

CVTA Regional Project Selection and Allocation Framework

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Overview

The 2020 General Assembly legislation, House Bill 1541, created the Central Virginia Transportation Authority (CVTA), allowing the Richmond region to use specified tax revenues to fund transportation needs of the region (Code of Virginia Section 33.2-3700 - 3713):

The funds for the CVTA are generated through the following sources:

- Sales and use tax of 0.7 percent (revenue collection began October 2020); and
- Wholesale gas tax of 7.6 cents per gallon of gasoline and 7.7 cents per gallon of diesel fuel (revenue collection began July 2020).

These tax generated funds are to be divided accordingly:

- 15% to the Greater Richmond Transit Company (GRTC) to provide transit and mobility services;
- 35% to the CVTA for regional transportation projects; and
- 50% distributed proportionally to each member locality for local projects which may include construction, maintenance, or expansion of roads, sidewalks, trails, mobility services, or transit located in the locality.

CVTA Regional Funds

The CVTA funds designated for regional transportation projects is projected to generate approximately \$65 million per year or \$390 million over a six-year period. In order to spend these funds, state code requires the Authority to develop a prioritization process based on objective analysis that considers the benefits of a project relative to its cost. This framework document serves to outline the process for project selection and allocation. The process should be reviewed and updated after each funding cycle to implement improvements through lessons learned and to remain flexible to changes in available funding (i.e., future bonding capacity).

A motivating factor in establishing the CVTA was the region's desire to fund regional transportation projects which were not likely to be funded through other sources due to their high project costs. It is through this lens that the project selection and allocation process was developed. Member localities and regional transportation partners will engage in a competitive process where projects are submitted for funding. Together, the CVTA members will assess the projects' merit and regional value before determining final allocations.

Project Selection Process

The process for obtaining CVTA regional funding for transportation projects will be selective as regional needs surpass the available funding. To ensure a fair and transparent process, the following four-step project selection process has been developed. A general description of each step is included below.

Step 1: Project Submissions

Funding Cycle and Schedule

The CVTA regional funding cycle will coincide with non-Smart Scale years (generally odd years). On the alternating years, funding requests for existing projects will be considered. CVTA staff will work with the CVTA Technical Advisory Committee (TAC) to develop an application schedule with the goal of having an approved funding scenario in advance of the Smart Scale pre-application start date. A calendar of the project selection process will be published each cycle at least a month in advance of the call for projects. CVTA staff will present the project selection schedule to the TAC. All applications and supplemental materials are due by the application deadline. CVTA staff will provide a reminder to TAC before the deadline and indicate the preferred method of submission.

Sponsor Eligibility and Application Limits

All CVTA locality members are eligible to submit requests for CVTA regional funding. The number of applications allowed per locality member will be two times the weighted voting for localities. Refer to **Table 1**.

Table 1: CVTA Regional Funds – Application Limit by Sponsor Type

| CVTA Member Locality/Agency | Population* | CVTA Weighted Votes | Total Applications |
|---|-------------|---------------------|--------------------|
| Town of Ashland | 7,553 | 1 | 2 |
| Charles City County | 7,331 | 1 | 2 |
| Chesterfield County | 333,450 | 4 | 8 |
| Goochland County | 22,277 | 2 | 4 |
| Hanover County | 96,460 | 3 | 6 |
| Henrico County | 320,717 | 4 | 8 |
| New Kent County | 20,468 | 2 | 4 |
| Powhatan County | 28,442 | 2 | 4 |
| City of Richmond | 217,938 | 4 | 8 |
| Total Number of Possible Applications = | | | 46 |

*July 1, 2015 Weldon Cooper

Project Categories and Eligibility

Funding is limited and regional needs are abundant; therefore, criteria was established to constrain the list of eligible projects to focus on projects that would provide regional rather than local benefits. Applications submitted for CVTA regional funding will be classified into seven categories: Highway, Bike/Pedestrian, Transit, Multimodal, Bridge, Studies, and Preliminary Engineering (PE)-Only. Proposed projects must meet the criteria defined in **Tables 2** and **3** to be eligible for CVTA regional funding.

Table 2: Project Categories and Eligibility for CVTA Regional Funding (1 of 2)

| Project Category | Eligibility Criteria | Potential Projects |
|---------------------|--|---|
| Highway | <ul style="list-style-type: none"> ▪ Limited-Access Roadways <ul style="list-style-type: none"> » No volume threshold criteria » Interstate (e.g., I-95, I-64, I-295) » Freeway (e.g., Route 288, Route 150, Powhite Parkway) ▪ Arterial Roadways <ul style="list-style-type: none"> » Existing Roadways <ul style="list-style-type: none"> – Principal arterial with an existing ADT > 20,000 VPD – Minor arterial with an existing ADT > 20,000 VPD <ul style="list-style-type: none"> • Sources: VDOT Functional Classification Map, VDOT published count book or traffic count data » New Alignments <ul style="list-style-type: none"> – Submitting locality/agency to justify based on: <ul style="list-style-type: none"> • Expected functional classification, supported by comprehensive plan • Projected ADT, within 20 years, that meets 20,000 VPD threshold defined above » Intersections <ul style="list-style-type: none"> – Intersection of two arterials, at least one leg with ADT > 20,000 VPD ▪ Projects on the following high priority corridors are eligible (no functional classification or volume threshold criteria): <ul style="list-style-type: none"> » Arterial Preservation Network (APN) <ul style="list-style-type: none"> – Source: VDOT’s Arterial Preservation program » Corridor of Statewide Significance (CoSS) <ul style="list-style-type: none"> – Source: OIPI’s VTrans2040 the state’s long-range multimodal transportation plan ▪ A map showing eligible roadways based on the above criteria (not including New Alignments) can be found here: https://arcg.is/00q9yL ▪ Every applicant may submit one priority highway project outside of the criteria listed above. | <ul style="list-style-type: none"> ▪ Road widening ▪ Realignment, extension, or relocation ▪ New interchange or interchange modification ▪ Grade separation ▪ Intersection improvements ▪ New road or alignment ▪ ITS improvements |
| Bike/ Pedestrian | <ul style="list-style-type: none"> ▪ Limited to regional trail networks <ul style="list-style-type: none"> » Regional trail defined as: multi-jurisdictional trail with a defined/conceptual alignment » Infrastructure supporting a regional trail » Spurs that directly connect to regional trails are eligible | <ul style="list-style-type: none"> ▪ Example regional trails: Fall Line Trail, East Coast Greenway, James River Heritage Trail ▪ Trailheads, parking lots, support stations |

ADT = Average Daily Traffic

VPD = Vehicles Per Day

Table 3: Project Categories and Eligibility for CVTA Regional Funding (2 of 2)

| Project Category | Eligibility Criteria | Potential Projects |
|------------------------------|---|---|
| Transit | <ul style="list-style-type: none"> ▪ Limited to leveraging funds/local match funds for other federal and state fund sources, for regional capital transit projects | <ul style="list-style-type: none"> ▪ Bus Rapid Transit (BRT) ▪ Express Routes ▪ Fixed route or on-demand service ▪ Transit stations or centers |
| Multimodal | <ul style="list-style-type: none"> ▪ Park and Ride lots ▪ Rail and Port ▪ Limited to leveraging funds/local match funds for other federal and state fund sources, for park and ride lots for construction or expansion; rail and port capacity or capital improvements | <ul style="list-style-type: none"> ▪ Capacity change in intermodal corridors including highways, navigable waterways, and rail ▪ Intercity passenger rail ▪ New, relocated, and station upgrades |
| Bridge | <ul style="list-style-type: none"> ▪ Bridge must be on VDOT’s State of Good Repair (SGR) eligibility list (posted annually www.virginiadot.org/projects/state-of-good-repair/) and meet CVTA Highway regionally-eligible criteria ▪ SGR eligibility criteria (must meet all three criteria) <ul style="list-style-type: none"> » Bridge reconstruction or replacement projects » Bridge designated structurally deficient/poor condition by VDOT » Bridge on the National Bridge Inventory (NBI) ▪ New bridge projects are not eligible in this category and will be considered in the Highway project category ▪ Bridge rehabilitation and replacement projects that include betterment (adding capacity, bike/pedestrian, etc.) will be categorized in the most appropriate non-bridge category | <ul style="list-style-type: none"> ▪ Bridge rehabilitation and replacement projects – unsuccessful in securing SGR funds |
| Studies | <ul style="list-style-type: none"> ▪ Studies involving CVTA regionally-eligible facilities ▪ Studies that are part of an agency’s work program will not be considered for CVTA regional funds | <ul style="list-style-type: none"> ▪ Operational and Safety studies ▪ Interchange access requests (IAR) ▪ Transit feasibility studies ▪ Regional bike/pedestrian alignment studies |
| Preliminary Engineering-Only | <ul style="list-style-type: none"> ▪ PE-Only projects involving CVTA regionally-eligible facilities | <ul style="list-style-type: none"> ▪ Preliminary engineering to clear environmental reviews ▪ Development of construction plans to right-of-way stage |

Step 2: Project Screening

All projects requesting CVTA regional funding will be screened by CVTA staff and TAC to ensure that the project is eligible for funding. The following items will be evaluated during project screening:

- Project scope is well defined and includes total cost estimate and requested CVTA regional funding amount.
- Project estimate and schedule is reasonable as determined by a third-party review. Applicant estimate is submitted using VDOT Cost Estimating Workbook (CEWB). Applicants' estimates and the third-party estimates are reviewed by TAC with TAC making a final recommendation to the full authority.
- Submission includes supplemental data and studies, if available and the agency who will administer the project (locality/agency or VDOT).
- For study requests, the regional nature and appropriateness to fund with CVTA regional funds will be considered along with efforts to fund through other study funding programs.
- Projects are not required to be in the Long-Range Transportation Plan (LRTP). The LRTP will be amended to include projects selected for regional funding that are not currently in the plan.

Step 3: Project Scoring and Ranking

Per state code, all projects requesting CVTA regional funding will be prioritized using a data-driven process that considers benefits and cost. Projects will be ranked within each of the seven project categories based on the benefit to cost score. Ranking within each project category allows projects with similar characteristics to be compared against the others. Project scoring will be conducted by CVTA staff. Project categories will be scored using the measures discussed below.

Project Category: Highway, Bike/Pedestrian, Transit, Multimodal, Studies, Preliminary Engineering (PE)-Only

All project categories, except for the Bridge category, will be evaluated using selected goals and performance measures developed for the ConnectRVA 2045 LRTP. The core goals selected for prioritization were 1) Safety, 2) Mobility, and 3) Equity/Accessibility/Economic Development. See **Table 4** for descriptions and weighting for each goal and performance measure. The selected goals and performance measures provide the most discernible differences to compare regional improvements. Scoring will be weighted and normalized for each measure and project benefits will be measured against project costs. Scores will be evaluated to determine the impact of outliers on the normalized scores and may be adjusted to better compare benefits. A summary of how the goals and performance measures were selected and a link to the LRTP technical documentation is provided in **Appendix I**.

Project Category: Bridge

Regionally-eligible bridge projects will be evaluated using VDOT's State of Good Repair (SGR) score to rank and prioritize projects within the Bridge category. VDOT administers the SGR funding program. The SGR program uses five factors to score and prioritize structurally-deficient/poor condition bridge rehabilitation and replacement projects for funding. SGR scoring is conducted by VDOT annually with

scores posted here <https://www.virginiadot.org/projects/state-of-good-repair/>. The SGR score is based on the five factors described in **Table 5**.

Table 4: CVTA Regional Scoring for Project Categories: Highway, Bike/Pedestrian, Multimodal, Transit, Studies, PE-Only

| Goal | Safety | | Mobility | | Accessibility | | | |
|-----------------------------------|---|---|---|--|--|--|---|--|
| | | | | | Economic Development | | Equity | |
| Goal Weight | 38.5% | | 23% | | 38.5% | | | |
| Performance Measure | Crash Frequency | Crash Rate | Person Throughput | Person Hours of Delay | Access to Destinations | Access to Jobs | Access to Jobs (EJ) | Access to Destinations (EJ) |
| Performance Measure Weight | 70% | 30% | 50% | 50% | 30% | 30% | 20% | 20% |
| Description | Reduction in EPDO of Fatal and Injury Crashes (5-year period) | Reduction in EPDO of Fatal and Injury Crashes per 1 million VMT | Increase in Person Throughput (Peak Period) | Reduction in Person Hours of Delay (Peak Period) | Increase in average access to weighted destinations per 1,000 persons (travel time of 30 minutes for all modes) for all population | Increase in average job accessibility per person | Increase in average job accessibility per person (Total EJ Population within EJ Area) | Increase in average access to destinations per 1,000 persons (travel time of 30 minutes for all modes) for EJ population |
| Unit of Measure | EPDO | EPDO per 1 Million VMT | Persons | Person Hours | Weighted Destinations per 1,000 Persons | Jobs per Person | Jobs per Person | Weighted Destinations per 1,000 Persons |

EPDO = Equivalent Property Damage Only

VMT = Vehicle Miles Traveled

EJ = Environmental Justice

Table 5: CVTA Regional Scoring for Project Category: Bridge

| SGR Factor | Importance | Condition | Design Redundancy and Safety | Structure Capacity | Cost Effectiveness |
|----------------------|--|---|---|---|---|
| Factor Weight | 30% | 25% | 15% | 10% | 20% |
| Description | Traffic volume, truck traffic, detour route, future traffic volume, and key route designations | Measures overall condition of the bridge using detailed condition data compiled from the safety inspection report | Fracture-critical bridges, fatigue prone details, and scour and seismic vulnerability | Consideration of whether the bridge will be posted or has issues with clearances or waterway adequacy | Ratio of actual project cost to the cost for full replacement |

Step 4: Project Selection

A six-year program for allocations is developed based on the following steps. Some steps may be iterative in nature until consensus is reached.

- 1) CVTA staff will provide the scored regional projects ranked within each project category to CVTA TAC for an initial review and to the full Authority as an information item.
- 2) CVTA staff will request projected annual allocations for a six-year window of regional funding from the Finance Committee.
- 3) CVTA staff will use the project rankings and projected annual allocations to develop a recommended funding scenario considering the guidelines below and following the allocation process described in the subsequent section of the document.
 - If applicant submits one application for leveraging and one PE-Only application for the same project both funding requests need to be considered independent of the other (as standalone applications).
 - The distribution of funds should be roughly proportional to the total value of the requested amount per each project category
 - Studies should not exceed 5% and PE-Only projects should not exceed 10% of the annual CVTA regional funding
- 4) CVTA TAC will review CVTA staff's draft funding scenario, make revisions if necessary and provide a recommended funding scenario to the CVTA Authority, requesting authorization for public review.
- 5) CVTA staff will manage a public comment period consistent with the RRTPO Public Engagement Plan. All comments will be provided to the Authority before they take a final vote on the project selections and allocations.

Project Allocations

Projects selected by the CVTA are programmed for funding according to the project schedule and needs. The allocation of funds by the CVTA is the final step in the project selection process. The following section outlines the CVTA's approach to allocating available funds, addressing funding shortfalls and surpluses, and changing project schedules.

Allocation Process

Order of Allocations

The following order of allocations is used to ensure existing, active projects are funded and prioritized above new projects while maintaining a reserve fund to address cost overruns and changes in available funding.

1. Year 6 funding to balance entry (see target balance below)
2. Additional funding for programmed phases of active projects in Years 1-5, starting with Year 1
3. Next phase of existing projects already approved by the CVTA for Year 6
4. New projects in order of priority and based on available funding

General Programming Guidance

Funds are allocated to projects based on the project schedule and the availability of funds. In general, the allocated funds should cover the entire amount requested for a phase (PE, RW, CN) but may be split

over multiple years based on the project schedule and availability of funding. Leveraging funds used for Smart Scale, will be programmed to allow projects to advance ahead of other fund source availability. Allocations cover a six-year period consistent with §33.2-3706. The goal of the allocation process is to fully allocate all six years of funding with some funding held in unallocated balance entry to cover cost increases and allow for new project selection in the future. The target allocation percentages assigned to projects and held in a unallocated balance entry account is summarized in the table below.

Table 6: Balance Entry & Project Allocation Percentages

| | Previous | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Year 6 |
|----------|----------|--------|--------|--------|--------|--------|--------|
| Projects | 100% | 90% | 85% | 80% | 75% | 70% | 65% |
| Balance | 0% | 10% | 15% | 20% | 25% | 30% | 35% |

Funding Limits

CVTA regional funds applied to studies should not exceed 5% of the annual CVTA regional funding, approximately \$3.25M. CVTA regional funds applied to PE-Only projects should not exceed 10% of the annual CVTA regional funding, approximately \$6.5M.

Future Commitments

If a project cannot be fully funded within the six-year period covered by the SYIP, the necessary funding for future phases should be documented by year as "future commitments". If the CVTA decides not to commit to funding subsequent phases (as in the case of leveraging funds), this decision should be noted in the allocations and future commitments tables. Documenting future phases and commitments allows for better estimation of available funding prior to the application period. If the available funding for a year is insufficient to cover new projects, the CVTA may elect to only accept applications for cost overruns on existing active projects for the year.

Leveraging Funds

Applicants for CVTA regional funds are encouraged to leverage CVTA funds for outside funding, such as Smart Scale, Revenue Sharing and federal grants, when possible. When a selected project request is intended to support leveraging, the CVTA will program the funds so the project can be delivered as quickly as possible considering the year the complementary fund source will be programmed. The use of the funds for leveraging is documented in the allocations table. Projects with funding intended for leveraging are not considered active projects until fully funded.

No Change to Leveraging Amount: If the project sponsor is unsuccessful in its first attempt to obtain additional funds to fully fund the project, the leveraging funds will be adjusted for inflation and programmed to fit the anticipated allocation year of the complimentary funding source.

Adjusted Leveraging Amount: The project sponsor may request a new amount for leveraging funds. If this new amount is not included in the CVTA recommended funding scenario, the sponsor can adjust the request or retain the amount of the original leveraging (for a second attempt to fully fund). If an

adjusted leveraging amount is approved, the sponsor's attempt to fully fund the project will be considered the first attempt with the new leveraging amount.

Funds from Leveraging for PE: The sponsor may request a portion of the leveraging funds, in the amount necessary to develop 30% plans for the original project scope. 30%-design may include the following: survey, roadway, bridge and structures, right of way and utility impacts, hydraulics, traffic, and environmental work. The leveraging available for the second attempt will be reduced accordingly unless the applicant successfully applies for a new leveraging amount (refer to Adjusted Leveraging Amount). The request for PE funds from the leveraging amount must be made prior to the next CVTA regional application cycle.

If the sponsor is unsuccessful in the second attempt to obtain funds to fully fund the project, the project funds will be deallocated. The project sponsor may submit a new application for the entire project cost or leveraging to be rescored with other new projects. A subsequent request for leveraging should include documentation to support requested leveraging amount.

(See **Appendix II** for a definition of "committed and reasonably expected funds").

Cost Overruns

All active projects are initially eligible to request additional funding to cover cost overruns but may become ineligible as described in the "Quarterly Reporting" section. Additional funding requests must be submitted during the annual application window. Requests outside the normal application window are only accepted for the construction phase when construction costs are over budget. Changes to the project scope will not be accepted as a justification for additional funding. Any request for additional funding must include documentation of the reason for the cost increase. If the request results in a cumulative allocation increase of up to 10% relative to the initial CVTA approved allocation for the phase, CVTA TAC may approve additional allocations. CVTA staff may consider the use of balance entry or funding swaps, which do not negatively impact project schedules, to address overruns.

If the request results in a cumulative allocation increase of more than 10% relative to the initial CVTA approved allocation for the phase, CVTA TAC will review the request and recommend to the CVTA any combination of the following options for their approval:

- Use balance entry funds
- Reduced project scope
- Use of local or other non-regional CVTA funds
- Deselect and deallocate the project

Surplus Funds

All surplus funds are returned to CVTA balance entry to be reallocated through the CVTA selection and allocation process. Funds are deemed surplus upon project completion or cancellation. Projects that are completed or cancelled are no longer considered active projects and are not eligible for additional funding in the future.

Any CVTA funding on a project that receives additional committed funding from another source is also deemed surplus if the total allocation exceeds the estimated project cost. CVTA staff will identify overfunded projects and reallocate surplus funding. Unlike completed or cancelled projects, projects which are overfunded are still considered active projects, even if all regional funding is removed from the project. As active projects, these projects are eligible for additional funding in accordance with the cost overrun guidelines in the previous section.

Project Development and Reporting

To provide oversight in the use of regional funds, the CVTA has implemented a quarterly reporting requirement for CVTA funded projects, see **Table 7**. Project sponsors are expected to complete the quarterly report, according to the following schedule until the project is closed out:

Table 7: CVTA Quarterly Reporting Schedule

| Period Covered: | Submission Date: |
|-------------------------|------------------|
| July 1 – September 30 | November 1 |
| October 1 – December 31 | February 1 |
| January 1 – March 31 | May 1 |
| April 1 – June 30 | August 1 |

A reporting form will be made available on the CVTA website. The report should, at minimum, include the following items:

- Current cost estimate and schedule
- Current phase(s) authorized
- Next major milestone (start preliminary engineering, public involvement, start right-of-way and utility phase, complete right-of-way and utility phase, advertise project for construction, award construction contract)
- Any delays or challenges in implementation

If project quarterly reports have not been submitted, reimbursement or future pay-go payments for the project may be withheld and the project may be ineligible for additional funding for cost overruns.

The CVTA will maintain a CVTA program database on the CVTA website. This page will include a summary of all active and selected projects and their progress toward implementation. This page will be updated with the quarterly reports and after new project selection each year.

Appendix I: Scoring Methodology

All project categories, except for the Bridge category, will be evaluated using selected goals and performance measures developed for the ConnectRVA 2045 LRTP. Scoring will be weighted and normalized for each measure and project benefits will be measured against project costs. For more details on the methodology, please see the LRTP technical documentation found here:

<https://planrva.org/wp-content/uploads/ConnectRVA2045-Project-Evaluation-and-Scoring-Process.pdf>

The performance measures used to prioritize the ConnectRVA 2045 LRTP were reviewed to determine which measures would provide the most discernible differences to compare regional improvements. The core goals selected for prioritization were 1) Safety, 2) Mobility, and 3) Accessibility (Economic Development & Equity). See **Table 4** for descriptions and weighting for each goal and performance measure. These core performance measures were selected for the following reasons:

1. The measures are performance-based and quantify the direct benefit of a proposed improvement.
2. The measures are the most applicable to regional projects.
3. The measures balance the overwhelming impact of cost compared to benefits. This is particularly true for the Highway project category.

Other ConnectRVA 2045 LRTP goals/performance measures, while relevant, were deemed unnecessary for comparing regional projects and excluded for the following reasons:

1. The following measures estimate benefits more qualitatively based on the local proximity of a proposed project to relevant features. These measures do not draw clear distinctions and are less relevant to the benefits of regional projects:
 - » *Economic Development: Connections to Truck Intensive Areas*
 - » *Environmental: Sensitive Features*
 - » *Land Use: Connection to Activity Centers*
2. The following measures do not provide significant differentiation between projects scores and are redundant to performance measures evaluated under the goals Mobility, Equity and Accessibility, Economic Development, Environmental/Land Use:
 - » *Economic Development: Truck Throughput* similar to *Mobility: Person Throughput measure*
 - » *Economic Development: Job Growth* similar to *Equity & Accessibility: Access to Jobs measures*
 - » *Environmental/Land Use: Connection to Activity Centers* similar to *Equity & Accessibility: Access to Destinations measures*
3. The following environmental measures are not necessary to prioritize regional projects because mitigating environmental impacts is part of the project development process:
 - » *Environmental: Sensitive Features, Air Pollution and Vehicle Miles Traveled per Capita*

Appendix II: Other Funding

The CVTA staff calculates the cost-benefit of a project based on the total cost of the project less any other funding contributions. Funds that are already committed to a project and funds that are reasonably expected are counted as other funding contributions when determining the project cost. Examples of committed and expected funds are listed in the table below.

Table 8: Committed and Expected Funds

| Example of Committed Funds | Example of Reasonably Expected Funds |
|--|---|
| Funds included in the adopted budget of local, state, or federal agency | Funds included in the adopted budget but not yet allocated to a project |
| Funds awarded by agencies or organizations with project selection authority | Funds in a draft budget or appropriation |
| Funds included in a constrained Capital Improvement Program (CIP) or a transit agency Development Plan | Funds from future budgets, but consistent with historic levels of the funding source(s) |

Supporting documentation must be provided for all outside funding as part of the project application. Examples of documentation include Six-Year Improvement Program (SYIP) project pages, locality or agency budgets or capital improvement programs, or award letters from selecting agencies. Any undocumented other funds will not be counted in calculating the overall cost-benefit score for a project.