

**RICHMOND REGIONAL
TRANSPORTATION PLANNING ORGANIZATION**

**MINUTES OF MEETING
October 6, 2016**

MEMBERS PRESENT

Steve A. Elswick, **Chairman** Chesterfield County
Kathy C. Graziano, **Vice Chairman** City of Richmond
Parker C. Agelasto City of Richmond
Manuel Alvarez, Jr. Goochland County
Robert H. Cary Secretary of Transportation Designee, VDOT
David Green GRTC Transit System
James M. Holland Chesterfield County
Angela Kelly-Wiecek Hanover County
Floyd H. Miles, Sr. Charles City County
Robert P. Morris (Nonvoting) CTAC
Larry J. Nordvig Powhatan County
Patricia S. O'Bannon Henrico County
Patricia A. Paige New Kent County
W. Canova Peterson, IV Hanover County
Ivan Rucker (Nonvoting) FHWA
Frank J. Thornton Henrico County
Von Tisdale (Nonvoting) RideFinders
Carson L. Tucker (Alternate) Powhatan County

MEMBERS ABSENT

Kathy Abbott Town of Ashland
Jonathan Baliles City of Richmond
Jitender Ramchandani (Nonvoting) DRPT
Cliff Burnette (Nonvoting) VDA
Angela L. Gray RMTA
Susan F. Lascolette Goochland County
Ryan Long (Nonvoting) FTA
Brian Montgomery (Nonvoting) EDAC
Michelle R. Mosby City of Richmond
John B. Rutledge CRAC
C. Thomas Tiller, Jr. New Kent County
Christopher Winslow Chesterfield County

ALTERNATE MEMBERS PRESENT, NOT VOTING

Wayne Hazzard (Alternate) Hanover County
Mark Riblett (Alternate) Secretary of Transportation Designee, VDOT

CALL TO ORDER

Richmond Regional Transportation Planning Organization (RRTPO) Chairman Steve A. Elswick called the October 6, 2016 RRTPO meeting to order at approximately 9:30 a.m. in the Richmond Regional Planning District Commission board room.

CERTIFICATION OF MEETING QUORUM

TPO Secretary Barbara S. Nelson reported that a quorum was present.

PLEDGE OF ALLEGIANCE

At the request of Chairman Elswick, Manuel Alvarez, Jr., lead the RRTPO in the Pledge of Allegiance to the flag.

I. ADMINISTRATION

A. Approval of RRTPO Agenda

On motion by Kathy C. Graziano, seconded by Larry J. Nordvig, the RRTPO voted unanimously to approve the October 6, 2016 RRTPO meeting agenda as presented.

B. Minutes of the September 1, 2016 RRTPO Meeting

On motion by Larry J. Nordvig, seconded by Manuel Alvarez, Jr., the RRTPO unanimously approved the minutes of the September 1, 2016 RRTPO meeting as presented.

C. Open Public Comment Period

There were no requests to address the RRTPO and Chairman Elswick closed the public comment period.

D. Consent Action Items

At the request of the Chairman, Barbara Nelson briefly described the two items on the consent agenda, included under agenda tab two of the agenda; there were no requests for additional information.

On motion of Kathy C. Graziano, seconded by Angela Kelly-Wiecek, the Richmond Regional Transportation Planning Organization unanimously approved the following resolutions:

1. VDOT FY15 – FY18 TIP Amendment Request

RESOLVED, that the Richmond Regional Transportation Planning Organization amends the *FY15 – FY18 Transportation Improvement Program* adding the following new project with funding obligations of \$288,750 for preliminary engineering: Bridge Replacement Route 715 over Newfound River (UPC 109988) – Hanover County.

2. FY18 – FY21 TIP Development Schedule

RESOLVED, that the Richmond Regional Transportation Planning Organization approves the *FY18 – FY21 Transportation Improvement Program (TIP)* update schedule as presented.

E. RRTPO Chairman's Report

Chairman Elswick announced that the Fourth Annual Regional Transportation Forum will be held on Thursday, November 3, with the location to be announced next week.

F. RRTPO Secretary's Report

Barbara Nelson reported on the following items:

1. Fall CTB Transportation Meeting: October 11, 4:00 – 6:00 p.m.

The fall Commonwealth Transportation Board (CTB) Transportation Meeting will be held on October 11 from 4:00 to 6:00 p.m. at the Richmond District Office, 2430 Pine Forest Drive, Colonial Heights. The meeting will be open house style with no formal public comment period. Ms. Nelson provided statistics on SMART SCALE applications, both numbers and dollars requested and available.

2. NPRM MPO Coordination and Planning Area Reform

Comments were submitted in August to the federal docket on the Notice of Proposed Rulemaking and Planning Area Reform asking questions and providing concerns. A letter was sent to congressional partners, state legislators, the governor of Virginia and the secretary of transportation with responses received from several legislators and the Secretary. On September 22, the NPRM docket was reopened to receive detailed comments in three specific areas: 1) additional detail to clarify the impact of the proposed requirements in developing unified planning products; 2) detailed descriptions of exceptions that should be considered for creating the unified planning products; and 3) detailed comments on the costs of implementing the proposed rule. The staff position was that the comments already provided were detailed and additional emphasis could be provided in only one area without material change to the position already taken. Executive Committee discussion noted the opportunity for local jurisdictions to comment and for the RRTPO to restate its opposition to combining the unified planning products. Ms. Nelson invited RRTPO discussion, input or direction to staff. Canova Peterson noted that the approach presented in the RRTPO's letter to the docket was that combining MPOs around the country should be the exception rather than the rule and the proposed rule calls for that to be the rule rather than the exception. Mr. Peterson moved that the RRTPO submit a comment that the rule to combine MPOs be changed so that combining MPOs would be the exception rather than the rule, and he asked that staff take liberty with the exact wording of this comment. The motion was seconded by Pat O'Bannon. Chairman Elswick clarified that the RRTPO is asking that if there is any way for staff to restate the RRTPO position and make it stronger, they should do so. Ms. Nelson indicated staff would explore that possibility and craft comments that accomplish that goal. The RRTPO voted unanimous approval of this motion.

Canova Peterson noted discussion at the Executive Committee meeting that local jurisdictions may want to lend their voices to this matter. Chairman Elswick said if the local boards and councils would like write a letter or if their chief administrative officers would want to write a letter supporting the RRTPO position, that would be appropriate and may lend additional weight to the matter.

3. Mid-Year FY17 Budget and UPWP Revisions

The FY 17 budget and Unified Planning Work Program (UPWP) were approved in May 2016 and it was reported at that time that FTA Section 5303 carryover funds were anticipated, though the exact amount was uncertain at that time. Areas within the work program were identified to receive those funds. Following audit, the amount was determined to be \$141,000 and those funds will be programmed into public outreach and equity work efforts, performance measures, bicycle/pedestrian planning and financial programming for RRTPO approval at the December meeting. At that time, staff will also report updated language on items being monitored in the work program, the Bus Rapid Transit (BRT) Pulse as well as the Downtown Transfer Center. Public outreach funds could be used, in part, to support the development of a new website, identified as a work effort in the work program.

4. FY18 UPWP Overview

At the December meeting, the RRTPO will be asked for input on work efforts they would like to see as staff works with TAC to develop the FY 18 work program. The FY

18 UPWP will come to the board in the spring of 2017 with approval action scheduled for May of 2017.

5. DC2RVA Update

The September 20 Commonwealth Transportation Board (CTB) meeting, was preceded by a rail subcommittee meeting with a number of this region's jurisdictions attending and participating at that meeting. Following the rail subcommittee meeting, there was a presentation to the CTB that indicated release of the draft plan was anticipated for mid-to late-November. Based on current information, it appears that release of the draft plan will likely be in the mid-December time frame. However, DRPT is scheduled to provide a presentation at the December 1 RRTPO meeting. The Executive Committee discussed the value in having a briefing on DC2RVA prior to release of the draft Tier II Environmental Impact Statement (DEIS) and determined to move forward with the briefing with a request that DRPT provide additional information and respond to RRTPO questions once the DEIS is released.

6. FTA Section 5310 Grantee Workshop: October 17, Williamsburg

The date published in the agenda was corrected to October 17 for this meeting. The 5310 funding program supports mobility of seniors and persons with disabilities providing capital and operation support for programs that meet their transportation needs. These funds are allocated across urban, suburban and rural areas of the Richmond Urbanized Area (RUA) which includes the RRTPO and the Tri-Cities MPO. In this round there will be approximately \$250,000 in funds carried over from previous years that will be added to the estimated \$900,000 dollars anticipated for the RUA for the FY 18 application cycle. There is a long lead time for applications development and Ken Lantz has been the lead in working with social service organizations in the region to develop an applicant pool. DRPT will hold meetings in Roanoke, Arlington and Williamsburg, and working with DRPT, an applicant meeting is being developed for early November for this region. In response to a question, it was noted that the 5310 funds may be used for either capital or operational costs, with the local match varying according to use.

7. August Work Status Report

The report includes expenditures to date through August of this fiscal year as well as progress on key work elements. There were no questions.

II. NEW BUSINESS

A. *plan2040*: Adoption of Final Plan

Barbara Nelson said this has been a multi-year work effort and expressed appreciation for the support of the Metropolitan Transportation Plan (MTP) Advisory Committee comprised of members of all RRTPO member jurisdictions, the RRTPO Citizens Transportation Advisory Committee and the Elderly and Disability Advisory Committee. She also expressed appreciation for the significant RRTPO support in reviewing and approving various sections of the plan and for the staff efforts over several years. Tiffany Dubinsky noted the staff report included under agenda tab four and provided a review of RRTPO efforts in the development of *plan2040*, the major changes resulting from the public review period, documentation of the public review efforts, and comments from the MTP Advisory Committee. Engagement with the RRTPO board began in January 2015 with review and approval of the scope and

schedule, and subsequent RRTPO actions to approve the *2040 Socioeconomic Data and Forecast Report*, the plan goals, the revenue projections and allocation guidelines, the constrained projects list, and release of the draft plan for public review. The staff report contains details of major changes in the draft plan resulting from public review. Concurrent with development of the MTP, the Congestion Management Plan (CMP), a technical report, is also developed and used to inform the MTP. The CMP technical report is being completed and it will be presented for RRTPO adoption in the next several months. Two major changes to the draft plan will be: 1) the addition of language about the ability of funding programs such as the High Priority Projects program and how it is difficult to plan for significant variables in the amount of anticipated funding from year to year; and 2) the addition of a list of SMART SCALE application projects to the unconstrained project list in the plan in order that there be no impact to the constrained project list. There will also be an update to the first time band to reflect the newly approved FY17 – FY22 Six-Year Improvement Program and additional language will be added, per comments from the City of Richmond, regarding support for the Main Street Station reconstruction project.

On motion of Kathy C. Graziano, seconded by Patricia S. O'Bannon, the Richmond Regional Transportation Planning Organization voted to approve the following resolution with all voting in favor except for one vote opposed:

RESOLVED, that the Richmond Regional Transportation Planning Organization (RRTPO) adopts *plan2040*, the regional long-range Metropolitan Transportation Plan, as presented; and

BE IT FURTHER RESOLVED, that the RRTPO authorizes the transmittal of this plan to the Federal Highway Administration and the Federal Transit Administration.

Following the vote, Angela Kelly-Wiecek said she would have commented during the discussion portion if she could have, but she said this plan will be transmitted to the federal powers that be who are part of the public decision-making process that will make decisions about high-speed rail and, by default, freight that is coming right through Hanover. She noted that she made a recommendation that there be a public meeting in Hanover to get citizen participation there, and noted that the input from an Ashland meeting could have been included in the plan and then forwarded to give yet again another opportunity for them to understand how this was going to impact citizens. She said we did not take advantage of that opportunity and so, without that opportunity for Hanover citizen input, she would not vote in favor and said her vote could be recorded as a no or an abstention. Chairman Elswick clarified that Ms. Kelly-Wiecek's vote would be recorded as a "no" and not as an abstention.

B. FY18 Transportation Alternatives Set-Aside Projects/Resolutions

Sarah Rhodes noted information included under tab 5 of the agenda package noting that the resolution included on the blue cover tab was incorrect and that the resolution presented for RRTPO approval was included on page two of the staff report and also on pages three through 11 as attachments. The Transportation Alternatives (TA) Set-Aside program project applications guide requires that if a proposed project is located within the boundaries of a Metropolitan Planning Organization (MPO), then a resolution of support or letter of endorsement from the local MPO is required and must be submitted with the funding application. In the past, the RRTPO has used a blanket resolution of support covering all applications for funding. In September, there was

general RRTPO support for moving to a project-specific endorsement process similar to that of the SMART SCALE process. Eight project applications for FY18 TA Set-Aside funds have been received, each requiring a project-specific resolution of endorsement included under agenda tab five, pages 4-11. For the FY18 funding cycle, the RRTPO will continue to provide the blanket endorsement for project applications received after the RRTPO meeting but prior to the application deadline. In future years, the project details will be required of applicants for RRTPO resolutions of endorsement. Ms. Rhodes explained that the resolution presented for RRTPO approval includes two resolution of endorsement options. The first is for a blanket endorsement for applications not able to be developed in time to provide project details, and the second approves all endorsement resolutions providing project-specific details.

On motion of James M. Holland, seconded by Patricia S. O'Bannon, the Richmond Regional Transportation Planning Organization unanimously approved the following resolutions:

Resolution for project applications that do not provide project details:

RESOLVED, that the Richmond Regional Transportation Planning Organization endorses those applications for Transportation Alternatives Set-Aside funding that are from eligible applicants in the Richmond Region for FY18 funding.

Resolution encompassing all endorsement resolutions providing individual project details:

RESOLVED, that the Richmond Regional Transportation Planning Organization approves the eight resolutions of endorsement for FY18 Transportation Alternatives Set-Aside funding as presented in agenda item II.A.

C. Transportation Performance Measures Update

Chris Wichman noted copies of the *Transportation Performance Measures Progress Report 2016*, distributed at the table, saying this is an update of a report produced annually. He said the report has been produced annually since 2011, as required by state legislation, and reviewed why the report is produced and what it contains. The report is produced for three purposes: 1) to meet state requirements tied to receiving the 20 percent state match for Regional Surface Transportation Program (RSTP) funding; 2) to meet federal requirements from MAP-21 to illustrate work program consistency with the Federal Highway (FHWA) Performance-Based Planning and Programming approach; and 3) to set a foundation for compliance with new federal performance targets and reporting requirements. Performance-based planning and programming uses performance measures to set performance targets, report and evaluate performance, and program transportation investments toward performance outcomes. The performance measures in the report are based on goals set for *plan2040* and he noted pages nine and 10 of the report, a summary table of all the measures for which data is gathered from a variety of sources. The second component of the report is the analysis of specific programs or projects undertaken. The report was placed on the website for public comment and presented to the Technical Advisory Committee (TAC) in September, and comments from TAC were worked into the final draft which will go back to TAC next week for recommendation. Mr. Wichman said based on a TAC recommendation, the final revised draft will come back to the RRTPO for action at their December 1 meeting.

Mr. Wichman responded to questions and comments during and following his presentation with the following major points being made:

- Looking at congestion as a regional measure can dilute out spot areas of congestion. For planning purposes for a specific area or project, the process would be to zoom in to the corridor or project specific level to evaluate what solution might deal with the measures at a smaller scale.
- The Congestion Management Plan (CMP) begins to look in detail at spot areas and evaluate strategies to address those types of congestion; there will be an update on the CMP at the December RRTPO meeting and future work programs will use the data and the results from the CMP to address isolated congestion within the region.
- The RSTP and CMAQ funds are not based on the results of performance based planning or relative congestion. However, spot areas of congestion could be more competitive for funding under programs such as SMART SCALE that consider the data for congestion.
- The number of vehicles in the region and the age of those vehicles may impact the evaluation of efficiency and air quality from emissions. A census on the regional car inventory and the average car size might help with planning for parking space size and other planning efforts. These are efforts to look at for next year's report.

Following incorporation of any TAC comments from the October 11 meeting, the final draft document will be forwarded to the RRTPO in advance of action to be requested at the December 1 meeting.

At this time, Carson Tucker requested that the chairman indulge him with a question before moving on from New Business. Mr. Tucker said the RRTPO just voted on *plan2040* and following up on Ms. Kelly-Wiecek's concern that information from Hanover had not been included, he asked whether there was a choice to ignore the input or whether it just fell through the cracks. Angela Kelly-Wiecek clarified that there have been a number of conversations about public engagement and public input, whether through websites, public media or other methods, and at the June meeting there was discussion about where the public meetings would be held and staff had gone to very specific lengths to schedule these meetings in disadvantaged areas where people could walk to meetings, and so forth, so that there would be more public input. She said she recommended at that time that, due to the amount of interest in rail in Ashland and Hanover right now related to DC2RVA and its impact on freight through the region, a meeting in Ashland would generate lots of interest and lots of public outcome and input. But unfortunately, it was reported at the next meeting that the public meetings had been held and nobody had reached out or scheduled anything in Hanover or Ashland and she said she felt that was a real missed opportunity. Mr. Tucker repeated his question as to whether her request was ignored or whether it fell through the cracks and Ms. Kelly-Wiecek said that was a good question and she would defer to the Transportation Director.

RRPDC Director of Transportation, Barbara Nelson, responded saying that staff engaged in a meeting with the Ashland Town Council and provided a presentation to them on *plan2040*. There was a question at that meeting about what was reflected in the plan for high-speed rail and it was discussed that the *plan2040* is a multimodal long-range transportation plan and that the DC2RVA high-speed rail environmental impact study that is under way is proceeding on a separate path with separate public comment. The RRTPO could receive comments on the *plan2040* regarding the DC2RVA study; however, to have those comments impact the outcome of the EIS, the

comments would need to go through a different mechanism. Ms. Nelson said recognizing that these were separate processes, staff felt that they had addressed the issue appropriately with the public outreach that had been done through the meeting with the Town of Ashland and the public notice that was made available throughout the region for citizens to attend any of the three public meetings. Staff did not have a meeting in Ashland and perhaps they should have. In hindsight, Ms. Nelson said they would definitely do it differently; however, a meeting was not held in every jurisdiction across the region, though there are projects of concern or controversy in every jurisdiction in the region.

Chairman Elswick said the takeaway lesson from this is that if this body supports a meeting, then the RRTPO should vote on having that meeting, so there's no question on what the RRTPO, as a body, wants Ms. Nelson to do. The other part of that is when you have something that someone is passionate about, and obviously this impacts Hanover, it probably would have been better if there were more dialogue between Hanover and the RRTPO to decide how they were going to handle that, and though it can't be changed now, the RRTPO can impact it going forward. Mr. Tucker stated that his question was not an indictment. Chairman Elswick said it was not one, but he believes the RRTPO needs to lay it all on the table because that's how the organization becomes better. Mr. Rucker thanked the Chairman for his indulgence.

III. COMMITTEE REPORTS

A. VDOT Richmond District Update

Rob Cary, Secretary of Transportation designee to the RRPTO, reported that the focus continues to be SMART SCALE. The Richmond District had 79 submissions, the most of any district, with 436 applications statewide. The fall transportation meeting will be October 11, 4:00 to 6:00 p.m., at the District Office providing an opportunity to speak with CTB members and offer input on SMART SCALE applications.

B. Citizens Transportation Advisory Committee (CTAC) Meeting Report

Robert Morris, CTAC Chairman, noted the meeting report included under tab seven in the agenda package saying the Commerce Corridor Study generated the most discussion. He said he had nothing to add to the report.

C. Elderly and Disability Advisory Committee (EDAC) Meeting Report

In the absence of the EDAC Chairman, Barbara Nelson noted the staff report under tab eight of the agenda package; there were no questions regarding the report.

IV. OTHER BUSINESS

Chairman Elswick recognized Canova Peterson who noted that the organization has been referred to as the Transportation Planning Organization for a couple of years; however, the letterhead continues to have an MPO logo and says Metropolitan Planning Organization. He suggested that for the next meet, there be a corrected logo and heading. Ms. Nelson concurred. Ms. O'Bannon noted that the organization is still an MPO. Martha Shickle, Richmond Regional Planning District Commission Executive Director, committed to finding the resources to make that happen.

A. Upcoming TPO Policy Board Meetings and Future Meeting Topics

Chairman Elswick noted meeting topics included in tab 9 of the agenda package and said suggestions for additional topics should be given to Barbara Nelson.

B. Upcoming Meetings

Chairman Elswick noted upcoming meeting dates included in the agenda with the Transportation Forum slated for November 3 and the next RRTPO meeting scheduled for December 1.

Chairman Elswick recognized Parker Agelasto for a matter of other business. Mr. Agelasto cited a City of Richmond procurement report on one of their transportation projects noting the contract had to be amended in order to conduct an archaeological survey because it fell within a nationally registered historic district. He inquired that since the RRTPO is dealing with federal funds whether or not the RRTPO would know if a project is in an historic district before it comes to them for action. He said he would like to make sure that the if the RRTPO is approving things that are in these historic districts that they understand the additional requirements. Ms. Nelson indicated that it would depend on the amount of advance planning that was done before the funding was requested. Staff can add that to a list of questions on applications to make sure it is addressed on the front end. Chairman Elswick suggested adding a question to the application addressing whether the project is in a federally registered historic district so that the applicant is responsible for researching that fact rather than RRTPO staff.

VI. ADJOURNMENT

Chairman Elswick adjourned the meeting at 10:30 a.m.

BSN/sr