRPDC Title VI and Limited English Proficiency Plan
The HRPDC posts the LEP Plan on its website at www.hrpdcva.gov. Any person with internet access will be able to view the plan. For those without personal internet service, all Hampton Roads regional libraries offer free internet access. Copies of the LEP Plan will also be provided to the member jurisdictions of the HRPDC.

For complete information about the HRPDC LEP Program or related program activities, contact the HRPDC’s Administrator, Office of Community Affairs and Civil Rights by phone: (757) 420-8300 or email: kmiller@hrpdcva.gov.
PROCEDURES

The HRPDC public involvement and community outreach process provides the opportunity for review of plans and programs as they are being developed and as they go into HRPDC’s approval process. Information below provides HRPDC’s procedures for informing and engaging the public and interested parties:

Reasonable Opportunity for Review and Comment

The opportunity to review and comment on the documents, plans and programs is advertised through the HRPDC website, media advisories to regional news providers, messages to HRPDC’s list of interested parties, distribution to the member jurisdictions, advertisements at the office location, and via e-mail to partner organizations for posting at their locations.

The HRPDC provides a public review and comment period of no less than 14 days for reports and special studies developed by the HRPDC staff.

For proposed amendments to the adopted reports and studies, the HRPDC will provide the public a period of no less than 14 days to review and comment on the proposed change(s) prior to the action. During the comment period, the proposed amendment will be circulated through the email contact list. Partner agencies will assist with distribution to partners and or groups that may not have electronic access. A public notice regarding the proposed amendment will also be posted on the HRPDC website. All comments will be considered.
PUBLIC NOTICES FOR MEETINGS

Meetings of the HRPDC Board, as well as those of its advisory committees and associated subcommittees are advertised in accordance with the provisions of the Virginia Freedom of Information Act. Such notices provide the date, time, and location of the meeting and are posted in the reception area of the regional office building in Chesapeake. A notice is also posted on the HRPDC website and if feasible in the monthly HRPDC newsletter.

PUBLIC PARTICIPATION PLAN

In accordance with federal regulations, a 45-day public review and comment period of the draft PPP is provided and comments are taken into consideration as the document is finalized.
Americans with Disabilities Statement
In accordance with the Americans with Disabilities Act (ADA), the HRPDC will strive to provide reasonable accommodations and services for persons who require special assistance to participate in this public involvement opportunity. Services for persons with hearing or speech loss are available through the Virginia Relay System at 7-1-1, 1-866-894-4116 (voice) or 1-866-246-9300 (TTY). For assistance with the Virginia Relay System or assistance with services for persons with a physical disability, who are visually disabled or reading disabled, please contact the HRPDC Office of Community Affairs and Civil Rights Administrator at 757-420-8300. We request you provide reasonable notice for requests. The HRPDC will coordinate with the Virginia Disabilities Services Council to provide assistance.

Additional Review and Comment Periods
If any final draft plan or program changes significantly during a public review and comment period, an additional review and comment period will be provided, as outlined in this PPP. Comments are consolidated into summary format and included in the monthly HRPDC board and it’s advisory committee agenda packets. The summary of the comments is made available to the public at large through the HRPDC website or email/mail upon request.

Policy for Public Comment at HRPDC Meetings
In accordance with the Virginia Freedom of Information Act, all meetings of the HRPDC Board and its advisory committees and subcommittees shall be open to the public unless lawfully convened into a closed session in accordance with the Act. Any member of the public may submit written comments. Public comments are recorded in the minutes and conveyed as needed to other planning partners. In addition to submitting public comments, any member of the public may make a public comment at an HRPDC meeting, during the time allocated for that opportunity.
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<td>Scott Stevens, Michael Hipple, Chair</td>
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<td>McKinley Price, Cynthia Rohlf, David Jenkins</td>
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