

Technical Report K Federal Compliance Report

Connect RVA 2045



Acknowledgments

TITLE

ConnectRVA 2045 Long-Range Transportation Plan: Federal Compliance Report

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ABSTRACT

The Richmond Regional Transportation Planning Organization (RRTPO) is updating the regional Long-Range Transportation Plan (LRTP) to the horizon year 2045. This LRTP has been branded *ConnectRVA 2045*. As part of this process and in keeping with federal regulations, RRTPO staff worked with the regional partners to address all required standards of Performance Based Planning and Programming (PBPP), including the development of performance measures to monitor the progress of overall goals and objectives, a prioritization process, systematic performance review, and assessing progress on MAP 21 federal performance measures and targets.

ACKNOWLEDGMENT

ConnectRVA 2045 was prepared in cooperation with the U.S. Department of Transportation, Federal Highway Administration, Virginia Department of Transportation, and the Virginia Department of Rail and Public Transportation. This report also represents the collective work of state, regional, and local representatives of the RRTPO 2045 Long-Range Transportation Plan Advisory Committee.

DISCLAIMER

The contents of this report reflect the analysis of the RRTPO as part of the Richmond Regional Planning District Commission (PlanRVA) which is responsible for the facts and accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Virginia Department of Rail and Public Transportation (VDRPT), the Virginia Department of Transportation (VDOT), or the PlanRVA Board of Commissioners. This report does not constitute a standard, specification, or regulation.

The FHWA, FTA, VDRPT, or VDOT acceptance of this report as evidence of the fulfillment of the objectives of this planning study does not constitute endorsement or approval of the need of any recommended improvements nor does it constitute approval of their location and design or a commitment to fund any improvements. Additional project level environmental impact assessments and/or studies of alternatives may be necessary.

As each of these projects in *ConnectRVA 2045* is implemented, coordination, agreement, and independent approval of the participating local jurisdiction is required. No part of this plan is to be interpreted as to diminish the authority of local jurisdictions in the areas of land use and transportation improvements.

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Introduction

ConnectRVA 2045 represents the Richmond region's Long-Range Transportation Plan (LRTP) prepared by the RRTPO as a multi-modal blueprint for the transportation network. *ConnectRVA 2045* is a long-term transportation planning document with a horizon of 20 plus years, in contrast to the RRTPO's Transportation Improvement Program (TIP), which is a four-year programming document.

The Federal Transit Administration (FTA) and the Federal Highway Administration (FHWA) are responsible for implementing the FAST Act, which became effective June 27, 2016. The federal planning regulations governing implementation specify the development and content of the LRTP and require that the plan be reviewed and updated at least every four to five years as applicable. Based on the [Code of Federal Regulation § 450.324](#) the following list includes federal requirements applicable to the RRTPO. This is not a comprehensive list of requirements for the Metropolitan Planning Process or the Long-Range Transportation Plan.

1. The long-range transportation plan ("plan") has no less than a 20-year planning horizon.
2. The plan includes both long-range and short-range strategies/actions that provide for the development of a safe and integrated multimodal transportation system to address current and future transportation demand.
3. The MPO, the State(s), and the public transportation operator(s) shall validate data used in preparing other existing modal plans for providing input to the plan. The Plan shall use the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. The Plan shall include current and projected transportation demand of persons and goods to the horizon year of the plan.
4. The MPO planning process shall provide for the implementation of projects and strategies that address the following planning factors:
 - i. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
 - ii. Increase the safety of the transportation system for motorized and non-motorized users;
 - iii. Increase the security of the transportation system for motorized and non-motorized users;
 - iv. Increase accessibility and mobility of people and freight;

- v. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
 - vi. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
 - vii. Promote efficient system management and operation;
 - viii. Emphasize the preservation of the existing transportation system;
 - ix. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
 - x. Enhance travel and tourism
5. The plan shall include existing and proposed transportation facilities that serve important national and regional transportation functions over the period of the transportation plan.
 6. The plan shall include a description of the performance measures and performance targets used in assessing the performance of the transportation system, and a report on progress achieved in meeting the performance targets.
 7. The plan shall include operational and management strategies to improve the performance of existing transportation facilities to relieve congestion and maximize the safety and mobility.
 8. The plan shall include consideration of the results of the congestion management process, including the identification of SOV projects.
 9. The plan shall include an assessment of capital investment and other strategies to preserve the existing and future infrastructure, provide for multimodal capacity increases based on regional priorities and needs, and reduce the vulnerability of the existing transportation infrastructure to natural disasters.
 10. The plan shall include transportation and transit enhancement activities, including consideration of the role that intercity buses may play in reducing congestion, pollution, and energy consumption.
 11. The plan shall include a description of existing and proposed transportation facilities in sufficient detail and include cost estimates.
 12. The plan shall include a discussion of types of potential environmental mitigation activities and potential areas to carry out these activities.
 13. The MPO shall consult, as appropriate, with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation concerning the development of the transportation plan. The consultation shall involve, as appropriate, a comparison of transportation plans with State conservation plans or maps, if available

14. The plan shall include a financial plan that demonstrates how the plan can be implemented and includes:
 - i. Cooperatively developed estimates of costs and revenue sources reasonably expected to be available to adequately operate and maintain the highways and public transit (in “year of expenditure dollars”)
 - ii. Recommendations on any additional financing strategies to fund projects and programs included in the plan.
15. The plan should integrate the priorities, goals and strategies in the State's Highway Safety plans and Improvement programs, and public transportation agency safety plans.
16. The plan shall demonstrate that stakeholders were given the opportunity to comment on the plan; in accordance to the RRTPO Public Engagement Plan.
17. The plan shall demonstrate consultation with agencies involved in a) tourism; b) natural disaster risk reduction.
18. The plan shall be made readily available for public review in electronically accessible formats.
19. Visualization techniques shall be used to describe the plan.
20. Air quality conformity determination on any updated or amended transportation plan in accordance with the Clean Air Act and EPA regulations

Purpose

This *Technical Document K: ConnectRVA 2045 Federal Compliance* documents and references how the RRTPO addressed and incorporated these Federal requirements during the LRTP planning process to prepare the *ConnectRVA 2045* plan.

1. The long-range transportation plan (“plan”) has no less than a 20-year planning horizon.

ConnectRVA 2045 has a 23-year planning horizon - 2022 to 2045. The plan was developed using the data for the Base Year 2017. The plan was adopted by the TPO Policy Board on October 4, 2021.

2. The plan includes both long-range and short-range strategies/actions that provide for the development of a safe and integrated multimodal transportation system to address current and future transportation demand.

ConnectRVA 2045 includes both long-range and short-range strategies and actions to address multimodal transportation issues and deficiencies in the Richmond region. This is evident by the aspirational Vision,

Guiding Principles, Goals and Objectives of the plan as described in Chapter 4; The detailed discussion of multimodal transportation issues discussed in Chapter 3 and Technical Report D: Local and Regional Transportation Issues Report; the Universe of Projects as documented in Technical Report E: Project Prioritization Process Report; and the Constrained list of Projects as listed in Chapter 6.

- 3. The MPO, the State(s), and the public transportation operator(s) shall validate data used in preparing other existing modal plans for providing input to the plan. The Plan shall use the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. The Plan shall include current and projected transportation demand of persons and goods to the horizon year of the plan.**

ConnectRVA 2045 uses the latest Richmond/Tri-Cities (RTC) Travel Demand Model. The current version of the RTC Model has a base year of 2017 and a future/horizon year of 2045. The RTC Model was validated against 2017 auto and truck traffic volumes, transit ridership, land use data, demographics, and other socio-economic factors. The 2017 validated model served as a base to develop future year model scenario which forecasts future year auto and truck traffic and transit ridership. The land use data (or the socioeconomic data) used in the RTC model was developed by a working group of the RRTPO Technical Advisory Committee – the Socioeconomic (SE) Data Work Group. The SE Data Work Group included appointees from local jurisdictions and representatives from VDOT, DRPT and GRTC. The RRTPO Policy Board approved the socioeconomic data on September 5, 2019. For more details see Technical Report A: Socioeconomic Data Report for the 2017 Base Year and 2045 Forecast Year; Technical Report B: Long Range Growth Forecast Analysis Report, and; Technical Report D: Local and Regional Transportation Issues Report.

- 4. The MPO planning process shall provide for the implementation of projects and strategies that address the following planning factors:**
 - i. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;**
 - ii. Increase the safety of the transportation system for motorized and non-motorized users;**
 - iii. Increase the security of the transportation system for motorized and non-motorized users;**
 - iv. Increase accessibility and mobility of people and freight;**
 - v. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;**

- vi. **Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;**
- vii. **Promote efficient system management and operation;**
- viii. **Emphasize the preservation of the existing transportation system;**
- ix. **Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and**
- x. **Enhance travel and tourism**

These planning factors are the foundation of ConnectRVA 2045 and are addressed in various ways in the plan. The planning factors are first described in Chapter 2 under “Federal Guidance on Transportation Planning”. The planning factors were incorporated in the seven Guiding Principles of the plan which shaped the Vision, Goals and Objectives (VGO) as described in Chapter 4. Along with the VGO, 15 performance measures were developed for the plan that provided the technical means (data) for measuring the progress toward meeting the goal and objectives. Some of the performance measures directly evaluated the planning factors. These performance measures were used to evaluate, score and rank all the projects for inclusion in the constrained plan - see Technical Report E: Project Prioritization Process Report for details. Chapter 3 also provided discussion on planning factors including safety, environmental mitigation, resiliency, economic development and tourism.

5. The plan shall include existing and proposed transportation facilities that serve important national and regional transportation functions over the period of the transportation plan.

The existing multimodal transportation facilities are described in Chapter 3, including the Federal Highway Network, National Highway System, and the VDOT Highway System, and the proposed multimodal transportation facilities as described in Chapter 6.

6. The plan shall include a description of the performance measures and performance targets used in assessing the performance of the transportation system, and a report on progress achieved in meeting the performance targets.

Appendix A of this report addresses the performance measures and targets that resulted from the federal, state and regional coordination process in the Commonwealth of Virginia.

7. The plan shall include operational and management strategies to improve the performance of existing transportation facilities to relieve congestion and maximize the safety and mobility.

Operational and management strategies can be found in Chapter 3 and Technical Report I: FY-21 Congestion Management Process.

8. The plan shall include consideration of the results of the congestion management process, including the identification of SOV projects.

Technical Report I: FY-21 Congestion Management Process tracks the system performance measures, outlines strategies to manage demand, and works to ensure the continued reliability of the regional multimodal transportation system in the Richmond region.

Exhibit 42a in Chapter 6 provides the constrained project list of projects in *ConnectRVA 2045* that will add capacity to the region's highway network. Any highway project under "Widening", "New Road", "Auxiliary Lane" or "Road Extension" will add capacity specifically for single-occupant vehicles.

The Air Quality Conformity Project Table in Appendix B of Technical Document J: Regional Air Quality Conformity Assessment Report provides greater detail on all new capacity being added to regionally significant roadway segments in the Richmond region.

9. The plan shall include an assessment of capital investment and other strategies to preserve the existing and future infrastructure, provide for multimodal capacity increases based on regional priorities and needs, and reduce the vulnerability of the existing transportation infrastructure to natural disasters.

ConnectRVA 2045 accomplishes these requirements as follows:

- Chapter 6 demonstrates that the plan's primary focus is on preservation and maintenance of the existing transportation system. Exhibit 36 shows that more than 45% of the available financial resources (constrained budget) for the plan will be dedicated to highway maintenance and operations and State of Good Repair.
- Exhibit 40 in Chapter 6 demonstrates the Constrained project list by mode type and cost estimates. Projects that increase multimodal capacity (Auxiliary Lane, New Road, Road Extension,

Road Widening, Bus Rapid Transit, Enhanced Transit, Shared Use Path, Segregated Bike Lane, Off Road Trails, etc.) account for almost 65% of the constrained budget available for new projects.

- Chapter 4 discusses regional priorities and needs.
- Chapter 3 has a discussion of the vulnerability of transportation infrastructure to natural disasters under “System Resiliency”.

10. The plan shall include transportation and transit enhancement activities, including consideration of the role that intercity buses may play in reducing congestion, pollution, and energy consumption.

See Exhibit 42c in Chapter 6 list the transportation and transit enhancement activities (constrained transit project list) in the plan.

11. The plan shall include a description of existing and proposed transportation facilities in sufficient detail and include cost estimates.

A description of existing and proposed transportation facilities is found in Chapter 3 and Chapter 6, respectively. ConnectRVA 2045's financial plan includes cost estimates for the existing and proposed transportation facilities which is summarized in Exhibit 40 of Chapter 6 and with full details in Appendix D of Technical Report F: Constrained Plan Development Report.

12. The plan shall include a discussion of types of potential environmental mitigation activities and potential areas to carry out these activities.

Chapter 3 has a discussion of types of potential environmental mitigation activities and potential areas to carry out these activities under the “Environmental Resources & Mitigation” section.

13. The MPO shall consult, as appropriate, with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation concerning the development of the transportation plan. The consultation shall involve, as appropriate, a comparison of transportation plans with State conservation plans or maps, if available.

To keep agencies aware of transportation projects in the *ConnectRVA 2045* plan, RRTPO staff maintained a list of agency and local jurisdiction contacts and has included them on all the public review and comment period announcements.

14. The plan shall include a financial plan that demonstrates how the plan can be implemented and includes:

- i. Cooperatively- developed estimates of costs and revenue sources reasonably expected to be available to adequately operate and maintain the highways and public transit (in “year of expenditure dollars”)**

The financial plan includes cooperatively developed costs and revenues in year of expenditures dollars reasonably expected to be available. The financial information is summarized in Chapter 6 and the details are in Technical Report F: Constrained Plan Development Report.

- ii. Recommendations on any additional financing strategies to fund projects and programs included in the plan.**

Recommendations can be found in Technical Report F: Constrained Plan Development Report.

15. The plan should integrate the priorities, goals and strategies in the State's Highway Safety plans and Improvement programs, and public transportation agency safety plans.

RRTPO’s planning process, including performance-based planning and programming target setting is closely coordinated with VDOT, DRPT and GRTC. Chapter 3 includes information on safety and the regional Vision Zero work group.

16. The plan shall demonstrate that stakeholders were given the opportunity to comment on the plan; in accordance to the RRTPO Public Engagement Plan.

Stakeholders were given a number of opportunities guided by the RRTPO’s Public Engagement Plan to comment on the plan and be involved in plan development as outlined in Chapter 7. Members of key stakeholder and community groups served officially on the *ConnectRVA 2045* Advisory Committee and involved their constituents throughout the process. Specific to the development process of *ConnectRVA 2045*, five public review and comment periods were conducted. Overall, 3,093 public comments including 1,743 completed surveys, 134 unique transportation issues, and 265 Vision Statements were received in the nearly two-year long planning and public engagement process A summary of the public

engagement opportunities and the specific input received is shared in more detail in Technical Report H: Public Engagement & Outreach Report. The online public engagement archive can be viewed [here](#).

17. The plan shall demonstrate consultation with agencies involved in a) tourism; b) natural disaster risk reduction.

RRTPO staff maintained a list of agency contacts and included them on all the public review and comment period announcements. Chapter 3 has discussion about Emergency Management Alliance of Central Virginia and hazard mitigation planning. Chapter 3 also addressed economic development and tourism.

18. The plan shall be made readily available for public review in electronically accessible formats.

ConnectRVA 2045 was made electronically available from the beginning of the planning process. A dedicated website www.connectrva2045.org was launched in December 2019. The website was updated regularly with key documents and Advisory Committee meeting materials. A *ConnectRVA 2045* interested party email list provided updates by email for stakeholders and the public. Social media was also extensively used to inform key steps of the planning process and provided website links for all the materials in electronically accessible formats. All *ConnectRVA 2045* plan documents including one main document and eleven technical reports are available electronically. These were also shared publicly through six (6) in-person Open Houses from August 16 to September 15, 2021 during the final public review comment period.

19. Visualization techniques shall be used to describe the plan.

ConnectRVA 2045 employed a variety of visualization techniques to make the plan public-facing and understandable throughout its planning process. First, an interactive web based mapping platform “[Wikimaps](#)” solicited public input asking users to point out areas where they experienced transportation issues. The same interactive web-based mapping platform was used for public review and comments for development of the Universe of Projects and the [Constrained list of Projects recommended by the staff using a data-driven scoring process](#). Finally, a [Storymap](#) provided a visually appealing summary of the plan. Along with text and graphics the storymap also included an animated [introduction video](#) and a few interactive maps to illustrate the project impact on the goals of the plan.

20. Air quality conformity determination on any updated or amended transportation plan in accordance with the Clean Air Act and EPA regulations.

On August 5, 2021, RRTPO Policy Board approved the Richmond Regional Conformity Assessment Report for the constrained list of projects in the *ConnectRVA 2045* plan along with the ungrouped projects in the FY 21-24 TIP. The report was submitted to FHWA on August 10, 2021 and the conformity determination indicated that the determination meets the requirements of the Clean Air Act. *ConnectRVA 2045* is not anticipated to cause or contribute to a violation of any air quality standards. For details see Technical Report J: Regional Air Quality Conformity Assessment, including the joint FHWA/FTA conformity finding for the 1997 8-hour ozone for the Richmond-Petersburg Area (RRTPO 2045 LRTP and FY 21-24 TIP) received on October 4, 2021.

Appendix A: Regional Performance Based Planning and Programming

The two most recent federal transportation laws, [MAP-21](#) and the [FAST Act](#), establish performance measure requirements to ensure states and metropolitan planning organizations (MPOs) are investing transportation funds in projects that collectively will contribute to the achievement of national goals. The USDOT has published rules for states and MPOs that governs the type of data and requirements for establishing performance targets to support performance-based investment decisions. Specifically, this legislation requires MPOs to prepare and set targets for the following federally established performance measures:

- Roadway Safety
- Pavement Condition
- Bridge Condition
- Roadway Performance
- Freight Movement
- Transit Asset Management and Safety

An assessment of the targets selected and past performance monitoring by the RRTPO to comply with Federal guidance is included as follows:

Roadway Safety

RRTPO has generally chosen to adopt the state's performance measures as its own. Roadway safety is the one area of exception. For safety, the RRTPO has adopted more ambitious targets than the statewide targets. These annual regional targets were adopted in December of 2017, and the adopted 4-year targets are summarized in Exhibit 1 below.

Exhibit 1: Annual Regional Safety Performance Targets

Measure	Target	Actual
Fatality Reduction	4.5%	+5 %
Fatality Rate Reduction	5.5%	+2.9%
Serious Injury Reduction	8.0%	0%
Serious Injury Rate Reduction	9.4%	-2.1%
Non-Motorized Reduction	5.0%	+5.2%

Source: [VDOT provided safety PM target setting workbook](#)

The progress in meeting these adopted safety targets is mixed. Instead of seeing a reduction in fatalities and injury targets for motorized crashes, the region has seen an increase in all but the serious injury rates. Non-motorized crashes have increased by 5.2 percent rather than decreased by the targeted reduction of 5.0 percent.

Pavement Conditions

For the pavement condition performance measures, the RRTPO has opted to follow the state's adopted performance targets. As shown in the table below, the Richmond region has performed well in this area, meeting or exceeding all the targets.

Exhibit 2: Pavement Condition Performance Targets

Measure	4-Yr Target	2019 Actual
Pavement in Good Condition (Interstate)	45%	59.4%
Pavement in Poor Condition (Interstate)	<3%	0.6%
Pavement in Good Condition (Non-Interstate NHS)	25%	27.6%
Pavement in Poor Condition (Non-Interstate NHS)	<5%	1.1%

Source: VDOT

Bridge Conditions

For bridges, RRTPO has chosen to follow the targets adopted by the state. The adopted 4-year targets and actual regional performance to-date are summarized in the exhibit below. The Richmond region has not yet met the performance targets in this area.

Exhibit 3: Bridge Condition Performance Targets

Measure	4-Yr Target	2019 Actual
Deck Area of Bridges in Good Condition	30.5%	19.2%
Deck Area of Bridges in Poor Condition	<3%	4.7%

Source: VDOT including National Highway System bridges in the National Bridge Inventory

Roadway Performance

For roadway performance, RRTPO has adopted the statewide targets. The measure used for roadway performance is a calculation of the reliability of the roadway to meet the needs of system users which also factors in the average traffic volume, traffic flow, and miles travelled per person. First, the reliability of the system is calculated using a metric referred to as the “Level of Travel Time Reliability” (LOTTR). LOTTR is the ratio of the 80th percentile travel time to the 50th percentile travel time. Second, the sections of road deemed reliable undergoes further analysis involving the average traffic volume, the direction of traffic flow, and the number of people per vehicle. As described in the Congestion Management Program of Chapter 3 in the main document, the result is the number of person-miles that are reliable. The Richmond region currently meets the adopted targets.

Exhibit 4: Roadway Reliability Performance Targets

Measure	4-Yr Target	2019 Actual
Person-Miles Traveled Reliability (Interstate)	82%	94.1%
Person-Miles Traveled Reliability (Non-Interstate NHS)	82.5%	92.6%

Source: VDOT

Freight Movement

Moving freight reliably through the region is critical for the economy. The approach to measuring freight reliability is like the overall travel time reliability measure discussed above but focuses solely on travel time for trucks through the regional travel network. The RRTPO has adopted the statewide performance target and meets this target.

Exhibit 5: Freight Movement Performance Target

Measure	4-Yr Target	2019 Actual
Truck Travel Time Reliability Index	1.56	1.48

Source: VDOT

Transit Asset Management (TAM) and Safety

The federal performance measurement for transit agencies focuses on one area: transit asset management (TAM). The measures look specifically at the percentage of revenue (buses or vans that carry passengers) and non-revenue vehicles that have exceeded their Useful Life Benchmark (ULB) and percentage of facilities with a condition below 3.0 on the FTA's Transit Economic Requirements Model (TERM) scale. All transit agencies receiving grants from the FTA are required to complete a TAM plan. The FTA has established two tiers of agencies based on size parameters.

- A Tier I agency operates rail or has 101 vehicles or more all fixed route modes or has 101 vehicles or more in one non-fixed route mode.
- A Tier II agency is a subrecipient of FTA 5311 funds, OR is an American Indian Tribe, OR has 100 or less vehicles across all fixed route modes or has 100 vehicles or less in one non-fixed route mode.

For Tier I providers, any Transportation Improvement Program (TIP) is required to be consistent with the TAM Plans developed by the Tier I transit providers within the MPO as well as the regional performance measures adopted by the MPO. Within the RRTPO, the GRTC Transit System is a Tier I provider for the RRTPO population and responsible for the development of the region's TAM Plan. GRTC's TAM Plan can be found here:

<http://ridegrtc.com/statistics-reports/projects-plans/transit-asset-management-plan/>