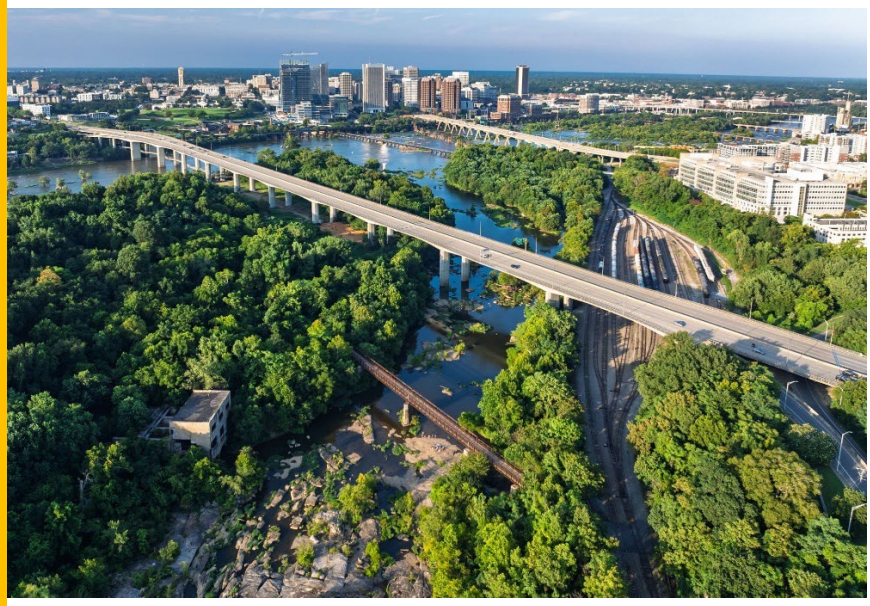
U.S. Department of Transportation

Transportation Management Area Planning Certification Review

Federal Highway Administration
Virginia Division

Federal Transit Administration
Region III





Richmond, VA - September 2026

Transportation Management Area Planning Certification Review

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1.0 EXECUTIVE SUMMARY

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) 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.

From December 2025 through July 2026, FHWA and FTA conducted a joint Certification Review of the transportation planning process for the Richmond VA Urbanized Area. This included a review of two Metropolitan Planning Organizations (MPOs) serving the Richmond Transportation Management Area (TMA) - the Richmond Regional Transportation Planning Organization (RRTPO) and the Tri-Cities Area Metropolitan Planning Organization (TCAMPO). In previous years, separate Certification Reports were issued to both RRTPO and TCAMPO. However, based on both MPOs serving a single TMA and coordination with both MPOs, the Federal Review Team is issuing a single report that includes distinct findings for both MPOs. For organizational purposes, discussion has been broken out by subheadings for clarity to distinguish the separate findings for each MPO.

Richmond Regional Transportation Planning Organization

The RRTPO serves as the Federally designated MPO that serves as the cooperative forum for regional transportation planning and decision-making for the Richmond metropolitan planning area, with staffing administrative support provided by PlanRVA. PlanRVA is the region's planning district commission (as enacted by the Commonwealth) that provides staffing and administrative support to the RRTPO. It is the fiscal agent for the RRTPO and through a Memorandum of Understanding (MOU) provides technical planning and program administration services to the RRTPO under the leadership of a designated lead staff member, PlanRVA's Director of Transportation.

The RRTPO's 2045 Metropolitan Transportation Plan (MTP) relied on 2017 population data that anticipated up to 1.4 million residents by 2045, representing a 30 percent increase. That growth is anticipated to be most concentrated in the jurisdictions surrounding the City of Richmond. As jobs and households become increasingly dispersed, the resulting strain on the transportation system requires the RRTPO to seek innovative, multi-modal solutions, especially as funding for system maintenance remains limited. The TMA includes Hanover County, Henrico County, Town of Ashland, City of Richmond, as well as portions of Charles City County, Goochland County, New Kent County, Powhatan County and most of Chesterfield County (a portion of Chesterfield County is within the Tri-Cities Planning Area boundary where they are also a member of TCAMPO).

Tri-Cities Area Metropolitan Planning Organization

TCAMPO is the Federally designated MPO that serves as the cooperative forum for regional transportation planning and decision-making for the Tri-Cities metropolitan planning area.

TCAMPO manages the southern portion of the Richmond Urbanized Area, overseeing project selection and planning for its member cities and counties. The MPO area includes the Cities of Colonial Heights, Hopewell, Petersburg, and the Counties of Chesterfield, Dinwiddie and Prince George (a portion of Chesterfield County is within the RRTPO Planning Area boundary where they are also a member of the RRTPO).

The TCAMPO area includes high-growth suburban counties and slower-growing independent urban hubs. The City of Petersburg is shifting from years of stagnation toward aggressive revitalization, multibillion-dollar industrial investments, and a major push into advanced manufacturing. TCAMPO serves massive regional economic drivers, including the Port of Hopewell and Fort Gregg-Adams (formerly Fort Lee), whose employment base accounts for roughly one-seventh of the total Tri-Cities economy. The TCAMPO area includes some of the heaviest freight and commuter traffic in the state, in part because of Route 460, Route 1, Route 301, and Route 10. Petersburg Area Transit (PAT) mostly serves the MPO area with Greater Richmond Transit Company (GRTC) offering express commuter routes linking Petersburg to downtown Richmond, VA and Petersburg is served by Amtrak passenger rail service.

1.2 Summary of Current Findings - Richmond Regional Transportation Planning Organization

As a result of this review, FHWA and FTA certify the transportation planning process conducted by the RRTPO, in cooperation with the Virginia Department of Transportation (VDOT), the Virginia Department of Rail and Public Transportation (VDRPT), and operators of public transportation in the Richmond TMA. The review found that the metropolitan transportation planning process conducted in the RRTPO area meets Federal planning requirements.

Richmond Regional Transportation Planning Organization Findings

Review Area	Finding	Action	Corrective Actions/ Recommendations/ Commendations	Resolution Due Date
MPO Organizational Structure and Agreements 23 U.S.C. 134(d), 23 CFR 450.314(a)	The RRTPO meets the Federal requirements for their organizational structure, agreements, and bylaws.	Commendation/Recommendation	The Federal Review Team commends the RRTPO's coordinated model with the CVTA, and it could serve as a model for other jurisdictions that comprise and serve the Tri-Cities metropolitan planning area for TCAMPO. The Federal Review Team recommends that RRTPO, TCAMPO, and VDOT meet and review the division of responsibilities and resource	N/A

			allocation for the Richmond, VA TMA. The Federal Review Team recommends that the RRTPO work collaboratively to update the February 26, 2019, MOU to better clarify the roles and responsibilities. Additionally, the MOU should be strengthened so that the expectations of the MPOs with respect to the transportation and AQ planning roles are clearer.	
Unified Planning Work Program 23 CFR 450.308	The RRTPO meets the Federal requirements for developing the Unified Planning Work Program.	Commendation/Recommendation	The Federal Review Team commends the RRTPO UPWP for the user-friendly format which is noteworthy.	N/A
Metropolitan Transportation Plan/Performance Based Planning & Programming 23 U.S.C. 134(c), (h)&(i) 23 CFR 450.324, 23 CFR 450.306(d), 23 U.S.C. 150(b)	The RRTPO meets the Federal requirements for development of the long–range metropolitan transportation plan, as well as performance-based planning & programming.	Commendation/Recommendation	The Federal Review Team commends RRTPO for its well-developed and comprehensive approach to developing the regions MTP. The approach is detailed and does a good job in linking investment priorities to its prioritized projects. The Federal Review Team recommends that the RRTPO develop a periodic 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.	N/A
Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)	The RRTPO meets the Federal requirements for Public Participation.	Commendation/Recommendation	The Federal Review team commends RRTPO for its continued efforts to enhance public engagement, including its unique and dedicated portal for engagement, which includes staff contacts, schedules, surveys, and more. This represents a novel and	N/A

			innovative approach to growing engagement and public participation. The Public Meeting Participation Guide is a thoughtful approach to how residents can follow and participate in each of the activities of the CVTA, RRTPO, and PlanRVA. The Federal Review Teams recommend that the RRTPO staff consider renaming, or carefully delineating, the differences between the PEP annual update, which serves to measure public engagement performance, with the formal PEP update. This may help to avoid confusing these two distinct tasks for the RRTPO.	
Civil Rights Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act	The RRTPO meets the Federal requirements for Civil Rights and Non-discrimination.	Recommendation	The Federal Review Team recommends the removal of references to Executive Orders 12898 and 13166, as they have been rescinded. The Federal Review Team also observed references to Title VI Investigations in the Title VI Plan, and it's recommended that anyone charged with the responsibility of conducting Title VI investigations have the necessary specialized training.	N/A
Transportation Improvement Program/Performance Based Planning & Programming 23 U.S.C. 134(c)(h) & (j) 23 CFR 450.326, 23 CFR 450.306(d), 23 U.S.C. 150(b)	The RRTPO meets the Federal requirements for development of the Transportation Improvement Program as well as performance-based planning & programming.	None	None	N/A

Transit/Multimodal/ Freight 49 U.S.C. 5303 23 U.S.C. 134 23 CFR 450.314	The RRTPO, VDOT, and transit agencies are in compliance with Federal regulations.	Commendation	The Federal Review Team commends RRTPO's commitment to multi-modal planning is commendable and increased efforts since the last Federal Certification Review are noteworthy.	N/A

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

1.2 Summary of Current Findings – Tri-Cities Area Metropolitan Planning Organization

As a result of this review, FHWA and FTA certify the transportation planning process conducted by TCAMPO, in cooperation with VDOT, VDRPT, and operators of public transportation in the TMA. The certification of TCAMPO is dependent on the completion of corrective actions discussed later in this report.

Tri-Cities Area Metropolitan Planning Organization Findings

Review Area	Finding	Action	Corrective Actions/ Recommendations/ Commendations	Resolution Due Date
MPO Structure and Agreements 23 U.S.C. 134(d), 23 CFR 450.314(a)	TCAMPO, with the exception of its bylaws, meet the requirements for organizational structures and agreements.	Corrective Action/Recommendation	The Federal Review Team recommends that RRTPO, TCAMPO, and VDOT meet and review the division of responsibilities and resource allocation for the Richmond, VA TMA. The Federal Review Team recommends that the TCAMPO work collaboratively to update the February 26, 2019, MOU to better clarify the roles and responsibilities. Additionally, the MOU should be strengthened so that the expectations of the MPOs with respect to the transportation and AQ planning roles are clearer. The Federal Review team is issuing a corrective action for TCAMPO to revise its bylaws to remove MPO staff as a voting member. This includes matters regarding the prioritization of projects by the MPO Policy Board for approval and the subsequent obligation of federal transportation funds in the metropolitan area. Pursuant to the July 22, 2018, 3-C Agreement executed	N/A

			between the State, MPO, and transit operator, the Crater Planning District Commission serves as the "planning and administrative staff to the MPO." This includes the Executive Director of the Crater Planning District Commission and other staff of the Crater Planning District Commission.	
Unified Planning Work Program 23 CFR 450.308	TCAMPO meets the Federal requirements for developing the Unified Planning Work Program.	Recommendation	The Federal Review Team recommends that TCAMPO improve the transparency of information in the UPWP by providing more details about planned work for both the MPO and others in the MPA, the sources of funds, the status of uncompleted work elements, and clearly stating the start and end dates covered by the UPWP. It is also recommended that TCAMPO improve accessibility to its UPWP on its website.	N/A
Metropolitan Transportation Plan/Performance Based Planning & Programming 23 U.S.C. 134(c), (h)&(i) 23 CFR 450.324, 23 CFR 450.306(d), 23 U.S.C. 150(b)	TCAMPO meets the Federal requirements as well as performance-based planning & programming and a corrective action for development of the long–range metropolitan transportation plan is being issued.	Commendation/Recommendation	The Federal Review Team commends TCAMPO for its well-developed project prioritization process. The methodology is detailed and provides clear information. The Federal Review Team recommends that TCAMPO develop a periodic 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. The Federal Review Team is issuing a Corrective Action to TCAMPO to include rail and public transportation revenues and projects beyond the first four years of the constrained MTP. For the updated and	N/A

			current 2045 Plan, the MPO does not program transit projects beyond the first 4 years of the fiscally constrained plan.	
Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)	TCAMPO meets the Federal requirements for Public Participation.	Recommendation	The Federal Review Team recommends that TCAMPO update or amend its Public Participation Plan to address inconsistencies, remove references to outdated studies, revise outreach practices and measures of effectiveness that are no longer in use, and remove references to rescinded Executive Orders.	N/A
Civil Rights Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act	TCAMPO meets the Federal requirements for Civil Rights and Non-discrimination.	Recommendation	The Federal Review Team recommends the removal of references to Executive Orders 12898 and 13166, as they have been rescinded. The Federal Review Team also observed references to Title VI Investigations in the Title VI Plan, and it's recommended that anyone charged with the responsibility of conducting Title VI investigations have the necessary specialized training.	N/A
Transportation Improvement Program/Performance Based Planning & Programming 23 U.S.C. 134(c)(h) & (j) 23 CFR 450.326, 23 CFR 450.306(d), 23 U.S.C. 150(b)	TCAMPO meets the Federal requirements for development of the Transportation Improvement Program as well as performance-based planning & programming.	Recommendation	The Federal Review Team recommends TCAMPO include in the TIP a description of projects or types of projects and how they are linked to the performance targets. The information within the TIP should describe the effect of the projects on the TIP toward achieving the performance targets identified in the MTP. This documentation should include clear information that the TIP links investment priorities to the performance targets.	N/A
Transit Planning 49 U.S.C. 5303 23 U.S.C. 134 23 CFR 450.314	TCAMPO, VDOT, and transit agencies are in	Recommendation	The Federal Review Team recommends TCAMPO continue to coordinate closely with PAT and evaluate the	N/A

	compliance with Federal regulations.		potential for future PAT projects to be adopted in the constrained portion of the MTP. Similar to the 2022 Certification Report, the Federal Review team noted that the current MTP does not have any regionally significant transit projects identified in the constrained list of projects.	

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

2.0 INTRODUCTION

2.1 Background

In general, Certification 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 department of transportation (DOTs), and public transportation operator(s) in the conduct of the metropolitan transportation planning process.

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 contacts with FHWA and FTA staff. 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.

RRTPO and TCAMPO are designated as the MPOs responsible for carrying out the Federally required metropolitan planning process for the Richmond TMA, in cooperation with the state and operators of public transportation. RRTPO is responsible for the Richmond Region that comprises a majority of the mostly northern part the TMA, and TCAMPO is responsible for the Tri-Cities Region that is within the mostly southern part of the TMA. VDOT and VDRPT are the responsible state agencies and GRTC and PAT are the responsible public transportation operators.

2.2 Purpose and Objective

The purpose of this report is to communicate the findings of the 2026 TMA Certification Review of the Richmond, VA TMA. For the purposes of this review, the planning functions of both MPOs were evaluated and the findings in this report will cover both organizations.

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 assist 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.

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.

RRTPO is the Federally designated MPO for the Richmond urbanized area. Current membership of the RRTPO consists of elected officials and citizens from the political jurisdictions in Central Virginia. The study area includes all of Central Virginia with Chesterfield County as the largest population center.

TCAMPO is the designated MPO for the Tri-Cities Region that is made up by the cities of Colonial Heights, Hopewell, Petersburg, and a portion of Chesterfield County Virginia. Current membership of the TCAMPO consists of elected officials and citizens from the political jurisdictions in Central Virginia. The study area includes the majority of Central Virginia with the Cities of Colonial Heights, Hopewell, a portion of Chesterfield County, and Petersburg creating the largest population center.

3.0 SCOPE AND METHODOLOGY

3.1 Review Process

The Certification Review process consisted of a desk audit and site visits to both RRTPO and TCAMPO. Participants in the review and site visits included representatives of FHWA, FTA, the U.S. Department of Transportation (USDOT) Volpe Center, VDOT, VDRPT, RRTPO and TCAMPO staff. A more complete list of participants is included in Appendix A.

A desk audit of current documents and correspondence was completed prior to the site visits. In addition to the formal review, routine oversight mechanisms provided a major source of information upon which the certification findings are based.

The Certification Review focused on the following core aspects of the transportation planning process conducted cooperatively by the MPOs, State, and public transportation operators. Background information, current status, key findings, and recommendations are summarized in the body of the report for each topic.

- Organizational Structure and Agreements
- UPWP
- MTP/Performance Based Planning & Programming (PBPP)
- Public Participation
- Civil Rights/Title VI
- TIP/PBPP
- Transit and Multimodal Planning

3.2 Documents Reviewed

The following documents for RRTPO and TCAMPO were evaluated as part of this planning process Certification Review. The below do not represent an exhaustive list of all documents reviewed:

Joint Planning Documents

- 2019 MOU
- RRTPO and TCAMPO Regional Conformity Assessment (2022) (2023)

RRTPO

- Boundary Revision (1/30/2024)

- The 2018 continuing, comprehensive, and coordinated (3C) MOU agreement between RRTPO, the Commonwealth, GRTC, and Richmond Regional Planning District Commission (RRPDC)
- Fiscal Year (FY) 2025 Annual Listing of Obligated Projects
- ConnectRVA 2045 MTP
- TIP FFY 2024–2027
- 2022 Federal and State Funding Agreement
- FY24-26 UPWP
- 2024 Public Engagement Plan
- RRTPO Bylaws

TCAMPO

- Congestion Management Process (2016)
- The 2018 3C MOU between the Commonwealth, TCAMPO, PAT, and Crater Planning District Commission (CPDC).
- FY24-26 UPWPs
- Plan 2045 MTP
- Federal Obligation Report (2024-2025)
- Title VI Nondiscrimination Plan
- FY26 Federal and State Funding Agreement
- TCAMPO Bylaws
- Certification of Transportation Planning and Programming Process (2023)
- TIP FFY 2024-2027
- Policy Committee and Advisory Committee Membership (as of 1/14/26)
- 2024 Public Participation Plan Update
- STIP Transactions and Grouping Detail (October 2024 – September 2025)

4.0 PROGRAM REVIEW

4.1 Organizational Structure and Agreements

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. Additionally, 23 CFR 450.314(h) states that the MPO, the State, and the public transportation operator shall jointly develop specific written provisions for cooperatively developing and sharing information related to transportation performance data, the selection of 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, and the collection of data for the State asset management plans for the National Highway System. Furthermore, 23 CFR 450.314(g) states if part of an urbanized area that has been designated as a TMA overlaps into an adjacent MPA serving an urbanized area that is not designated as a TMA, the adjacent urbanized area shall not be treated as a TMA. However, a written agreement shall be established between the MPOs with MPA boundaries, including a portion of the TMA, which clearly identifies the roles and responsibilities of each MPO in meeting specific TMA requirements (e.g., congestion management process, Surface Transportation Program funds suballocated to the urbanized area over 200,000 population, and project selection).

4.1.2 Current Status

The Richmond, VA TMA is unique in that it is the only large, urbanized area in the Commonwealth of Virginia that is served by two MPOs (RRTPO and TCAMPO) that serve separate portions of the TMA or metropolitan planning area. The Federal Review Team observed several disparities that exist between the two MPOs serving the same TMA area related to coordination and TMA responsibilities.

During both site visits, Air Quality Conformity coordination was discussed, and informal coordination exists, but there isn't a formalized process for coordination. The agreement and consultation procedures for transportation and air quality planning for RRTPO and TCAMPO were developed to comply with metropolitan transportation and air quality planning requirements. These planning agreements were updated in 2019 to reflect changes in Federal and State transportation planning regulations. The Richmond region is an orphan maintenance area.

RRTPO Organizational Structure: RRTPO, in cooperation with GRTC and VDOT, is the lead organization responsible for conducting the 3C planning process for the Richmond region in accordance with Federal requirements. Staff of PlanRVA perform the day-to-day operations of the RRTPO including providing technical staff, administrative support, and serving as the RRTPO's contracting agent. The staff, in conjunction with RRTPO's member agencies, collect, analyze, and evaluate demographic, land use, and transportation data to gain a better understanding of the transportation system requirements of the area. Staff members also prepare materials for use at Board and Committee meetings.

The RRTPO structure consists of a Policy Board and three standing advisory groups; an Executive Committee, Technical Advisory Committee (TAC), and Citizen Transportation Advisory Committee (CTAC). Each CTAC member jurisdiction or organization may appoint an alternate member to serve in the absence of each appointed CTAC member. Member organizations shall have the authority to determine the length of the terms of their member(s) and alternate(s) and whether or not they serve at the pleasure of the appointing member organization, but it is recommended that members and alternates serve for a two-year term and be eligible to be reappointed for successive terms. The purpose of the TAC is to serve as a technical advisory committee to the MPO, providing technical review, comments, and recommendations on specific transportation plans, programs, studies, and other appropriate documents and regional transportation issues. The TAC shall address other matters and concerns if directed by the MPO or the MPO Chairman. TAC shall specifically be responsible for reviewing and providing technical comments and recommendations to the MPO on the UPWP, TIP, MTP, Public Participation Plan, and Air Quality Conformity.

The policy making body of the RRTPO is its Board which consists of twenty-four voting members. The voting membership of the Policy Board consists of four representatives each from the City of Richmond, three representatives each from the Counties of Henrico and Chesterfield; two representatives from the County of Hanover; two representatives from the Counties of Goochland, New Kent, and Powhatan; and one representative from the Town of Ashland, County of Charles City, Capital Region Airport Commission, GRTC, the Richmond Metropolitan Transportation Authority, and VDOT (representing the State). Other agencies with non-voting membership on the RRTPO Policy Board include: the FHWA, FTA, CTAC Chair, VDRPT, RideFinders Inc., and the Virginia Department of Aviation. Policy Board meetings are open to the public. The RRTPO bylaws were last updated in March 2026, which removed the PDC from the TAC and added some non-voting seats for key partners, including the Central Virginia Transportation Authority (CVTA) and Port Authority. Previous updates since the last Certification Review were done in November 2022 to address a policy for virtual attendees for public meetings and a policy for remote participation of members. During the last site in 2022, the Federal Review Team recommended that VDRPT be made a voting member of the Policy Board; however, it was determined unnecessary because VDOT's membership on the Policy Board is by the Secretary of Virginia, which includes both VDRPT and VDOT.

During the last site visit in 2022, the Federal Review Team learned about the 2020 Virginia General Assembly action that resulted in the creation of the CVTA to help provide new funding

opportunities to support priority transportation investments across the Richmond metropolitan planning area. PlanRVA serves under a Memorandum of Agreement (MOA) as a planning and staffing resource for the CVTA and to promote coordination and a new level of interdependency and coordination between the RRTPO and CVTA. Based on feedback received during the site visit, including from an elected official on both the RRTPO and TCAMPO Policy Boards, and the Federal Review team's observations, the CVTA represents a well working funding model.

RRTPO Agreements: The RRTPO has established 3C transportation planning responsibilities through a 2018 MOU with the Commonwealth, GRTC, and the RRPDC. There is a second agreement (MOU for Coordination of Regional Transportation and Air Quality Planning) that describes how the planning process will be coordinated to assure the development of consistent metropolitan transportation plans and TIPs across the MPA boundaries. This agreement was executed on February 26, 2019, between RRTPO, TCAMPO, VDOT, VDRPT, Virginia Department of Environmental Quality (VDEQ), Metropolitan Richmond Air Quality Committee (MRAQC), GRTC, and PAT.

TCAMPO Organizational Structure: TCAMPO, in cooperation with PAT and VDOT, is the lead organization responsible for leading the 3C planning process for the Tri-Cities region in accordance with Federal requirements. Staff of the transportation planning division of the CPDC perform the day-to-day operations of TCAMPO including providing technical staff, administrative support, and serving as the TCAMPO's contracting agent. Staff members also prepare materials for use at Board and Committee meetings. TCAMPO metropolitan planning area boundary encompasses the cities of Colonial Heights, Petersburg, Hopewell, and parts of Chesterfield County, Dinwiddie County, and Prince George County. In 2000, the census-defined urbanized areas of the Richmond and Tri-Cities merged and created one urbanized area – Richmond/Tri-Cities urbanized area. Instead of combining MPOs to serve the new urbanized area, the RRTPO and TCAMPO decided to maintain separate MPOs and planning area boundaries within the TMA but would enter into an agreement to coordinate planning activities.

TCAMPO consists of a Policy Board and one standing advisory group, the TAC. The Policy Board consists of nine voting members. The voting membership of the Policy Board consists of one representative each from the City of Petersburg, the City of Hopewell, the City of Colonial Heights; and the Counties of Chesterfield, Dinwiddie and Prince George; and PAT, the Secretary of Transportation, VDRPT, and the CPDC. In a somewhat unique arrangement that was discussed during the site visit, the CPDC Executive Director (MPO staff) is a voting member of the Policy Board.

Other agencies with non-voting membership on the MPO Policy Board include: the FHWA, FTA, Fort Lee, Petersburg National Battlefield, and RideFinders Inc. (a Division of GRTC). Policy Board and TAC meetings are open to the public and held at a location that is accessible by local transit; however, it became apparent during the Certification Review process that meeting location is not compliant with the Americans with Disability Act (ADA).

The Transportation Advisory Committee (TAC) serves as an advisory role to the Policy Board of the TCAMPO. TAC also coordinates with the staff of the CPDC, PAT, VDOT, VDRPT, and other stakeholders on any proposal related to regional transportation within the MPO area. The TAC is specifically charged with advising the MPO in the development of the regional constrained long-range MTP, the Transportation Improvement Program, the Congestion Management Process (CMP) Plan and the UPWP within the Richmond Virginia urbanized area. During the site visit the Federal Review Team discussed how the current committee structure of TCAMPO lacks a public involvement committee, which is not something likely to be created in the near future.

The TCAMPO Bylaws were last ratified on June 11, 2020. The RRTPO has established transportation planning responsibilities through a 2018 3C MOA with the state, RRTPO, GRTC and the RRPDC. The RRTPO and TCAMPO are also signatories to a 2019 MOU that includes VDOT, VDRPT, VDEQ, MRAQC, GRTC and PAT regarding coordination and responsibilities related to air quality conformity.

The TCAMPO Bylaws state that there will be one (1) non-voting representative designated by and representing PAT. It is understood that PAT serves as the transit operator within the Metropolitan Planning Area (MPA). The current Memorandum of Understanding on Metropolitan Transportation Planning Responsibilities for the Tri-Cities Area designates one (1) representative of the Public Transit Operator (in this case PAT) as a voting member of the Policy Board Committee. As documented in the MPO's Policy Board committee meeting minutes, PAT has been designated as a voting member.

The VDRPT is a state agency that administers Federal transit funds apportioned to Virginia and to the TCAMPO. VDRPT is responsible for representing the Commonwealth on local and regional committees having the reasonability for "passenger and freight rail, transportation demand management, ridesharing and public transportation;" [Code of Virginia (section 33.2-285)].

TCAMPO Agreements: TCAMPO has a documented 3C (MOU on Metropolitan Transportation Planning Responsibilities for the Tri-Cities Area) that was executed on July 18, 2018, between the Commonwealth, TCAMPO, PAT, and CPDC. There is a second agreement (MOU for Coordination of Regional Transportation and Air Quality Planning) that describes how the planning process will be coordinated to assure the development of consistent metropolitan transportation plans and TIPs across the MPA boundaries. This agreement was executed on February 26, 2019, between RRTPO, TCAMPO, VDOT, VDRPT, VDEQ, MRAQC, GRTC, and PAT.

During the last Federal Certification Review in 2022, the Federal Review Team noted that the TCAMPO 3C agreement, may need to be updated in light of passage of the Infrastructure Investment and Jobs Act (IIJA).

4.1.3 Findings

Both RRTPO and TCAMPO (with the exception of TCAMPO's bylaws) meet the Federal requirements for organizational structure and agreements. During the site visit, the Federal Review Team noted that the respective 2018 3C MOUs were previously planned to be updated after passage of the IIJA. These agreements were not updated following the last Certification Review and based on review of both 3C MOUs, an update is not recommended at this time. During the site visit the Federal Review Team noted that the 2019 MOU may need to be updated to further refine roles and responsibilities with respect to shared metropolitan planning functions. During the site visit and as captured in prior certification reports, the Federal Review Team noted that the current structure of two separate MPOs serving a single TMA has created disparities with respect to meeting TMA statutory responsibilities pertaining to the metropolitan transportation planning process.

RRTPO:

Commendation: The Federal Review Team commends the RRTPO's coordinated model with the CVTA, and it could serve as a model for other jurisdictions that comprise and serve the Tri-Cities metropolitan planning area for TCAMPO.

Recommendation: The Federal Review Team recommends that RRTPO, TCAMPO, and VDOT meet and review the division of responsibilities and resource allocation for the Richmond, VA TMA.

The Federal Review Team recommends that the RRTPO work collaboratively to update the February 26, 2019, MOU to better clarify the roles and responsibilities. Additionally, the MOU should be strengthened so that the expectations of the MPOs with respect to the transportation and AQ planning roles are clearer.

Corrective Action: None.

TCAMPO:

Commendation: None.

Recommendation: The Federal Review Team recommends that RRTPO, TCAMPO, and VDOT meet and review the division of responsibilities and resource allocation for the Richmond, VA TMA.

The Federal Review Team recommends that TCAMPO work collaboratively to update the February 26, 2019, MOU to better clarify the roles and responsibilities. Additionally, the MOU should be strengthened so that the expectations of the MPOs with respect to the transportation and AQ planning roles are clearer.

Corrective Action: The Federal Review team is issuing a corrective action for TCAMPO to revise its bylaws to remove MPO staff as a voting member. This includes matters regarding the prioritization of projects by the MPO Policy Board for approval and the subsequent obligation of federal transportation funds in the metropolitan area.

Pursuant to the July 22, 2018, 3-C Agreement executed between the State, MPO, and transit operator, the Crater Planning District Commission serves as the "planning and administrative staff to the MPO." This includes the Executive Director of the Crater Planning District Commission and other staff of the Crater Planning District Commission.

4.2 Unified Planning Work Program

4.2.1 Regulatory Basis

23 CFR 450.308 and 23 CFR 420 (Subpart A) set the requirement that planning activities performed under Titles 23 and 49 U.S.C. be documented in a UPWP. The MPO, in cooperation with the State and public transportation operator, shall develop a UPWP that includes a discussion of the planning priorities facing the MPA and the work proposed for the next one- or two-year period by major activity and task in sufficient detail to indicate the agency that will perform the work, the schedule for completing the work, the resulting products, the proposed funding, and sources of funds.

FTA Circular 8100.1D, Chapter II provides more detailed guidance on requirements for the UPWP, including providing a suggested UPWP outline in Appendix A.

4.2.2 Current Status

RRTPO: The most recent RRTPO UPWP covers the period of July 1, 2025 – June 30, 2026. It is posted on the PlanRVA website. The adoption date of the UPWP is not clear from the document or the website. Amendment #1 was adopted on March 5, 2026 (after the on-site review) and is also posted on the PlanRVA website. RRTPO staff noted during the site visit that the development of the UPWP usually occurs from January to May each year. During the site visit, both RRTPO and TCAMPO noted that informal coordination exists between each MPO for UPWP development. For the RRTPO UPWP, clarity regarding schedules and ends products are especially important because the agreement executed between the RRTPO and Commonwealth of Virginia offers no discretion for work done or products completed without prior Federal approval/authorization.

During the Certification Review, the Federal Review team found that the schedule for Richmond's current 2024 MPO Public Engagement Plan (a completed product) was listed in the FY24 UPWP as "as needed." However, the FY2025 UPWP includes an accomplishment report for the FY 2024 UPWP indicating that the Public Engagement Plan was reviewed, updated, and approved by the MPO Board in FY 2024.

TCAMPO: The most recent TCAMPO UPWP is for "FY26," but specific beginning and end dates are not listed. It is posted on the CPDC website but is difficult to find (links are only available through Policy Committee agendas and meeting minutes). The most recent Amendment was approved by the TCAMPO Policy Committee on February 12, 2026. During the site visit, both RRTPO and TCAMPO noted that informal coordination exists between each MPO for UPWP development.

4.2.3 Findings

Both RRTPO and TCAMPO meet the Federal requirements for UPWP development.

RRTPO: A notable feature of the RRTPO UPWP is that it is structured in a user-friendly format that is easier for a non-technical reader to engage with. For example, the UPWP uses a design element in the right margin to indicate which of the ten Federal planning factors are addressed by each work area. The UPWP is easily accessible to the public on the PlanRVA website on a web page that provides helpful context about the purpose of the UPWP as does the introduction to the document itself.

The UPWP lacks an adoption date on the cover of the posted document or on the webpage where it is posted, which would more transparently communicate the status of the document to the public (i.e., proposed or adopted). The UPWP could also include additional information about the status of uncompleted work elements from the previous UPWP, and the status of carryover funding programmed for those uncompleted work elements. The Federal Review Team noted that at least one amendment posted after the on-site review, changes that result from adjustments to carryover funding, but carryover is just added to the totals in the summary, it is not described separately from new funding. The summary in the current UPWP is difficult to read as the columns in the table are spread across several pages and it only presents financial information at the task level (as opposed to the sub-task or deliverable level) and does not identify the specific sources of state and local matching funds.

The UPWP could provide more details about planning work undertaken by others in the MPA, including transit agencies such as GRTC, at a similar level of detail as activities being performed by the MPO. This is particularly important if Federal funds will be used, including funds that don't pass through RRTPO (e.g., FTA Section 5307 funds). The UPWP currently lists planning activities of the transit agencies and State DOT but provides few details on those activities and does not list the funding sources or if the activities are regionally significant.

> **Commendation:** The Federal Review Team commends the RRTPO UPWP for the user-friendly format which is noteworthy.
>
> **Recommendation:** None.
>
> **Corrective Action:** None.

TCAMPO: A notable feature of the TCAMPO UPWP is the Long-Term Work Schedule (Table 4) which puts the current fiscal year in the context of a multiyear program of planning activities. This provides helpful context for the reader about the regular cycles for planning activities in the region.

The UPWP timeframe is specified as "FY26." It would be more transparent to provide the readers with the start and end dates for the fiscal year to remove ambiguity as different organizations use different Fiscal Year calendars. TCAMPO can make the UPWP more accessible to the public on the website. The UPWP is currently posted only as a link within agendas and notes for Policy Committee meetings, making it difficult to find.

The UPWP could be more transparent about the status of uncompleted work elements from the previous UPWP, and the status of carryover funding programmed for those uncompleted work elements. Table 11 shows carryover funds at a very high level but does not address uncompleted work elements.

TCAMPO could more transparently list the planned tasks with schedule and funding details on a summary table at the end of the document. The budget summary in Table 10 of the current UPWP presents financial information at the high-level Task level as opposed to the sub-task or deliverable level and does not identify the specific sources of State and local matching funds. The schedule of activities in Table 5 is difficult to read as formatted, is missing a key to identifying the meaning of symbols used and provides no meaningful detail as all tasks are listed as occurring during all months of the year. Providing more detailed tables, perhaps in an appendix, showing the specific sub-tasks or deliverables planned, the planned schedule for each, and the funding planned for each (including sources of State and Local matching funds) would improve transparency. The Federal Review Team noted that for amendments, changes that result from adjustments to carryover funding, but carryover is just added to the totals in the summary, it is not described separately from new funding.

The TCAMPO UPWP includes very little information about planning activities that will be undertaken by other organizations within the MPA. TCAMPO could improve the UPWP by listing planning activities that PAT or others will conduct using Federal funds (even if those funds do not flow through TCAMPO), and any regionally significant planning activities that will be conducted by VDOT or local governments within the MPA, providing a similar level of detail as the TCAMPO activities.

Commendation: None.

Recommendation: The Federal Review Team recommends that TCAMPO improve the transparency of information in the UPWP by providing more details about planned work for both the MPO and others in the MPA, the sources of funds, the status of uncompleted work elements, and clearly stating the start and end dates covered by the UPWP. It is also recommended that TCAMPO improve accessibility to its UPWP on its website.

Corrective Action: None.

4.3 Metropolitan Transportation Plan/Performance Based Planning and Programming

4.3.1 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 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 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 forecast 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

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 PBPP, which can either be documented as part of the metropolitan planning agreements or in some other means.

4.3.2 Current Status

RRTPO: The RRTPO's current MTP ConnectRVA 2045 is a comprehensive long range transportation plan that engages partners in the region to establish and outline a pathway to achieving regional goals in the Richmond, VA TMA. ConnectRVA 2045 was adopted in 2021 and details the region's multimodal approach to addressing transportation challenges. The MTP focuses on the regional vision for highways, transit, passenger rail, freight, complete streets and bike and pedestrian projects among other visions. RRTPO is currently updating the MTP with the 2050 Plan and anticipates its adoption by October 2026. During the site visit, RRTPO discussed its methodology for preparing the 2050 MTP and the various funding option scenarios it will eventually include, which is anticipated in October 2026. The ConnectRVA 2045 is the same MTP that was reviewed as part of the 2022 Certification Review.

RRTPO's project prioritization process is a need based, goal-based and performance-based process that is evaluated on safety, mobility, equity and accessibility, economic development, environment and land use goals established in the MTP. RRTPO receives project estimates from its regional partners and has begun to develop planning scenarios to consider how changes in transportation, land use, demographics or other factors could affect connectivity, mobility, resiliency and communities across the region. Projects are weighted and scored and then prioritized in the fiscally constrained list of projects. To sustain maintenance and operations of the regionwide transportation system, programmatic investments do not undergo the project prioritization process but instead are programmed prior to developing the list of prioritized projects in the MTP. The ConnectRVA 2045 evaluates projects based on 15 performance measures categorized under five primary goals:

- Safety: Tracks fatalities and serious injuries for both motorized and non-motorized users. Aspirational goals include a 4.5% annual reduction in fatalities and reaching zero fatalities by 2040.
- Environment/Land Use: Measures reduction in transportation-related pollutants, vehicle miles traveled (VMT) per capita, and impact on natural resources.
- Equity/Accessibility: Evaluates access to jobs and community services via walking, biking, and transit, specifically focusing on Environmental Justice (EJ) populations.
- Economic Development: Focuses on reducing peak period travel times and improving reliability within regional activity centers.
- Mobility: Measures system efficiency through complete streets, transit frequency, and the maintenance of the system in a state of good repair.

Project selection involves utilizing performance data is used to move projects from a "Universe of Projects" to a "Constrained Plan":

- Quantitative Scoring: Each project is assessed against the performance measures and given a benefit score from 0 to 100.
- Cost-Benefit Analysis: To maximize regional investment, the RRTPO calculates a final score by dividing the project benefit by its estimated cost.
- Sample Scorecards: The plan utilizes standardized project scorecards to document how every proposed improvement contributes to regional goals, such as crash rate reduction or access to jobs

The USDOT published rules (under MAP-21 and FAST Act) for states and MPOs to collect data and establish performance targets that will support performance-based investment decisions. RRTPO adopted and set regional targets in the areas of roadway safety, pavement condition, bridge condition, roadway performance, and freight, as well as transit safety. The System Performance Report in the MTP and Appendix A in Technical Report K does not include the performance targets for TAM capital assets CFR 450.324(f)(4). RRTPO may adopt or set their own state of good repair target (SGR) (49 CFR 625.45(e)). The System Performance Report evaluates the condition and performance of the transportation system with respect to the performance targets. The ConnectRVA 2045 systematically evaluating performance of the MTP through quantitative metrics in five broad areas:

- Systemwide Performances
- Transportation Savings
- Economic impact Analysis
- Environmental Justice Analysis
- Accessibility Analysis.

During the site visit, the Federal review discussed the current RRTPO MTP lacking a System Performance Report. The System Performance Report should generally include progress achieved in meeting the performance targets in comparison with system performance recorded in previous reports, including baseline data (23 CFR 450.324(f)(4))(i). RRTPO should develop tables for transit performance measures that details the 4-year target in comparison to the actual performance of that measure. RRTPO can then discuss progress toward achieving the 4-year performance target over the period of performance. The System Performance Report should include the adopted performance targets for (49 CFR 625.43).:

- **Equipment (non-revenue) service vehicles**. The performance measure for non-revenue, support-service and maintenance vehicles equipment is the percentage of those vehicles that have either met or exceeded their useful life benchmark.
- **Rolling Stock**. The performance measure for rolling stock is the percentage of revenue vehicles within a particular asset class that have either met or exceeded their useful life benchmark.
- **Infrastructure rail fixed-guideway, track, signals and systems**. The performance measure for rail fixed-guideway, track, signals, and systems is the percentage of track segments with performance restrictions.
- **Facilities**. The performance measure for facilities is the percentage of facilities within an asset class, rated below condition 3 on the Transit Economics Requirements Model scale.

TCAMPO: TCAMPO's MTP (Plan 2045) is the current long range transportation plan for the Petersburg Area of the Richmond TMA. Plan 2045 includes the vision and goals for the region and provides an overview of the transportation system. Plan 2045 details the process for coordinating with its regional partners in the metropolitan transportation planning process and collaboration in the development of the MTP. Adopted in June of 2022, Plan 2045 will soon be updated over the next few months to the regions 2050 long range transportation plan.

The MTP development process is still evolving but includes a performance-based planning and programming approach to project prioritization. TCAMPO's project prioritization process is a weighted system that prioritizes the region's goals for safety, mobility, congestion, equity, accessibility, multimodal, environment and economic development. Although Plan 2045 offers a list of prioritized projects, it does not span the entire 20-year planning horizon requirements of the long-range transportation plan. The Federal requirement states that the MTP must cover at least a 20-year planning horizon and identify projected transportation demand for the movement of persons and goods in the metropolitan planning area over that period. At the time of the site visit, TCAMPO staff noted that the update of the next cycle of the MTP (2050 Plan) will include forecasted revenues beyond the first 4 years of the current 2045 Plan.

The Federal Review Team flagged during the last certification report that the 2040 Plan and that the list of fiscally constrained rail and public transportation projects contained in the Plan

only included projects scheduled to be implemented within the first 6 years and strongly recommended that it be addressed. For the updated and current 2045 Plan, the MPO does not program transit projects beyond the first 4 years of the fiscally constrained plan. It's not clear how the State and MPO found the 2040 and current 2045 Long Range Plans financially constrained at the time of adoption and later jointly certified the process.

Plan 2045 provides an illustrative list of projects in Technical Appendix B, but the projects have not been prioritized and programmed in the MTP. The illustrative list of projects in Technical Appendix B should have prepared cost estimates that are prioritized through the MPOs process and programmed into list of prioritized projects spanning the 20-year planning horizon.

Plan 2045 details performance metrics but the MTP does not include information on transit system performance. Federal requirements are that the MTP include information on transit performance measures and progress towards achieving performance targets in a System Performance Report. The System Performance Report should include the MPOs' performance target and the actuals performance measures for transit.

The System Performance Report should include the adopted performance targets for (49 CFR 625.43):

- **Equipment (non-revenue) service vehicles.** The performance measure for non-revenue, support-service and maintenance vehicles equipment is the percentage of those vehicles that have either met or exceeded their useful life benchmark.
- **Rolling Stock.** The performance measure for rolling stock is the percentage of revenue vehicles within a particular asset class that have either met or exceeded their useful life benchmark.
- **Infrastructure rail fixed-guideway, track, signals and systems.** The performance measure for rail fixed-guideway, track, signals, and systems is the percentage of track segments with performance restrictions.
- **Facilities.** The performance measure for facilities is the percentage of facilities within an asset class, rated below condition 3 on the Transit Economics Requirements Model scale.

4.3.3 Findings

During the site visit, both RRTPO and TCAMPO related the timeline for their updated MTPs in summer 2026. TCAMPO's FY25 UPWP included a task for accelerating its new MTP to align with RRTPO's schedule, which demonstrates continued coordination between the two MPOs.

RRTPO meets the Federal requirements for development of the MTP, as well as consultation and coordination.

TCAMPO meets the Federal requirement for development of the MTP including consultation and coordination; however, TCAMPO does not fully fulfill its responsibilities in the MTP with respect to fiscal constraint.

RRTPO:

Commendation: The Federal Review Team commends RRTPO for its well-developed and comprehensive approach to developing the region's MTP. The approach is detailed and does a good job in linking investment priorities to its prioritized projects.

Recommendation: The Federal Review Team recommends that the RRTPO develop a periodic 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.

Corrective Action: None.

TCAMPO:

Commendation: The Federal Review Team commends TCAMPO for its well-developed project prioritization process. The methodology is detailed and provides clear information.

Recommendations: The Federal Review Team recommends that TCAMPO develop a periodic 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.

Corrective Action: The Federal Review Team is issuing a Corrective Action to TCAMPO to include rail and public transportation revenues and projects beyond the first four years of the constrained MTP. For the updated and current 2045 Plan, the MPO does not program transit projects beyond the first 4 years of the fiscally constrained plan.

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.

Specific requirements include giving adequate and timely notice of opportunities to participate in or comment on transportation issues and processes, employing visualization techniques to describe metropolitan transportation plans and TIPs, making public information readily available in electronically accessible formats and means such as the world wide web, holding public meetings at convenient and accessible locations and times, demonstrating explicit consideration and response to public input, and a periodically reviewing of the effectiveness of the participation plan.

4.4.2 Current Status

RRTPO: The RRTPO Public Engagement Plan (PEP) was updated in 2024 and shifted to an outcome-based plan. To grow public participation, the RRTPO placed a heavy emphasis on "meeting people where they are" in order to get critical feedback on the metropolitan transportation planning process. There is also an annual Public Engagement Plan Update that serves to track and measure all strategies and methods to engage the public and their participation rates to assist in determining successful outreach tools.

To bolster its public outreach efforts, the RRTPO established the CTAC. The structure and responsibilities of CTAC are described in the RRTPO Bylaws. Resolutions approved by CTAC are made available to the MPO for consideration and major plans (e.g., MTP, TIP, etc.) have specific outreach and engagement strategies that are coordinated with the CTAC.

The PEP establishes the framework for involving the community in regional transportation initiatives to shape a shared vision for the Richmond area. The PEP outlines approval timelines—30-day windows for major documents like the MTP and the TIP. It defines a three-pronged approach focused on offering robust and creative engagement options, educating the public through multimedia and regional events, and conducting continuous evaluation through annual progress tracking. Key engagement strategies include translating vital content, selecting tailored methods from an extensive "Public Engagement Toolkit," and exploring best-practice compensation models to value participants' time and local expertise.

RRTPO's public engagement efforts are impressive and have grown creatively and significantly since the last Certification Review. Positive public comments received during our public meeting, meeting with CTAC members, and Federal staff's own awareness of advertised MPO staff's engagement activities at community and civic events locally serve a testament to the MPO's decision to prioritize investing in ensuring citizens' comments are sought out and considered during the metropolitan transportation planning process.

TCAMPO: TCAMPO updated and adopted their Public Participation Plan in 2024. The update marked a major update since the last plan which was last adopted in 2015. The updated plan evaluated as part of the Certification Review still contained a "DRAFT" watermark. The 2024 plan serves as an operational guide for engaging the community in the regional transportation planning and decision-making process. Prepared by the CPDC, the plan establishes clear timelines for public review and comment periods—ranging from 14 to 45 days depending on the transportation planning deliverable—and details outreach strategies that utilize both electronic platforms (such as Facebook, Instagram, and website translation tools) and non-electronic methods like library flyers and postcards.

A focus of the last update was to enhance communication with traditionally underserved communities, including Title VI and Limited English Proficiency populations, by utilizing targeted community resource directories, providing Spanish language materials, and holding meetings in ADA-accessible venues convenient to transit. Additionally, the 2024 plan outlines TCAMPO's organizational structure, details coordination efforts with Federal, state, and local entities, and provides specific performance metrics to track and evaluate the long-term effectiveness of its public involvement initiatives.

During the site visit, the Federal Review Team observed several areas of the Public Participation Plan that may need to be updated including listing the CPDC and the TCAMPO Policy Committee as being "TCAMPO Committees." Also, there are references to outdated studies (e.g., Intermodal Transportation Strategies Study (2010) contained in the document and certain Executive Orders that have been rescinded.

During the site visit, the Federal Review Team noted the improvement and efforts of TCAMPO to grow its outreach and public involvement. TCAMPO may consider adding an additional committee to its current organizational structure to help better promote the MPO activities and improve stakeholder participation. It was also noted during the site visit that TCAMPO was launching a refreshed website in June 2026 that would include better links to studies and be generally more accessible.

4.4.3 Findings

Both RRTPO and TCAMPO meet the Federal requirements for Public Participation.

RRTPO:

Commendation: The Federal Review team commends RRTPO for its continued efforts to enhance public engagement, including its unique and dedicated portal for engagement, which includes staff contacts, schedules, surveys, and more. This represents a novel and innovative approach to growing engagement and public participation. The Public Meeting Participation Guide is a thoughtful approach to how residents can follow and participate in each of the activities of the CVTA, RRTPO, and PlanRVA.

Recommendation: The Federal Review Teams recommend that the RRTPO staff consider renaming, or carefully delineating, the differences between the PEP annual update, which serves to measure public engagement performance, with the formal PEP update. This may help to avoid confusing these two distinct tasks for the RRTPO.

Corrective Action: None.

TCAMPO:

Commendation: None.

Recommendation: The Federal Review Team recommends that TCAMPO update or amend its Public Participation Plan to address inconsistencies, remove references to outdated studies, revise outreach practices and measures of effectiveness that are no longer in use, and remove references to rescinded Executive Orders.

Corrective Action: None.

4.5 Title VI and Nondiscrimination

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 and are included in the certification statement signed by VDOT, RRTPO, and TCAMPO. These include:

- **Title VI of the Civil Rights Act of 1964,** 42 U.S.C. 2000d, provides: 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.

- **Section 504 of the Rehabilitation Act of 1973,** 42 U.S.C. 794, et seq., provides: No qualified handicapped person shall, solely by reason of his handicap, be excluded from participation in, be denied the benefits of, be subjected to discrimination under any program or activity that receives or benefits from Federal financial assistance.

- **Title II of the Americans with Disabilities Act of 1990, 42 U.S.C. 12131, et seq.,** provides: No qualified individual with a disability shall, by reason of such disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination by a department, agency, special purpose district, or other instrumentality of a State or local government.

- **Older American Act/Age Discrimination Act of 1975,** 42 U.S.C. 6101, provides: No person in the United States shall, on the basis of age, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.

- **Federal Aid Highway Act of 1973,** 23 U.S.C. 324**,** provides: No person shall, on the ground of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal assistance under this Title or carried on under this Title.

4.5.2 Current Status

RRTPO: The PlanRVA Title VI and Limited English Proficiency Plan is a comprehensive framework formally approved by the RRTPO in October 2025 and by the PlanRVA Commission in November 2025. The document addresses PlanRVA's administrative commitment to full compliance with Title VI of the Civil Rights Act of 1964 and associated state and Federal nondiscrimination regulations across all its core regional program areas, including transportation, community development, environmental initiatives, and emergency management. Serving nine local jurisdictions in the Richmond region, the plan establishes an explicit roadmap for integrating equitable public engagement, detailing structured procedures and accessible online or paper forms for filing discrimination complaints.

Based on the Federal Review Team's review, the Plan sufficiently demonstrates and supports the RRTPO's goals and practices of ensuring nondiscrimination in the delivery of programs and activities. Additionally, the Federal Review team was not aware of any Title VI related complaints or investigations.

TCAMPO: The TCAMPO Title VI Nondiscrimination Plan is a comprehensive document adopted in September 2024 by both the TCAMPO Policy Committee and the CPDC. It outlines how the commission and its associated regional programs ensure full compliance with Title VI of the Civil Rights Act of 1964, guaranteeing that no person is excluded from participation, denied benefits,

or subjected to discrimination based on race, color, or national origin. Beyond these core parameters, the plan addresses expanded nondiscrimination protections—including disability, sex, age, and income status —and incorporates mandated frameworks for Environmental Justice (Executive Order 12898) and Limited English Proficiency (Executive Order 13166), which have both been rescinded. Serving nearly 230,000 residents across multiple cities and counties in Virginia's Planning District 19, the document establishes formal regional demographic profiles, details oversight guidelines for consultant contracting, and provides explicit, bilingual (English and Spanish) procedural instructions and forms for stakeholders wishing to file a discrimination complaint. Additionally, the Federal Review team was not aware of any Title VI related complaints or investigations.

4.5.3 Findings

Both RRTPO and TCAMPO meet the Federal requirements for Civil Rights and non-discrimination.

RRTPO:

Commendation: None.

Recommendation: The Federal Review Team recommends the removal of references to Executive Orders 12898 and 13166, as they have been rescinded. The Federal Review Team also observed references to Title VI Investigations in the Title VI Plan, and it's recommended that anyone charged with the responsibility of conducting Title VI investigations have the necessary specialized training.

Corrective Action: None.

TCAMPO:

Commendation: None.

Recommendation: The Federal Review Team recommends the removal of references to Executive Orders 12898 and 13166, as they have been rescinded. The Federal Review Team also observed references to Title VI Investigations in the Title VI Plan, and it's recommended that anyone charged with the responsibility of conducting Title VI investigations have the necessary specialized training.

Corrective Action: None.

4.6 Transportation Improvement Program/Performance Based Planning and Programming

4.6.1 Regulatory Basis

23 U.S.C. 134(c), (h) & (j) set forth requirements for the MPO to cooperatively develop a 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.

The USDOT has published rules (under MAP-21 and FAST Act) for states and MPOs to collect data and establish performance targets that will support performance-based investment decisions. To this end, the MPO 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.

FTA's final rule on Transit Asset Management (TAM) requires transit agencies receiving FTA funding to develop asset management plans and monitor performance for public transportation assets, including vehicles, facilities, equipment, and transit infrastructure. Since PAT is a Tier II agency (defined as a small transit agency running 100 or fewer vehicles), the VDRPT has sponsored a Statewide Tier II Group TAM Plan in 2018, as well as the Statewide Public Transportation Agency Safety Plan (PTASP) in 2020. Annual targets developed by the State in coordination with the transit agency are then incorporated by the MPO into their planning processes. FY 2020 targets for both the TAM and transit safety were identified in the FY 21 TIP, however a description of the anticipated effect of programmed investments toward achieving these transit performance targets was incomplete.

4.6.2 Current Status

RRTPO: The RRTPO's FY2024-2027 TIP was developed in cooperation with the VDOT and VDRPT, GRTC, and the local governments (the counties of Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and the City of Richmond, and Town of Ashland) encompassing the urbanized area's transportation system.

RRTPO's TIP was developed in consultation with all interested parties and the MPO provided reasonable opportunities for comment during the Summer of 2022, Fall of 2022, and March of 2023. The public outreach efforts were in accordance with the MPO's Public Engagement Plan and 23 CFR 450.316(a). The MPO has published the TIP on their website and is available in and electronically available accessible format. The TIP is available on an interactive page that allows interested parties to view project information, search by map or project information and provide comments in general and directly on projects. Additionally, the TIP includes capital and non-capital surface transportation projects (or phases of projects) within the boundaries of the metropolitan planning area proposed for funding under 23 U.S.C. and 49 U.S.C. Chapter 53.

RRTPO's TIP contains projects with sufficient descriptive material to identify the project, funding phase, estimated total cost, the amount of Federal funds proposed to be obligated during each program year, the proposed source of Federal and non-Federal funds and project sponsor. The TIP is financially constrained by year and includes a financial plan identifying projects that can be implemented using current revenue sources. The VDOT and VDRPT provides the MPO with estimates of Federal and State funds available for the transportation system serving the metropolitan area and those funds are programmed into the TIP.

The Commonwealth Transportation Board (CTB) is responsible for selecting and programming Federally funding Interstate Maintenance, Bridge, National Highway Performance Program, Statewide Transportation Block Grant (STBG), Highway Safety Improvement Program (HSIP), Enhancement and projects. STBG and CMAQ funds are apportioned by the State to their TMAs within Virginia. The RRTPO STBG and CMAQ project selection (revised in September 2014) is a cooperative process between the MPO and VDOT. The procedure for selecting and prioritizing projects includes the development of candidate project lists for each program by the MPO Technical Committee. A numeric rating procedure is used to rate each project under the CMAQ and STBG programs. The results are reported to the MPO Policy Committee, and the Policy board selects CMAQ and STBG projects. The STBG and CMAQ project development and selection procedures are documented in TCAMPO's TIP and the document TCAMPO STBG and CMAQ Project Review, Selection, and Funds Allocation Process (Revised November 2024), both which can be found on the MPOs website.

The TIP does contain a narrative linking investment priorities to highway performance targets listing specific dollar amounts (or percentage of total TIP amount) utilized toward achievement of targets identified in the MTP. For example, the MPO illustrates how Federal funds programmed in the TIP for preventative maintenance and system preservation are expected to help meet the pavement condition targets and identified the percentage amount of Federal funding programmed in the TIP. The TIP also includes a summary of how transit projects are contributing towards transit performance targets including TAM and transit safety.

TCAMPO: The TCAMPO FY 2024-2027 TIP was developed in cooperation with the VDOT, VDRPT, PAT, and the cities of Petersburg, Colonial Heights, and Hopewell; and the counties of Chesterfield, Dinwiddie, and Prince George. The TIP covers a period of at least four years and is updated regularly every four years.

TCAMPO's TIP was developed in consultation with all interested parties and the MPO provided reasonable opportunity for comment on May 11, 2023, in accordance with the MPO Public Participation Procedures and 23 CFR 450.316(a). The MPO has published the TIP on their website and is available in and electronically available accessible format. Additionally, the TIP includes capital and non-capital surface transportation projects (or phases of projects) within the boundaries of the metropolitan planning area proposed for funding under 23 U.S.C. and 49 U.S.C. Chapter 53.

TCAMPOs TIP contains projects with sufficient descriptive material to identify the project, funding phase, estimated total cost, the amount of Federal funds proposed to be obligated during each program year, the proposed source of Federal and non-Federal funds and project sponsor. The TIP is financially constrained by year and includes a financial plan identifying projects that can be implemented using current revenue sources. The VDOT and VDRPT provides the MPO with estimates of Federal and State funds available for the transportation system serving the metropolitan area and those funds are programmed into the TIP.

The CTB is responsible for selecting and programming Federally funding Interstate Maintenance, Bridge, National Highway Performance Program, Statewide (non-metropolitan) STPG, HSIP, Enhancement and projects. The Surface Transportation Block Grant (STBG) and Congestion Mitigation Air Quality Improvement (CMAQ) funds are apportioned by the State to their TMAs within Virginia. The TCAMPO STBG and CMAQ project selection (revised in September 2014) is a cooperative process between the MPO and VDOT. The procedure for selecting and prioritizing projects includes the development of candidate project lists for each program by the MPO Technical Committee. A numeric rating procedure is used to rate each project under the CMAQ and STBG programs. The results are reported to the MPO Policy Committee, and the Policy board selects CMAQ and STBG projects. The STBG and CMAQ project development and selection procedures are documented in TCAMPO's TIP and the document TCAMPO STBG and CMAQ Project Review, Selection, and Funds Allocation Process (Revised November 2024), both which can be found on the MPOs website.

The TIP highlights VDOT and CTB's prioritization process for how Federal funds are included on projects that address the performance measures. However, the TIP does not describe how the projects in the MPOs TIP are linked to the performance targets.

The requirements of the TAM plan vary based on the classification of the agency as either Tier I or Tier II, which is determined by the presence of rail and the size of the agency's fleet. In Virginia, VDRPT develops and maintains the Tier II plans for all Tier II-eligible agencies, whereas the Tier I agencies are responsible for their own TAM plans. PAT is classified as a Tier II agency and participates in the VDRPT-developed group TAM plan. In addition to using the VDRPT group TAM plan, PAT maintains a Fleet, Facilities, and Equipment Maintenance Plan that guides PAT's planned maintenance of assets. This document, which was most recently updated in December 2018, details the preventive maintenance strategy undertaken by PAT to maximize equipment life, minimize cost, and to ensure employee and public safety.

4.6.3 Findings

The RRTPO and TCAMPO meet the Federal requirements for development of the Transportation Improvement Program/Performance Based Planning and Programming. During the site visit, MPO staff provided updates on their planned new TIPs and expected methodologies.

RRTPO:

Commendation: None.

Recommendation: None.

Corrective Action: None.

TCAMPO:

Commendation: None.

Recommendation: The Federal Review Team recommends TCAMPO include in the TIP a description of projects or types of projects and how they are linked to the performance targets. The information within the TIP should describe the effect of the projects on the TIP toward achieving the performance targets identified in the MTP. This documentation should include clear information that the TIP links investment priorities to the performance targets.

Corrective Action: None.

4.8 Transit and Multimodal Planning

4.8.1 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.

23 U.S.C. 167 a policy to improve the condition and performance of the national freight network and achieve goals related to economic competitiveness and efficiency; congestion; productivity; safety, security, and resilience of freight movement; infrastructure condition; use of advanced technology; performance, innovation, competition, and accountability, while reducing environmental impacts. In addition, 23 U.S.C. 134 and 23 CFR 450.306 specifically identify the need to address freight movement as part of the metropolitan transportation

planning process. Specific requirements include giving adequate and timely notice of opportunities to participate in or comment on transportation issues and processes, employing visualization techniques to describe metropolitan transportation plans and TIPs, making public information readily available in electronically accessible formats and means such as the world wide web, holding public meetings at convenient and accessible locations and times, demonstrating explicit consideration and response to public input, and a periodically reviewing of the effectiveness of the participation plan.

23 U.S.C. 217(g) states that bicyclists and pedestrians shall be given due consideration in the comprehensive transportation plans developed by each MPO under 23 U.S.C. 134. Bicycle transportation facilities and pedestrian walkways shall be considered, where appropriate, in conjunction with all new construction and reconstruction of transportation facilities.

23 CFR 450.306 sets forth the requirement that the scope of the metropolitan planning process "will increase the safety for motorized and non-motorized users; increase the security of the transportation system for motorized and non-motorized users; and protect and enhance the environment, promote energy conservation, improve the quality of life.

4.8.2 Current Status

RRTPO: GRTC operates service between downtown Richmond and Petersburg Station. Conversely, PAT operates the Freedom Express that runs from Petersburg Station to McGuire Medical Center and downtown Richmond. PAT and GRTC coordinate to ensure smooth operation at Petersburg Station. Passengers must pay full fare when transferring from one system to the other. Currently GRTC is fare free and there's a Transit Access Partnership effort though RideFinders Inc., to support fare free service. GRTC is also exploring partnerships with the business community to help with current operating expenses and GRTC anticipates a potential "fiscal cliff" in 2031. Extensive planning efforts are underway now by GRTC to expand its bus rapid transit (BRT) line the Pulse. BRT expansion of the Pulse is planned for an approximately 4-mile west expansion of the Pulse from Willow Lawn area to near Parham Road with an additional 8 stops. GRTC is also planning and assessing a large north-south expansion with approximately 12 miles of BRT and some 30 stations from around Brookhill Azalea shopping center in the north, through downtown, and terminating close to the Springline at District 60 development.

GRTC has also conducted studies assessing the implementation of "microtransit" zones and a pilot program through VDRPT. GRTC coordinates its microtransit efforts with the RRTPO TAC and has focused its microtransit strategies to include:

- Shared, technology-enabled form of public transportation that routes vehicles based on real-time passenger need/demand
- App-based in which trips are requested and paid for via a mobile application
- On-demand customer requests for rides in real-time

- Service type can vary and is contracted or provided in-house.

State legislation directs GRTC to annually develop a Regional Public Transportation Plan in coordination with the RRTPO. This annual effort helps identify how GRTC plans to spend CVTA funds in the upcoming fiscal years. GRTC uses funds accrued in the prior year for the next fiscal year's operations. Estimated total CVTA transit funding to be accrued by June 30, 2026, is $35.1 million. Projected total CVTA transit funds distributed in FY2027 are $36.3 million to be put into restricted reserve.

For the most part the CVTA membership area overlaps with the RRTPO planning area, however each entity contains its own decision-making structure. This arrangement between the RRTPO and taxing authority is somewhat similar to the Regional Transit Advisory Panel recently created in the Hampton Roads area with the HRTPO. It appears the ConnectRVA 2045 MTP and other TPO planning efforts will provide the planning foundation for CVTA funding decisions, consistent with TPO goals and performance measures. The RRTPO must also program fiscally constrained CVTA projects in the publicly reviewed TIP, as required for obligation of Federal funding.

The RRTPO issued its BikePedRVA 2045 plan in May 2022 as an update to the 2004 Richmond Regional Bicycle and Pedestrian Plan. The BikePedRVA 2045 serves as a vision for the next 25 years. The comprehensive planning effort addressed multimodal issues, needs, and future demand and is intended to be transformational. The Fall Line is planned to be a 43-mile, paved, shared-use trail that should serve the Richmond region as the north-south spine of a developing active transportation network. The trail should be accessible for all ages and abilities, will connect seven Richmond-area localities and two planning districts, and provide essential connections to activity centers, jobs, parks, schools, transit, and more. Construction of a few segments is underway, with approximately 6 miles completed in Summer 2025.

RRTPO in partnership with VDRPT completed the Greater RVA Transit Vision Plan (transit2040) in 2020. The purpose of transit2040 Phase II is to identify a range of short-term (1-5 years) and medium-term (6-10 years) needs and options for transit services, transit preferential treatments, if any, and transit-oriented land use that would advance the next incremental steps toward reaching the long-term goals of transit2040. Phase II focuses on the corridors identified in the transit2040 vision for high-frequency (20-minutes or less) service by 2040. The Phase II technical study is operating within the long-term recommendations and vision gained through the transit2040 process and endorsed by the RRTPO. Phase II is not intended to alter the 2040 vision.

TCAMPO: PAT provides fixed-route transit and ADA paratransit services throughout the city of Petersburg, which is located approximately 25 miles south of Richmond in southeast Virginia. Transit service extends into the cities of Hopewell and Colonial Heights, as well as portions of Prince George, Dinwiddie, and Chesterfield counties. In addition, PAT operates the Freedom Express route, an express route with four daily round trips between Petersburg and Richmond. Excluding the Freedom Express route, the PAT service area is approximately 7 square miles with

a population of about 72,000. In FY 2019, before the COVID-19 pandemic, PAT served 410,000 passenger trips, including both fixed-route and paratransit service.

PAT maintains a Transit Development Plan, which is a multiyear planning document prepared for the purpose of identifying mass transit capital and operating improvements in the Tri-Cities area. The TDP includes an assessment of the operational efficiencies of current routes operated by PAT and addresses the feasibility of additional routes in the Tri-Cities area. PAT adopted its TDP last in 2020. PAT was a recipient of a 4-year TRIP grant from VDRPT to assist with making PAT more accessible, safe, and regionally significant. PAT's TRIP grant has been to largely cover fare expenses and PAT is currently in the last year of its TRIP award from VDRPT.

The Tri-Cities Area Multimodal Mobility Plan is the TCAMPO multimodal guidance document. The document looks at the transportation goals and objectives of both the regional organization and its constituent members with an intentional focus on alternative modes of transportation such as walking, bicycling, and transit. The planning process further folds in the Commonwealth of Virginia's Multimodal System Design Guidelines, developed by the VDRPT and adopted by VDOT, to examine the mobility landscape of the Tri-Cities region and to recommend a comprehensive approach to connecting its communities: the counties of Chesterfield, Dinwiddie, and Prince George and the cities of Colonial Heights, Hopewell, and Petersburg

Both GRTC and PAT are required to complete Transit Strategic Plans because both agencies satisfy both of the following size requirements:

- The agencies must serve an urbanized area with 50,000 people or more
- The agency must operate a fleet of 20 or more buses

The Transit Strategic Plans ensure that services are planned in a way to meet the mobility needs of communities throughout the state. PAT last adopted its Transit Strategic Plan in 2021 and GRTC in 2024.

4.8.3 Findings

During the site visit, the Federal Review team observed considerable coordination between GRTC and PAT related to transit service and efforts by both MPOs to consider multi-modal planning. The RRTPO has made considerable efforts to for transit and bike planning throughout its planning area. Both RRTPO and TCAMPO meet Federal requirements for development multi-modal planning.

RRTPO:

> **Commendation:** The Federal Review Team commends RRTPO's commitment to multi-modal planning is commendable and increased efforts since the last Federal Certification Review are noteworthy.

Recommendation: None.

Corrective Action: None.

TCAMPO:

Commendation: None.

Recommendation: The Federal Review Team recommends TCAMPO continue to coordinate closely with PAT and evaluate the potential for future PAT projects to be adopted in the constrained portion of the MTP. Similar to the 2022 Certification Report, the Federal Review team noted that the current MTP does not have any regionally significant transit projects identified in the constrained list of projects.

Corrective Action: None.

5.0 CONCLUSION AND RECOMMENDATIONS

The FHWA and FTA review found that the metropolitan transportation planning process conducted in the Richmond, VA TMA meets the Federal planning requirements, with corrective actions, for TCAMPO that are detailed below. There are also recommendations in this report that require close attention and follow-up, as well as areas where the MPOs are performing very well that are to be commended.

5.1 RRTPO – Commendations, Recommendations, and Corrective Actions

The following are commendations and noteworthy practices that the RRTPO is doing well in the transportation planning process:

- The Federal Review Team commends the RRTPO's coordinated model with the CVTA, and it could serve as a model for other jurisdictions that comprise and serve the Tri-Cities metropolitan planning area for TCAMPO.
- The Federal Review Team commends the RRTPO UPWP for the user-friendly format which is noteworthy.
- The Federal Review Team commends RRTPO for its well-developed and comprehensive approach to developing the region's MTP. The approach is detailed and does a good job in linking investment priorities to its prioritized projects.
- The Federal Review team commends RRTPO for its continued efforts to enhance public engagement, including its unique and dedicated portal for engagement, which includes staff contacts, schedules, surveys, and more. This represents a novel and innovative approach to growing engagement and public participation. The Public Meeting Participation Guide is a thoughtful approach to how residents can follow and participate in each of the activities of the CVTA, RRTPO, and PlanRVA.
- The Federal Review Team commends RRTPO's commitment to multi-modal planning is commendable and increased efforts since the last Federal Certification Review are noteworthy.

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

- The Federal Review Team recommends that RRTPO, TCAMPO, and VDOT meet and review the division of responsibilities and resource allocation for the Richmond, VA TMA.
- The Federal Review Team recommends that the RRTPO work collaboratively to update the February 26, 2019, MOU to better clarify the roles and responsibilities. Additionally, the MOU should be strengthened so that the expectations of the MPOs with respect to the transportation and AQ planning roles are clearer.

- The Federal Review Team recommends that the RRTPO develop a periodic 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.
- The Federal Review Teams recommend that the RRTPO staff consider renaming, or carefully delineating, the differences between the PEP annual update, which serves to measure public engagement performance, with the formal PEP update. This may help to avoid confusing these two distinct tasks for the RRTPO.
- The Federal Review Team recommends the removal of references to Executive Orders 12898 and 13166, as they have been rescinded. The Federal Review Team also observed references to Title VI Investigations in the Title VI Plan, and it's recommended that anyone charged with the responsibility of conducting Title VI investigations have the necessary specialized training.

There are no corrective actions for the RRTPO.

5.2 TCAMPO – Commendations, Recommendations, and Corrective Actions

The following are commendations and noteworthy practices that TCAMPO is doing well in the transportation planning process:

- The Federal Review Team commends TCAMPO for its well-developed project prioritization process. The methodology is detailed and provides clear information.

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

- The Federal Review Team recommends that RRTPO, TCAMPO, and VDOT meet and review the division of responsibilities and resource allocation for the Richmond, VA TMA.
- The Federal Review Team recommends that the TCAMPO work collaboratively to update the February 26, 2019, MOU to better clarify the roles and responsibilities. Additionally, the MOU should be strengthened so that the expectations of the MPOs with respect to the transportation and AQ planning roles are clearer.
- The Federal Review Team recommends that TCAMPO improve the transparency of information in the UPWP by providing more details about planned work for both the MPO and others in the MPA, the sources of funds, the status of uncompleted work elements, and clearly stating the start and end dates covered by the UPWP. It is also recommended that TCAMPO improve accessibility to its UPWP on its website.
- The Federal Review Team recommends that TCAMPO develop a periodic 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.
- The Federal Review Team recommends that TCAMPO update or amend its Public Participation Plan to address inconsistencies, remove references to outdated studies, revise outreach

practices and measures of effectiveness that are no longer in use, and remove references to rescinded Executive Orders.

- The Federal Review Team recommends the removal of references to Executive Orders 12898 and 13166, as they have been rescinded. The Federal Review Team also observed references to Title VI Investigations in the Title VI Plan, and it's recommended that anyone charged with the responsibility of conducting Title VI investigations have the necessary specialized training.
- The Federal Review Team recommends TCAMPO include in the TIP a description of projects or types of projects and how they are linked to the performance targets. The information within the TIP should describe the effect of the projects on the TIP toward achieving the performance targets identified in the MTP. This documentation should include clear information that the TIP links investment priorities to the performance targets.
- The Federal Review Team recommends TCAMPO continue to coordinate closely with PAT and evaluate the potential for future PAT projects to be adopted in the constrained portion of the MTP. Similar to the 2022 Certification Report, the Federal Review team noted that the current MTP does not have any regionally significant transit projects identified in the constrained list of projects.

The following are corrective actions that the TCAMPO must take to comply with Federal Regulations:

- The Federal Review team is issuing a corrective action for TCAMPO to revise its bylaws to remove MPO staff as a voting member. This includes matters regarding the prioritization of projects by the MPO Policy Board for approval and the subsequent obligation of federal transportation funds in the metropolitan area.
- Pursuant to the July 22, 2018, 3-C Agreement executed between the State, MPO, and transit operator, the Crater Planning District Commission serves as the "planning and administrative staff to the MPO." This includes the Executive Director of the Crater Planning District Commission and other staff of the Crater Planning District Commission.
- The Federal Review Team is issuing a Corrective Action to TCAMPO to include rail and public transportation revenues and projects beyond the first four years of the constrained MTP. For the updated and current 2045 Plan, the MPO does not program transit projects beyond the first 4 years of the fiscally constrained plan.

5.3 Technical Assistance

This report does not formally offer any technical assistance for either RRTPO or TCAMPO. However, the Federal Review Team and state partners are available should any future technical assistance needs are identified.

APPENDIX A – PARTICIPANTS

The following individuals were involved in the RRTPO and TCAMPO site reviews on February 24, 2026 (TCAMPO) and February 25, 2026 (RRTPO):

FHWA Virginia Division/HQ

- Ivan Rucker (VA Division)
- Mack Frost (FHWA HQ)

FTA Region 3/HQ

- Dan Koenig (Region 3)
- Laura Keeley (Region 3)
- Colby McFarland (FTA HQ)

Volpe Center

- Kevin McCoy
- Taylor Long

RRTPO / PlanRVA

- Martha Shickle
- Myles Busching
- Sarah-Keel Crews
- Sidd Kumar

TCAMPO / CPDC

- Zak Mumuni
- Landon Bridges
- Jay Ellington

VDOT

- Naomi Siodmok

VDRPT

- Tiffany Dubinsky
- Wood Hudson

GRTC

- Patricia Robinson

PAT

- Darius Mason

APPENDIX B – PUBLIC COMMENTS

Public input is an important part of this Certification Review, utilizing both direct public comments solicited, as well as input from a public listening sessions held with the Federal Review Team. There were two separate public meetings held with one for TCAMPO on February 24, 2026, and another public meeting for the RRTPO on February 25, 2026. The Federal Review Team also met with members of the RRTPO's CTAC during the site visit on February 25, 2026, to solicit feedback and inform them on the purpose of the Certification Review.

TCAMPO: No Public Comments were received at the February 24, 2026, public meeting or during the comment period. The following individuals participated in the meeting virtually or in-person for the February 24, 2026, public meeting associated with TCAMPO.

First Name	Last Name	Email
Zak	Mumuni	zmumuni@craterpdc.org
Landon	Bridges	lbridges@craterpdc.org
Dan	Koenig	daniel.koenig@dot.gov
Jay	Ellington	jayellington@craterpdc.org
Mack	Frost	Mack.frost@dot.gov
Laura	Keeley	Laura.keeley@dot.gov
Ivan	Rucker	ivan.rucker@dot.gov

RRTPO: The following individuals participated in the meeting virtually or in-person on February 25, 2026, public meeting associated with the RRTPO:

First Name	Last Name	Email
Dorian	Allen	dallen@planrva.org
Patrick	Longerbeam	plongerbeam@goochlandva.us
Joseph	Vidunas	jevidunas@hanovercounty.gov
Bill	Dismore	bdizzy60@gmail.com
Strong Towns RVA	Strong Towns RVA	strongtownsrva@gmail.com
Ernest	Moore	bishopelmoe@gmail.com
Toby	Fritz	tfritz@goochlandva.us
Kenneth	Lantz	klantz@planrva.org
Frank	Cardella	cardellaf@yourunitedway.org
Brittany	Seward	brittany.seward@chamberrva.com
Debbie	Preston	dapreston@hanovercounty.gov
Elizabeth	Oatman	eoatman@planrva.org
Chris	Gravel	chris.gravel@socialpinpoint.com
Dan	Koenig	daniel.koenig@dot.gov
Michael	Testerman	testertrain@verizon.net
Jacob	Sherrod	Sherrod.jacob05@gmail.com
Myles	Busching	mbusching@planrva.org
Ivan	Rucker	ivan.rucker@dot.gov
Mack	Frost	Mack.frost@dot.gov
Frank	Cardella	cardellaf@yourunitedway.org
David	Buenrostro	adventure@blueskyfund.org
Wood	Hudson	Wood.Hudson@drpt.virginia.gov
Carmen	McPherson	cmcpherson@hodgesport.com
Erin	Phelan	Erin.d.phelan@gmail.com

Below is a summary of comments received from participants at the RRTPO public meeting on February 25, 2026, or via email.

- A member of the CTAC from the City of Richmond commented about the ease of working with PlanRVA and ways in each PlanRVA staff explained how advisory bodies work together. The commenter noted how everyone at Plan RVA was very welcoming and present on what was happening in the region and connected CTAC members to information they could share. They noted the uptick in community engagement in the last four years and how members of the CTAC have been engaged during meetings to talk about places and events that Plan RVA staff can come to talk about transportation planning and projects. PlanRVA staff were praised for coming to events at the Virginia Commonwealth University and engaging with health system staff. I've also had them come to some community events to talk to folks about how transit planning in the region works, about how to participate and add their real experiences to maps, and about what's coming up and how to have a say. The engagement team works incredibly hard, they're good at what they do, and they bring a lot of passion into those roles.

- A member of the Blue Sky Fund discussed how great it is to partner with PlanRVA. PlanRVA was complimented for doing a presentation with a high school group about different transportation topics in the area and then got an insight into where students would want to see improvements or areas where they've noticed challenges. PlanRVA's presentation got our participants thinking about things in a different way than they had before and the presentation gave participants information on how they could stay involved.

- A member of Strong Towns RVA commented about the great work that Plan RVA does and how easy they are easy they are to work with on being incorporated into the complicated world of transportation planning. The commenter also noted how responsive they are and that they are good recipients and stewards of Federal funds.

- A Hanover County local government representative commented on the successes of PlanRVA's. Rural Transportation Analysis Study Advisory Committee. They were pleased with their sincere engagement from PlanRVA. They also commented positively on the microtransit studies by GRTC in both Ashland and Mechanicsville.

- Another commenter noted how well PlanRVA had done in connecting stakeholders with engagement opportunities in the MTP development process.

- One commenter noted how well PlanRVA manages engagement opportunities with the community on various topics. There was positive feedback about their monthly newsletter on various topics but especially related to transportation. This commenter also noted how well PlanRVA does at showing up at various community events including festivals and hosting tables to keep people informed. It was noted how well PlanRVA does at getting into local news media and advertising their various comment opportunities on the transportation planning process.

- One commenter had very positive feedback about the accessibility of PlanRVA meetings and access to their meeting rooms and locations.

- One commenter affiliated with Powhatan County provided observations about GRTC Link service and the need to maintain or improve GRTC Link microtransit service for critical health appointments for residents in Powhatan County. Reliable transportation is essential not only for accessing healthcare appointments, but also for reaching grocery stores and other resources necessary for maintaining healthy lives. The program has improved notably since the decision was made to expand it from a limited-service zone to county-wide coverage. That change has made the service relevant to far more residents and has increased demand. There are concerns that the initial launch with a limited-service zone created early perceptions among residents that the program was not relevant to them. While the later expansion to county-wide access

was a positive change, many residents had already dismissed the service and needed to be re-educated about its availability.

- The original deployment included larger vehicles and multiple vehicles. Due to low ridership during the initial zone-restricted rollout, the service was scaled back to a single van. Now that the service area has expanded and demand has increased, the single vehicle model frequently results in residents being unable to secure rides when they need them. Restoring additional vehicles and potentially larger vehicles capable of shared rides would better match the current demand.
- It would be beneficial to designate at least one vehicle for scheduled rides that could be booked 24 to 48 hours in advance. Many individuals rely on the GRTC Link for essential medical, dental, and mental health appointments. When rides cannot be scheduled in advance, patients are often forced to cancel appointments at the last minute if transportation is unavailable. This can result in penalties from healthcare providers and disruptions to necessary care.
- Transportation access is a critical component of community health and economic stability. Expanding vehicle capacity and offering scheduled ride options would significantly improve the reliability of this service for Powhatan residents who depend on it.

APPENDIX C – LIST OF ACRONYMS

ADA: Americans with Disabilities Act
AQ: Air Quality
BRT: Bus Rapid Transit
CFR: Code of Federal Regulations
CMP: Congestion Management Process
CMAQ: Congestion Mitigation and Air Quality Improvement
CO: Carbon Monoxide
CPDC: Crater Planning District Commission
CTB: Commonwealth Transportation Board
CVTA: Central Virginia Transportation Authority
DOT: Department of Transportation
FAST: Fixing America's Surface Transportation Act
FHWA: Federal Highway Administration
FTA: Federal Transit Administration
FY: Fiscal Year
HSIP: Highway Safety Improvement Program
GRTC: Greater Richmond Transit Company
IIJA: The Infrastructure Investment and Jobs Act
MAP-21: Moving Ahead for Progress in the 21st Century
MOA: Memorandum of Agreement
MRAQC: Metropolitan Richmond Air Quality Committee
MPA: Metropolitan Planning Area
MPO: Metropolitan Planning Organization
MTP: Metropolitan Transportation Plan
NAAQS: National Ambient Air Quality Standards
PAT: Petersburg Area Transit
PBPP: Performance Based Planning and Programming
RRTPO: Richmond Regional Transportation
RRPDC: Richmond Regional Planning District Commission
SHSP: Strategic Highway Safety Plan
STIP: State Transportation Improvement Program
STBG: Surface Transportation Block Grant
TAM: Transit Asset Management
TCAMPO: Tri-Cities Area Metropolitan Planning Organization
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

VDRPT: Virginia Department of Rail and Public Transportation