

AGENDA

CVTA TECHNICAL ADVISORY COMMITTEE

Monday, June 14, 2021

1:00 p.m.

PlanRVA James River Board Room

Members

- Town of Ashland
- Charles City County
- Chesterfield County
- Goochland County
- Hanover County
- Henrico County
- New Kent County
- Powhatan County
- City of Richmond
- VA House of Delegates
- Senate of VA
- Commonwealth Transportation Board

- VDRPT
- VDOT
- GRTC
- RMTA

Members of the public may observe the meeting via YouTube Live Streaming at www.youtube.com/c/PlanRVA. Opportunities for sharing comments are described in the [Public Participation](#) guide on the www.PlanRVA.org website.

WELCOME AND INTRODUCTIONS

(Eure).....

- Michael Campbell, Goochland County – CVTA TAC Alternate Member

STATEMENT REGARDING VIRTUAL MEETINGS

(Parsons)..... page 1

ROLL CALL & CERTIFICATION OF A QUORUM

(Eure).....

1. Consideration of Amendments to the Action Meeting Agenda

(Eure).....

2. Approval of May 10, 2021 CVTA TAC Action Meeting Minutes

(Eure)..... page 2

Action Requested

3. Public Comment Period – Open

(Eure/5 minutes).....

4. CVTA TAC Chairman’s Report

(Eure/5 minutes).....

5. CVTA TAC Staff Update

(Parsons/Gregory/10 minutes).....

- a. Finance Committee Summary from 5/12/2021 and 6/9/21
- b. CVTA Voting Tool

- 6. **Commitment to Fund the Fall Line**
(Parsons/15 minutes)
 - a. **Draft Letters to the Secretary of Transportation and CTB**
Action Requested
 - b. Draft Funding Plan for Fall Line
 - c. Draft Funding Plan for Regional Project Needs of Charles City County, Goochland County, New Kent County, and Powhatan County

- 7. **Regional Project Prioritization Update**
(Walker/15 minutes)
 - a. Regional Priorities Subcommittee Summary from 6/4/21 and 6/11-21

- 8. **Certification Reporting**
(Parsons/Gregory/10 minutes)..... page 8
 - a. **CVTA FY22 Local Allocation Plan**
Action Requested

- 9. **FY22 Regional Public Transportation Plan Draft: May 14, 2021**
(Torres, GRTC/10 minutes)
Action Requested

- 10. **Draft Transit Service Governance Report**
(Parsons/10 minutes)..... page 9
Action Requested

- 11. **CVTA TAC Member Comments**
(Eure/5 minutes).....

- 12. **Next Meeting: July 12, 2021**
(Eure).....

- 13. **Adjournment**
(Eure).....

CAP/nm
 Attachments

Opening Statement for Electronic Meetings

Due to the 2020 COVID-19 virus and current guidance regarding physical distancing to reduce the potential for spread, meetings of the Central Virginia Transportation Authority are accessible in a virtual format in accordance with provisions of Virginia Code § 2.2-3708.2 and related legislation approved by the General Assembly of Virginia during the period of the Governor's State of Emergency Declaration for COVID-19.

While we meet in a remote/virtual format, we remain committed to public accessibility and opportunity to participate. Staff provided notice of this meeting to members and the public on June 7, 2021 through electronic posting on the PlanRVA website and email distribution of notice to members, alternates, and known interested parties, including the media.

This meeting will be recorded. Audio and visual recordings of the meeting and materials will be posted on the PlanRVA website within 48 hours of this meeting.

Any member of the public participating as an observer during the meeting today may submit comments or questions at any time prior to or during the meeting via email at CVTA@PlanRVA.org. All comments and questions submitted at this time will be reviewed following the meeting and to the extent practical, responses will be provided or posted on the PlanRVA website.

We ask that members identify themselves first when speaking so we can more accurately record the activities of the meeting. All lines should be muted to minimize additional noise and feedback. You may unmute your line at any time to request acknowledgement from the Chair.

Please let us know if you have any questions regarding the process for assuring effective facilitation of this meeting or for how members of the public may participate.

By providing this statement, staff certifies that we have followed the approved procedures for appropriate notice of this meeting and the means by which we are convening.

Please indicate your presence by saying "HERE" when your name is called during a roll call. Anyone who wishes to identify themselves following the roll call of members will be invited to do so.

**CENTRAL VIRGINIA TRANSPORTATION AUTHORITY
TECHNICAL ADVISORY COMMITTEE (TAC)**

**MEETING SUMMARY
Zoom Meeting
May 10, 2021**

Members and Alternates Present:

Town of Ashland		Charles City County		Chesterfield County	
Nora Amos	x	Rhonda Russell	x	Barbara K. Smith	x
				Chessa D. Walker (A)	x
Goochland County		Hanover County		Henrico County	
Thomas M. Coleman	x	Joseph E. Vidunas	x	Todd Eure, FY21 Chair	x
Todd Kilduff (A)		J. Michael Flagg (A)		Sharon Smidler (A)	x
New Kent County		Powhatan County		City of Richmond	
Justin M. Stauder	x	Bret Schardein	x	Dironna Moore Clarke, FY21 Vice Chair	x
Kelli Le Duc (A)		Andrew Pompei (A)		Travis A. Bridewell (A)	
VDRPT*		VDOT*		GRTC Transit System*	
Jennifer B. DeBruhl	x	R. Shane Mann	x	Adrienne Torres	x
Tiffany T. Dubinsky (A)	x	Mark Riblett (A)	x	Emily E. DelRoss (A)	x
RMTA*		PlanRVA/RRTP0*			
Joi Taylor Dean		Chet Parsons	x		

*Non-voting members

The Central Virginia Transportation Authority (CVTA) Technical Advisory Committee (TAC) meeting was held by electronic communication means as set forth by the April 22, 2020 actions of the General Assembly in response to the continued spread of novel coronavirus, or COVID-19. The technology used for this meeting was a web-hosted service created by Zoom and YouTube Live Streaming and was open and accessible for participation by members of the public. A recording of this meeting is available on the [Plan RVA YouTube Channel](#).

CALL TO ORDER

The Central Virginia Transportation Authority (CVTA) Technical Advisory Committee (TAC) Chair, Mr. Todd Eure, presided and called the May 10, 2021 CVTA Technical Advisory Committee (TAC) regular meeting to order at 1:03 p.m.

ATTENDANCE ROLL CALL & CERTIFICATION OF MEETING QUORUM

Nicole Mueller, Program Coordinator, took attendance by roll call and certified that a quorum was present.

1. Consideration of Amendments to the Action Meeting Agenda

Staff submitted the following agenda item for consideration:

- Draft Memorandum of Agreement (MOA) between CVTA and Localities Regarding Financial Distributions v.1 05-03-2021

The informational item was added to the agenda as part of the CVTA TAC Staff Update.

Seeing and hearing no objections, the May 10, 2021 agenda was approved by acclamation as amended (voice vote).

2. Approval of April 12, 2021 CVTA TAC Action Meeting Minutes

There were no comments or corrections to the meeting minutes. The CVTA Technical Advisory Committee unanimously approved the minutes of the April 12, 2021 action meeting by acclamation as presented (voice vote).

3. Public Comment Period

Public comment received was emailed to CVTA TAC members and read into the record during the meeting (see Appendix A).

4. CVTA TAC Chairman's Report

Chair Eure informed the committee of the collaborative conversations that are taking place in the region regarding funding opportunities of regional projects.

5. CVTA TAC Staff Update

a. Finance Committee Summary from 4/14/2021

- i. The CVTA Finance Committee recommended approval of the Draft Memorandum of Agreement (MOA) with GRTC. The Authority approved the MOA at their meeting on April 30th.
- ii. Staff continues working with the Finance Work Group on the following items:
 - FY22 Revenue Projections;
 - Financial strategy for the investment of the 35% Funds (how to approach project financing);
 - Any additional policies and procedures for the CVTA and other issues or needs identified by the group regarding communications and disbursements;

Results from these discussions will be brought back to this committee at the next meeting in May.

- iii. The Finance Committee recommended approval of the Draft FY22 Administrative and Operating Expense Budget. The Authority held a public hearing on Friday April 30, 2021 during its regular meeting; it included a public hearing on the budget. The Authority adopted the FY22 Budget at their meeting on April 30th.
- iv. A draft FY22 Memorandum of Understanding (MOU) for Support Services between the CVTA and PlanRVA was introduced. Finance Committee members were invited to discuss and provide feedback; the MOU will be brought back to this committee at the May meeting with a potential for action requested to forward the draft FY22 MOU to the Authority with a recommendation to approve.

b. CVTA Voting Tool

Staff proposed an update to the CVTA voting tool based on the new population data developed by Weldon Cooper following the latest updates of the 2020 census. According to the [Virginia Code § 33.2-3705](#), "the population of counties

and cities embraced by the Authority shall be the population as determined by the most recently preceding decennial census, except that on July 1 of the fifth year following such census, the population of each county and city shall be adjusted, based on population estimates made by the Weldon Cooper Center for Public Service of the University of Virginia." The updated voting tool will be brought back to the committee for review when available.

- c. Draft Memorandum of Agreement (MOA) between CVTA and Localities Regarding Financial Distributions v.1 05-03-2021

The draft MOA has been circulated to the localities which was based on the MOA that was recently approved with GRTC. Input has been received back from local legal counsel and revisions will be made as necessary and appropriate. The committee was asked to send any suggested changes to Eric Gregory or to communicate them to each localities' legal counsel. A revised draft will then be re-circulated and brought back to the committee for proposed execution in the near future.

6. Regional Project Prioritization Update

Chessa Walker, CVTA Regional Priorities Subcommittee Chair, provided a brief summary on the April 16th and April 30th subcommittee meetings.

- **Prioritization Measures**
The subcommittee continued the conversation on evaluating the benefits from the list of eligible projects. RRTPO staff is currently scoring the Universe of Projects using SMART SCALE measures with some modifications. The subcommittee discussed testing a subset of the non-binding significant regional priorities ("top" 15 projects selected by the subcommittee) that are also being scored as part of the Universe of Projects and review those scoring results. The estimated timeline for completion of the testing and scoring of selected projects is mid-May.
- **Leveraging and Benefit/Cost Considerations**
The subcommittee continued their discussion on establishing a process for implementing leveraging, and the members agreed to restrict leveraging and limit the CVTA regional funds that could be used for any one project. Applications requesting the full amount can be submitted with information on other committed/uncommitted but anticipated funds available for this project.
- **Application Process – Open Discussion:**
 - An annual application cycle was favored by the subcommittee.
 - The subcommittee proposed limiting the number of applications and considered limiting that number by following CVTA voting weights with possible modifications.
 - Project Readiness will be discussed at a later date.
 - The subcommittee favored a simple application format similar to the CMAQ / RSTP level of detail.

Next steps include evaluating a sample set of projects through the RRTPO priority model and then deciding if additional changes or adjustments should be made to develop CVTA priorities.

7. Certification Reporting

- a. CVTA FY21 Spending Plan – Optional Quarterly Updates

A brief overview of the updates made to the FY21 Spending Plan was provided.

On motion of Dironna Moore Clarke, seconded by Joseph E. Vidunas, the Central Virginia Transportation Authority (CVTA) Technical Advisory Committee (TAC) unanimously approved the following resolution by acclamation (voice vote):

RESOLVED, that the Central Virginia Transportation Authority (CVTA) Technical Advisory Committee approves the quarterly update of the CVTA FY21 Spending Plan as presented.

- b. FY21 Annual Reporting Requirements – Certification of Expenditures
CVTA TAC representatives discussed the certification reporting cycle and how annual reporting can be tracked to ensure compliance with legislative requirements. In addition to the quarterly and annual reporting, an annual certification signed by either the Chief Elected Officer or Chief Administrative Officer shall be submitted. The year-end closeout of the Local Allocation Plan is a legal instrument that certifies local CVTA revenues for the preceding year were expended solely for transportation purposes. A draft document for the annual certification of expenditures was presented to the committee.

On motion of Joseph E. Vidunas, seconded by Barbara K. Smith, the Central Virginia Transportation Authority (CVTA) Technical Advisory Committee (TAC) unanimously approved the following resolution by acclamation (voice vote):

RESOLVED, that the Central Virginia Transportation Authority (CVTA) Technical Advisory Committee approves the annual certification of expenditures document as presented.

- c. CVTA FY22 Spending Plan
TAC members introduced the FY 22 Local Allocation Plan and were encouraged to get projects submitted to staff in advance of the June meeting so that a FY22 plan could be put on the agenda for approval in June.

The Central Virginia Transportation Authority (CVTA) Technical Advisory Committee deferred approval of the CVTA FY22 Spending Plan until the CVTA Technical Advisory Committee (TAC) meets again on June 14, 2021.

8. Draft Regional Public Transportation Plan – GRTC

A detailed summary of the complete development process of the Plan since the first meeting of the RRTPO Public Transportation Work Group on August 24, 2021 was provided by Adrienne Torres, Chief Development officer at GRTC, and Scudder Wagg, Senior Associate at Jarrett Walker & Associates.

A draft of the plan will be brought back to CVTA TAC at the June 14 meeting with a recommendation for approval. The final draft Plan is expected to go to the full Authority on June 25th. No other RRTPO Public Transportation Work Group meetings are currently scheduled.

**A copy of the presentation provided by Adrienne Torres is available [here](#).

9. Transit Service Governance Report – Progress Report

The CVTA Transit Service Governance Subcommittee met on May 7th with AECOM and Eno Center for Transportation to continue work with the consultant team to

develop the report due by the end of June. The consultant has completed stakeholder interviews, peer agency evaluations, and developed a strategic assessment and benchmarking of CVTA compared to NVTA and HRTAC and is preparing options for GRTC governance strategies.

The next subcommittee meeting will be held on Friday, May 21st. The report is slated for review and recommendation by the TAC on June 14th and planned for presentation for approval by the CVTA at its June 25th meeting.

10. CVTA TAC Member Comments

No other comments or business was brought forward.

11. Next CVTA Technical Advisory Committee Meeting

Chairman Eure noted the next regular meeting of the CVTA TAC will be held on June 14, 2021 beginning at 1:00 p.m. in Richmond, Virginia.

12. Adjournment

Chairman Eure adjourned the meeting at 2:18 p.m. on May 10, 2021.

CAP/nm

Appendix A - Public Comment

Central Virginia Transportation Authority (CVTA) Technical Advisory Committee Meeting on May 10, 2021

From: Carl Schwendeman <schwendemaca@alumni.vcu.edu>

Sent: Wednesday, April 28, 2021 11:54 AM

To: CVTA <CVTA@planrva.org>

Subject: Question about the infrastructure bill and local road and sidewalk projects

Question about the infrastructure bill and local road and sidewalk projects:

Good day my name is Carl and I have a question about the proposed Route 288 widening project. Could they include a bike path that runs from River Road along Route 288 along the bridge to Huguenot Trail Road to link a future sidewalk that might go down River Road and Huguenot Road. The new trail along Route 288 could in the future lead to Broad Street or even run down to Route 1. There is a spot along Route 288 where a flat-water main easement follows Route 288 for several miles and is separated from the freeway by 200 feet of trees. The watermain easement runs from Bailey Bridge Road to at least Iron Bridge Road and Route 288.

I also have a question about the new infrastructure bill proposed by Joe Biden that would allow VDOT to do something big like widen Interstate 95 to ten lanes 5 lanes north and south from Interstate 95 and Interstate 295 to the town of Ashland? Or remove every railroad crossing in the Richmond Region and replace them with overpasses? Or put the Richmond's region sidewalk building program into hyperdrive?

Thank you, Carl

CVTA FY22 Local Allocation Plan

Jurisdiction	Name	Description	UPC (N/A if none)	Type *	If Type is "Other", explanation	Estimated Total Cost	Proposed CVTA Funds	Proposed Future CVTA Funds	Other Committed Funds	Notes on other funds	Remaining Funds Needed				
Richmond	Pavement Maintenance & Infrastructure Program	City Wide 9 Districts		Operations/Maintenance			\$ 6,527,120				\$ (6,527,120)				
Richmond	Personnel for Signals Maintenance/ Transportation Engineering/Pavement/Multimodal/ROW/Safety Program	City Wide 9 Districts		Staffing			\$ 3,462,132				\$ (3,462,132)				
Richmond	Transportation Engineering	City Wide 9 Districts		Safety	Safety/Operations/Maintenance		\$ 2,990,793				\$ (2,990,793)				
Richmond	Maintenance Operations	City Wide 9 Districts		Operations/Maintenance			\$ 1,310,976				\$ (1,310,976)				
Richmond	Bridge and Roadway Projects	Capital Improvement Program		Safety	Safety/Capacity Expansion		\$ 1,574,781				\$ (1,574,781)				
Richmond	Multimodal Transportation Planning and Projects	City Wide 9 Districts		Other	Transit/Mobility/Bicycle/Pedestrian		\$ 1,127,000				\$ (1,127,000)				
Henrico	Countywide Pedestrian Improvements		N/A	Bicycle/Pedestrian		\$ 2,500,000	\$ 2,500,000			May be matched w/ Revenue Share	\$ -				
Henrico	Countywide Engineering Feasibility Studies		N/A	Safety		\$ 500,000	\$ 500,000				\$ -				
Henrico	Countywide Safety and Mobility Improvements		N/A	Safety		\$ 1,000,000	\$ 1,000,000				\$ -				
Henrico	Unallocated Funds		N/A	Other		\$ 18,500,000	\$ 18,500,000				\$ -				
Hanover	Pole Green Rd	Widen from 2-4 lanes btwn Bell Creek Rd & Rural Point Rd	109260	Roadway Capacity Expansion		\$ 20,506,125	\$ 2,000,000	\$ 2,000,000	\$ 16,506,125		\$ -				
Hanover	Rt. 360/Lee Davis Rd	Widen Rt. 360 btwn Wynbrook Ln & Sujen and Lee Davis Rd north and south of the Rt. 360	13551	Roadway Capacity Expansion		\$ 25,311,118	\$ -	\$ 1,951,140	\$ 23,359,978		\$ -				
Hanover	Atlee Station Rd (Ph. 2)	Widen from 2-4 lanes btwn Warren Ave. & Kings Charter Dr.	115195	Roadway Capacity Expansion		\$ 31,530,000	\$ -	\$ 4,836,532	\$ 26,693,468		\$ -				
Hanover	Atlee Station Rd (Ph. 3)	Widen from 2-4 lanes btwn Kings Charter Dr & Sliding Hill Rd	N/A	Roadway Capacity Expansion		\$ 33,500,000	\$ 1,000,000	\$ 22,500,000	\$ -	Plan to apply for \$10M in FY 27 & 28 Rev. Sh. funds	\$ 10,000,000				
Hanover	Creighton Rd/Creighton Pkwy/Walnut Grove Rd	Convert intersection to a roundabout	N/A	Roundabout		\$ 6,430,000	\$ 930,000	\$ 5,500,000	\$ -		\$ -				
Hanover	Lewisstown Rd/Ashcake Rd	Convert intersection to a roundabout	N/A	Roundabout		\$ 5,635,000	\$ 600,000	\$ 5,035,000	\$ -		\$ -				
Hanover	Cool Spring Rd	Reconstruct 2-lane road	N/A	Roadway Reconstruction		\$ 10,000,000	\$ 750,000	\$ 9,250,000	\$ -		\$ -				
Hanover	Rt. 301	Convert SB shoulder to thru/right-turn lane btwn Atlee Rd & Atlee Station Rd	N/A	Roadway Capacity Expansion		\$ 1,215,000	\$ 400,000	\$ 815,000	\$ -		\$ -				
Hanover	Rural Paving Rehab	Rehabilitate/resurface various rural secondary roads to include shoulder wedging (on-going, to be funded on an annual basis)	N/A	Paving		\$ 3,500,000	\$ 3,500,000	\$ -	\$ -		\$ -				
Hanover	Economic Development Road Improvements	Construct various improvements to support economic development (on-going, to be funded on an annual basis)	N/A	Economic Development		\$ 1,000,000	\$ 1,000,000	\$ -	\$ -		\$ -				
Hanover	Engineering Support FTE	New position to support the development of road projects (on-going, to be funded on an annual basis)	N/A	Staffing		\$ 100,000	\$ 100,000	\$ -	\$ -		\$ -				
Ashland	Vaughan Road Overpass	Grade Separated Crossing at Vaughan/Archie Cannon. Funds used for leverage of other funding.	N/A	Bridge		\$ 38,500,000	\$ 300,000				\$ 38,200,000				
Ashland	Economic Development Road Improvements	Construct various improvements to support economic development.	N/A	Roadway Capacity Expansion		\$ 8,000,000	\$ 200,000				\$ 7,800,000				
Ashland	England Street Streetscape Project	Engineering and construction of streetscape improvements.	N/A	Bicycle/Pedestrian		\$ 10,000,000	\$ 60,000				\$ 9,940,000				
Chesterfield	Nash Road (Beach Road - Route 10) Extension	New 2-lane road	107088	New Alignment		\$ 30,000,000	\$ 5,000,000		\$ 25,000,000	Revenue Sharing and CVTA	\$ -				
Chesterfield	Woolridge Road (Route 288 - Old Hundred Road) Extension	New 4-lane road	112974	New Alignment		\$ 54,487,100	\$ 4,430,442		\$ 9,758,382	Revenue Sharing and CVTA	\$ 40,298,276				
Chesterfield	Woolridge Road (Watermill Pkwy - Genito Rd) Widening	Widening and Intersection Improvements	N/A	Roadway Capacity Expansion		\$ 16,882,500	\$ 3,432,000				\$ 13,450,500				
Chesterfield	Centralia Road/Old Wrexham Road Roundabout	Roundabout and Bike/Ped Accommodations	N/A	Innovative Intersection		\$ 5,000,000	\$ 2,200,000				\$ 2,800,000				
Chesterfield	Powhite Parkway Extension: Little Tomahawk Ck - Woolridge Rd; Charter Colony Grade-Separation; Brandermill Pkwy Overpass	New 4-lane road	N/A	New Alignment		\$ 170,000,000	\$ 2,786,307				\$ 167,213,693				
Chesterfield	Route 10 (Route 288 - Courthouse Rd) Weave Mitigation	Roadway and Intersection Improvements	N/A	Innovative Intersection		\$ 23,000,000	\$ 3,813,000				\$ 19,187,000				
						TOTAL \$	517,096,843	\$	71,994,551	\$	51,887,672	\$	101,317,953	\$	291,896,667

* If Type is "Staffing" then only list cost of position directly related to transportation tasks - not including fringe/overhead, etc.

Richmond Regional Transit Governance Study

Central Virginia Transportation Authority

June, 2021

Prepared for:

Central Virginia Transportation Authority
9211 Forest Hill Avenue, Suite 200
Richmond, VA 23235

Prepared by:

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Table of Contents

Executive Summary	6
1 Introduction	11
1.1 Background and Purpose	11
1.2 Study Approach	11
2 Overview of The Greater Richmond Transit Company.....	12
2.1 Existing Governance Structure	12
2.1.1 Brief History	12
2.1.2 GRTC Board	12
2.1.3 Board Powers and Functions.....	13
2.2 GRTC Service and Organizational Structure	14
2.2.1 Description of Service.....	17
2.2.1.1 Service Area Demographics.....	17
2.2.2 Commuting Patterns	19
2.2.3 GRTC Service.....	20
2.2.3.1 Fixed Route Service.....	20
2.2.3.2 Specialized Service.....	21
2.2.4 GRTC Fare Structure.....	23
2.3 Sources of Funds.....	24
2.3.1 Federal Funding.....	25
<u>Section</u>	26
2.3.2 State Funds	26
2.3.3 Local and Directly Generated Funds.....	26
3 Peer Study Summary.....	28
3.1 Overview of Peers	28
3.2 Review of Governance Structures	29
3.2.1 Hampton Roads Transit.....	29
3.2.2 VIA Metropolitan Transit (VIA Metro).....	31
3.2.3 Nashville Metropolitan Transit Authority.....	33
3.2.4 Regional Transportation Authority of Middle Tennessee	34
3.2.5 Rock Region Metropolitan Transit Authority.....	37
3.3 4.6 Comparison of GRTC Governance Structure Relative to Peers	40
4 Strategic Assessment And Benchmarking of CVTA	42
4.1 Central Virginia Transportation Authority.....	42
4.1.1 Membership Structure.....	42
4.1.2 Governance	43
4.1.3 Funding.....	43
4.1.4 Powers and Authority	43
4.2 Northern Virginia Transportation Authority	43
4.2.1 Role and Funded Projects	44
4.2.2 Membership Structure.....	44
4.2.3 Governance	44
4.2.4 Funding.....	45
4.3 Hampton Roads Transportation Accountability Commission.....	46
4.3.1 Role and Funded Projects	46
4.3.2 Membership	46
4.3.3 Voting.....	46

4.3.4 Funding.....46

4.4 CVTA Benchmarking.....47

5 Transportation Districts49

5.1 Purpose and Creation.....49

5.2 Governance49

5.3 Powers and Authority50

5.4 Opportunities and Potential Threats.....51

6 Key Governance Issues And Considerations For Further Study.....52

6.1 Stakeholder Outreach Participants52

6.2 Discussion of Key Governance Issues and Findings54

6.2.1 Decision Making and Accountability.....54

6.2.2 Board Representation.....56

6.2.3 Implications of Governance Changes for GRTC Ownership.....58

6.3 CONSIDERATIONS FOR FURTHER STUDY59

Appendix A Planning Process for Transportation Districts.....60

Figures

Figure 2-1 - GRTC Board Structure14

Figure 2-2 - GRTC Organizational Chart.....16

Figure 2-3 - Population Density of GRTC-Serviced Jurisdictions (2019).....17

Figure 2-4 – Percent Households without Vehicle Access and Residents Below the Poverty Line within GRTC-Serviced Jurisdictions (2019)18

Figure 2-5 - Work Location Patterns (2019)19

Figure 2-6 GRTC Ridership by Jurisdiction (2015 to 2020).....20

Figure 2-7 - Total Actual Revenue Miles (FY2019).....21

Figure 2-8 - Total Actual Revenue Hours (FY2019).....21

Figure 2-9 -Stops and Route Miles by Jurisdiction21

Figure 2-10 - Specialized Service Ridership Breakdown (2019)22

Figure 2-11 GRTC Operating Funds (2015 to 2021)24

Figure 2-12 GRTC Local Operating Contributions (2015-2021)24

Figure 2-13 GRTC Capital Contributions by Source25

Figure 2-14 Details of Local Capital Contributions by Jurisdiction.....25

Figure 3-1 TDCHR Organizational Chart29

Figure 3-2 HRT Senior Executive Team Organizational Chart29

Figure 3-3 HRT Sources of Operating Funds (NTD 2019)31

Figure 3-4 VIA Metro Organizational Chart32

Figure 3-5 VIA Metro Sources of Operating Funds (NTD 2019).....33

Figure 3-6 Nashville MTA Organizational Chart33

Figure 3-7 MTA Sources of Operating Funds (NTD 2019)34

Figure 3-8 RTA Organizational Structure.....35

Figure 3-9 RTA Sources of Operating Funds (NTD 2019).....37

Figure 3-10 Rock Region Metro Organizational Chart38

Figure 3-11 Rock Region Sources of Operating Funds (NTD 2019)39

Figure 4-1 Map of Jurisdictions in Planning District 15.....42

Figure 4-2 NVTA Organizational Chart.....45

Figure 6-1 Summary of Key Issues54

Figure 6-2 Summary of FY2022 CVTA Funding Estimates54

Tables

Table 2-1 - GRTC Governance Characteristics	13
Table 2-2 - Fixed Service Definitions	20
Table 2-3 Summary of GRTC Ridership for Petersburg and Chesterfield County	20
Table 2-4 - Specialized Service Definitions	22
Table 2-5 - GRTC Fare Price Structure	23
Table 3-1 Operating Characteristics of Peer Study Agencies (2019 NTD)	28
Table 3-2 Rock Region Metro Funding Allocation Formula	39
Table 3-3 Comparison of GRTC Governance to Peers	40
Table 4-1 Sample NVTA Voting Worksheet	45
Table 6-1 Stakeholder Outreach Participants	52
Table 6-2 Summary of Advantages and Disadvantages of Elected Officials on Transit Governance Boards	56

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EXECUTIVE SUMMARY

The Central Virginia Transportation Authority (CVTA) is a newly created authority with the purpose of providing transportation funding throughout the central Virginia region. Established in the 2020 session of the Virginia General Assembly, CVTA will manage and administer a new transportation sales and use tax as well as a wholesale gas tax. Additionally, the CVTA is charged with reviewing the governance structure of existing service in the Richmond region and evaluate the possibility of creating a transportation district.

With the introduction of new taxes, it is imperative to maintain full transparency and accountability of the funds received. The ***purpose of this study was therefore to determine the effectiveness of existing policies and processes to ensure accountability and proper spending of regional transit funds as well as to identify options to guarantee such accountability if needed.***

The primary transit agency in the region is the Greater Richmond transit Company (GRTC), which serves Richmond, parts of Chesterfield and Henrico counties, extends commute hour services to Petersburg and Ashland, and extends seasonal trips through Hanover County to King's Dominion. GRTC provides fixed route, express bus, paratransit, and other specialized shared-ride services. The agency is governed by a six-member Board of Directors appointed by the City Council of Richmond and the Chesterfield County Board of Supervisors. Each jurisdiction appoints three members to the Board for a term of one year with the eligibility of serving multiple years. The GRTC also has a Transit Advisory Group (TAG) consisting of community volunteers with an interest in improving the region's public transit service delivery. The focus of the TAG is to identify problems and potential solutions for transit through a collaborative process with GRTC's leadership.

A review of governance structures for peer agencies was conducted to provide further context and insight into potential transit governance strategies for the Richmond region. The selected peer agencies are:

- Hampton Roads Transit (HRT)
- VIA Metropolitan Transit (VIA Metro)
- Nashville Metropolitan Transit Authority (Nashville MTA)
- Regional Transportation Authority of Middle Tennessee
- Rock Region Metropolitan Transit Authority

Peer agency selection was based on the following criteria:

- **Service area demographics:** service area population, service area square miles, and population density.
- **Agency size:** vehicles operated in maximum service, number of modes, number of employees, and total operating budget.
- **Operating Characteristics:** total annual vehicle revenue miles, total annual vehicle revenue miles per capita, total annual vehicle revenue hours per capita; and
- **Governance structure and funding:** governance type, board size and composition, qualifications for members, selection of officers, committees, and roles. This criterion also considered voting and veto authority and funding structures.

The tables on the following two pages offer a structural comparison of GRTC to the identified peer agencies:

	GRTC (Richmond)	HRT (Hampton Roads)	VIA (San Antonio)	MTA (Nashville)	RTA (Nashville)	Rock Region (Little Rock)
Founded	1973 (1989)	1999	1978	1973	1988	1986
Agency Type	Public service corporation	Transportation District	Independent Authority	Component of local government	Regional Authority	Authority by Interlocal Agreement
Taxing Authority	No	No	Yes	No	No	No
Jurisdictions	4	7	14	1	10	6
Appointing Body	<ul style="list-style-type: none"> • City Council • County Board of Supervisors 	<ul style="list-style-type: none"> • City/county government • Governor • CTB • Senate • House 	<ul style="list-style-type: none"> • City council • Mayors of other jurisdictions • Bexar County Commissioner 	<ul style="list-style-type: none"> • Mayor (approved by City Council) 	<ul style="list-style-type: none"> • Counties • Cities • Governor 	<ul style="list-style-type: none"> • County Judge • City Board of Directors • Mayor
Board Size & Term	<ul style="list-style-type: none"> • 6 members • 1-year, no term limit 	<ul style="list-style-type: none"> • 15 members • 1-year term 	<ul style="list-style-type: none"> • 11 members • 2-year term, staggered, max 8 years 	<ul style="list-style-type: none"> • 5 members • 5-year staggered terms 	<ul style="list-style-type: none"> • 39 members • Citizens (5-year term) • Ex-officio (office term) 	<ul style="list-style-type: none"> • 12 members • 4-year term • No term limit

	GRTC (Richmond)	HRT (Hampton Roads)	VIA (San Antonio)	MTA (Nashville)	RTA (Nashville)	Rock Region (Little Rock)
Representation Elected and/or Citizen	<ul style="list-style-type: none"> Citizens 	<ul style="list-style-type: none"> Elected officials Citizens CTB State Senate and House 	<ul style="list-style-type: none"> Citizens 	<ul style="list-style-type: none"> Citizens 	<ul style="list-style-type: none"> Elected officials, Citizens TDOT Commissioner 	<ul style="list-style-type: none"> No elected officials Two city staff from Little Rock
Qualification	<ul style="list-style-type: none"> Residency requirement waived 	<ul style="list-style-type: none"> NA 	<ul style="list-style-type: none"> Residents and qualified voters of service area 	<ul style="list-style-type: none"> 3-year minimum residency Secretary –30 years or older, practicing attorney 	<ul style="list-style-type: none"> Governor appointees should be knowledgeable in transit service or operations 	<ul style="list-style-type: none"> Elector within Authority’s jurisdiction No residential requirement
Voting, Proxy	Simple majority	Simple majority, Yes	Simple majority	Simple majority	Simple majority, Yes	Simple majority
Voting Veto	No	Yes, within jurisdiction	No	No	No	No
Primary operating funding source	CVTA (from FY21 budget) and Localities	Member contributions	Sales tax, ATD tax	City general fund	CMAQ, Member contributions	Member contributions

Chapter 5 provides an overview of Transportation Districts in the Commonwealth and offers some considerations for the utility of a Transportation District for regional transit governance and funding in central Virginia. A Transportation District is a mechanism provided to support the provision of improved or expanded transportation systems that enhance the quality of life of citizens in regions, metropolitan areas, or contiguous political subdivisions. They are implemented where joint action by the political subdivisions is needed for the planning and provision of major capital improvements, which may include transit infrastructure. Associated transportation system improvements may include dedicated funding for transit systems, highways, or other transportation modes. Existing Transportation Districts in the Commonwealth include the Northern Virginia Transportation District and Commission (NVTD/NVTC), Potomac and Rappahannock Transportation Commission (PRTC), and Transportation District Commission of Hampton Roads (TDCHR). A Transportation District Commission serves as the governing body for the District.

Discussions with stakeholders raised the desire for the participation of a broader number of jurisdictions in transit governance and of having elected officials on a transit board. The creation of a transit district in the Richmond region may be useful to provide expanded regional service investments. This would also offer an opportunity for a new governance structure meeting the expressed wishes of all participating members, including the ability of elected officials to directly participate. Further study and analysis would be needed to determine the interest of the jurisdictions within Planning District 15 to participate in such a district, the type of regional service to be provided, the amount of service warranted, and cost of regional service. Furthermore, since the creation of new transportation or transit district does not automatically guarantee funding, unless a tax is levied by the General Assembly as in the case of TDCHR, component governments interested in participating in such a district would have to determine the willingness and ability to fund any new service.

If determined that the region has the willingness and ability to jointly plan for and fund new regional service investments without a new tax, a Transportation District may not be necessary. The Project Team determined that the creation of another entity for transit system improvements could be a potential threat due to public confusion about roles and responsibilities of regional entities, particularly, transportation related entities.

The 2020 CVTA legislation introduced a new regional sales and use tax of 0.7 percent and a wholesale gas tax of 7.6 cents per gallon of gasoline and 7.7 cents per gallon of diesel fuel. These new taxes were imposed within the CVTA member jurisdictions. Of the total revenue generated through the new transportation funding, 15 percent would be provided to support transit service provided by GRTC, 50 percent to CVTA member jurisdiction proportionally, and 35 percent for regional projects. The following table provides a summary of projected CVTA member contributions in Fiscal Year 2022.

FY2022 CVTA Contribution Estimates

Locality	Local Sales Tax	Wholesale Fuels Tax	Total	Total 15% Apportionment for Transit
Charles City	834,000	128,400	962,400	144,360
Chesterfield County	42,245,300	14,786,400	57,031,700	8,554,755
Goochland County	2,940,000	1,944,000	4,884,000	732,600
Hanover County	18,270,000	7,251,600	25,521,600	3,828,240
Henrico County	49,000,000	11,064,000	60,064,000	9,009,600
New Kent County	1,622,600	3,056,400	4,679,000	701,850
Powhatan County	2,878,700	1,374,000	4,252,700	637,905
Richmond City	25,816,400	4,648,800	30,465,200	4,569,780
Total	143,607,000	44,253,600	187,860,600	28,179,090

Conclusions

The current governance structure for GRTC is 32 years old. The City of Richmond and broader region have changed significantly in that timeframe and will continue to change. The creation of the CVTA to provide regional transportation funding was a positive step with the potential to enhance quality of life (particularly for transit-dependent citizens) and allow for graceful, green regional growth patterns and economic development. This study's core mandate was to assess the sufficiency of existing policies and procedures that ensure accountability of transit funding received by

GRTC from the CVTA. In the discussion of findings, several policies and mechanisms were identified that allow for oversight and ensure accountability and equitable funding distribution. The other primary study goal of evaluating the establishment of a transportation district was also reviewed and discussed with associated opportunities and threats.

The project team concluded that implementing effective changes to the regional transit governance structure could enhance overall collaboration and equitable service delivery and system growth. In light of this, the following subjects are offered for ongoing consideration:

1. **Historical Financial Investments by GRTC Shareholders:** Further collaboration between the GRTC Board and respective component governments to measure historical financial investments including the remaining useful life of past capital investments;
2. **GRTC Board Representation:** Collaboration between the GRTC Board, shareholders and potential new board appointing bodies on board composition;
3. **Types, Amount and Cost for New Regional Transit Service:** Further analysis of types and levels of regional transit service warranted across CVTA member jurisdictions. This analysis would include the full cost of new and existing services and a review of equitable measures to sustainably fund the proposed transit network; and
4. **GRTC Shareholder Structure:** Further analysis into the GRTC shareholder structure to determine the value of shares, marginal benefit of shareholder structure, and the benefit of potentially allocating shares on the basis of board representation.

1 INTRODUCTION

1.1 BACKGROUND AND PURPOSE

The Central Virginia Transportation Authority (CVTA) is a newly created authority with the purpose of providing transportation funding throughout the central Virginia region. Established in the 2020 session of the Virginia General Assembly, CVTA will manage and administer a new transportation sales and use tax as well as a wholesale gas tax. Additionally, the CVTA is charged with reviewing the governance structure of existing service in the Richmond region and evaluate the possibility of creating a transportation district.

With the imposition of new taxes, it is imperative to maintain full transparency and accountability of the funds received. The purpose of this study was therefore to determine the effectiveness of existing policies and processes to ensure accountability and proper spending of regional transit funds as well as to identify options to guarantee such accountability if needed.

The primary transit agency in the region is the Greater Richmond transit Company (GRTC), which serves Richmond and parts of Chesterfield and Henrico counties. The GRTC provides fixed route, express bus, paratransit and other specialized shared-ride services. The agency is governed by a six-member Board of Directors appointed by the City Council of Richmond and the Chesterfield County Board of Supervisors. Each jurisdiction appoints three members to the Board for a term of one year with the eligibility of serving multiple years. The GRTC also has a Transit Advisory Group (TAG) consisting of community volunteers with an interest in improving the region's public transit service delivery. The focus of the TAG is to identify problems and potential solutions for transit through a collaborative process with GRTC's leadership

1.2 STUDY APPROACH

The study team worked collaboratively with the CVTA and regional stakeholders throughout the study. The main focus areas of this study were as follows:

1. **Governance Structure**
 - Reviewed the existing GRTC governance structure
 - Conducted stakeholder outreach
 - Identified key issues and opportunities
2. **Peer Analysis**
 - Reviewed five peer agencies to identify range of possibilities for transit governance
3. **CVTA Benchmarking**
 - Reviewed structure of NVTA and HRTAC
 - Benchmarked against CVTA structure
4. **Transportation District**
 - Reviewed provisions for the establishment of transportation district
 - Identified opportunities and potential threats to transit governance in the region
5. **Key Issues and Considerations for Further Study**
 - Identified key issues for transit governance in the region and offered considerations for further study

2 OVERVIEW OF THE GREATER RICHMOND TRANSIT COMPANY

The purpose of this section is to provide a strategic assessment of the existing conditions for GRTC. To accomplish this, the project team conducted a three-pronged approach.

First, the Project Team analyzed demographic and transit service data through public sources including the US Census Bureau data and GRTC reports. Second, the team reviewed GRTC governance documentation including certificates of incorporation and corporate bylaws. Third, the project team conducted interviews with stakeholders within GRTC operations, members of the GRTC Board of Directors, and representatives of governing jurisdictions serviced by GRTC.

Using the information gathered through this three-pronged approach, the following section will provide explanations of the current GRTC transit service, governance structure, and financial profile.

2.1 EXISTING GOVERNANCE STRUCTURE

2.1.1 Brief History

Prior to the 1970s, Richmond residents received transit service from the private Virginia Transit Company. Private, for-profit transit service was common in American cities during the first half of the twentieth century. That changed in 1973 when a combination of local, state, and federal funds allowed the City of Richmond to purchase the Virginia Transit Company's assets and form the Greater Richmond Transit Company (GRTC).¹

The City formed GRTC as a not-for-profit stock corporation with the purpose of "providing mass transportation service as a public service corporation."² All shares of GRTC were wholly owned by the City of Richmond and nine City residents sat on its initial Board of Directors. During this period, GRTC provided service to the City of Richmond and subsequently began providing service to Henrico County in 1975.³

In 1989, GRTC's Articles of Incorporation were amended and restated to allow Chesterfield County to purchase stock in the organization. The County purchased five of the ten total shares for \$10,000 each thereby becoming half owners of GRTC.⁴ The Board of Directors was also reorganized at this time from nine Directors to six.⁵ Under this current iteration, GRTC expanded its service area to include additional jurisdictions, established its robust CARE paratransit operation, adopted updated transit technologies, redesigned of service routes in conjunction with partners, and introduced the GRTC Pulse Bus Rapid Transit (BRT) service.

2.1.2 GRTC Board

The governance structure created in 1989 remains the current structure for GRTC today. Four documents created out of the 1989 agreement between the City of Richmond and Chesterfield County serve as the authoritative guides for governance related issues; these documents are:

Greater Richmond Transit Co. Articles of Restatement: amends the previous Articles of Incorporation by restructuring the Board to allow Chesterfield County Directors to join and participate.

Sale and Purchase Agreement: outlines the sale of shares from the City of Richmond to Chesterfield County.

Umbrella Agreement: dictates the agreement reached between the City of Richmond, Chesterfield County, and GRTC regarding management of GRTC.

¹ About Us: Our History (n.d.) Retrieved from <http://ridegrtc.com/about-us/our-history/>

² Greater Richmond Transit Company. Articles of Incorporation of Greater Richmond Transit Co. Richmond, VA.: 1973.

³ About Us: Our History (n.d.) Retrieved from <http://ridegrtc.com/about-us/our-history/>

⁴ Greater Richmond Transit Company. Sale and Purchase Agreement. Richmond, VA.: 1989.

⁵ About Us: Our History (n.d.) Retrieved from <http://ridegrtc.com/about-us/our-history/>

⁵ Greater Richmond Transit Company. Articles of Incorporation of Greater Richmond Transit Co. Richmond, VA.: 1973.

By Laws of the Greater Richmond Transit Co.: provides the governing rules whereby the Board of Directors operates and manages its affairs.

The following table summarizes GRTC's Board of Directors (the Board) governance characteristics.

Table 2-1 - GRTC Governance Characteristics

Characteristic	GRTC Board of Directors Format
Size	The Board is comprised of six Directors; three from the City of Richmond and three from Chesterfield County. ⁶
Appointing Authority	The Richmond City Council and Chesterfield County Board of Supervisors serve as the appointing authorities for the Board. ⁷
Board Director Qualifications	Appointed Directors must be residents of the City of Richmond or Chesterfield County. ⁸
Leadership Selection within the Board	Directors vote by majority to select a President, Vice President, Secretary and other officers deemed necessary by the Board. The President serves as the Board of Director's presiding office. The Secretary maintains minutes for shareholder and Board meetings, and he/she may hold more than one office. Remaining members without a leadership position are called Directors. ⁹
Term Regulations	Director terms are for one year until their successor is elected. There is no stated limited to the number of terms a Director may serve. ¹⁰
Governing Committees	The Board of Directors may appoint Directors to serve on ad hoc committees with the full authority delegated to them by the Board of Directors. ¹¹
Voting Structure	The Board of Directors may act with a majority vote in the affirmative for a motion. A quorum of a majority of Directors present is required for votes to take place. ¹²
Process for changes and amendments	Any amendment to the Amended and Restated Articles of Incorporation requires ratification from the governing body of each shareholder of the corporation – the Richmond City Council and Chesterfield Board of Supervisors. ¹³ Any amendment to the By Laws requires a two-thirds vote by the Board and further ratification by the governing body of each shareholder of the corporation – the Richmond City Council and Chesterfield Board of Supervisors. ¹⁴ Any portion of the By Laws rendered invalid by the Virginia General Assembly automatically goes into effect with the Commonwealth's decision. ¹⁵
Legal Standing	Section 15.2 – 947 of the Code of Virginia - Systems of Public Transportation for Certain Counties or Cities

2.1.3 Board Powers and Functions

As a not-for-profit corporation, GRTC is managed by its Board of Directors, the body that ensure accountability within all aspects of the organization. The Board's wide range of powers and responsibilities can be best categorized under the following:

⁶ Ibid

⁷ Ibid

⁸ Greater Richmond Transit Company. Umbrella Agreement. Richmond, VA.: 1989. However, this requirement is waived.

⁹ Greater Richmond Transit Company. By Laws of Greater Richmond Transit Co. Richmond, VA.: 1993.

¹⁰ Ibid

¹¹ Ibid

¹² Ibid

¹³ Greater Richmond Transit Company. Amended and Restated Articles of Incorporation of Greater Richmond Transit Co. Richmond, VA.: 1989.

¹⁴ Greater Richmond Transit Company. By Laws of Greater Richmond Transit Co. Richmond, VA.: 1993.

¹⁵ Ibid.

Financial Oversight: The Board provides full oversight to all aspects of GRTC finances. All financial reporting from GRTC must go through its Board of Directors and the Board has the responsibility to hire auditors when necessary.¹⁶

Performance Monitoring: GRTC performance is reported to the Board of Directors regularly based on the key metrics used to assess transit service. The Board serves to monitor this performance in the interest of the shareholders.

Stakeholder Engagement: Monthly Board meetings serve as a forum for all stakeholders to speak publicly and address concerns related to GRTC service, operations, and management. Stakeholders include representatives from the shareholders – the City of Richmond and Chesterfield County – but also members of the public who have the right and opportunity to speak about GRTC-related concerns.

Leadership Selection: The Board of Directors has full discretion to select the GRTC CEO, who selects the internal leadership he or she sees fit for daily operations.

Figure 1-2 illustrates the relationship between GRTC, its shareholder organizations (Richmond City Council and the Chesterfield Board of Supervisors), and the GRTC CEO.

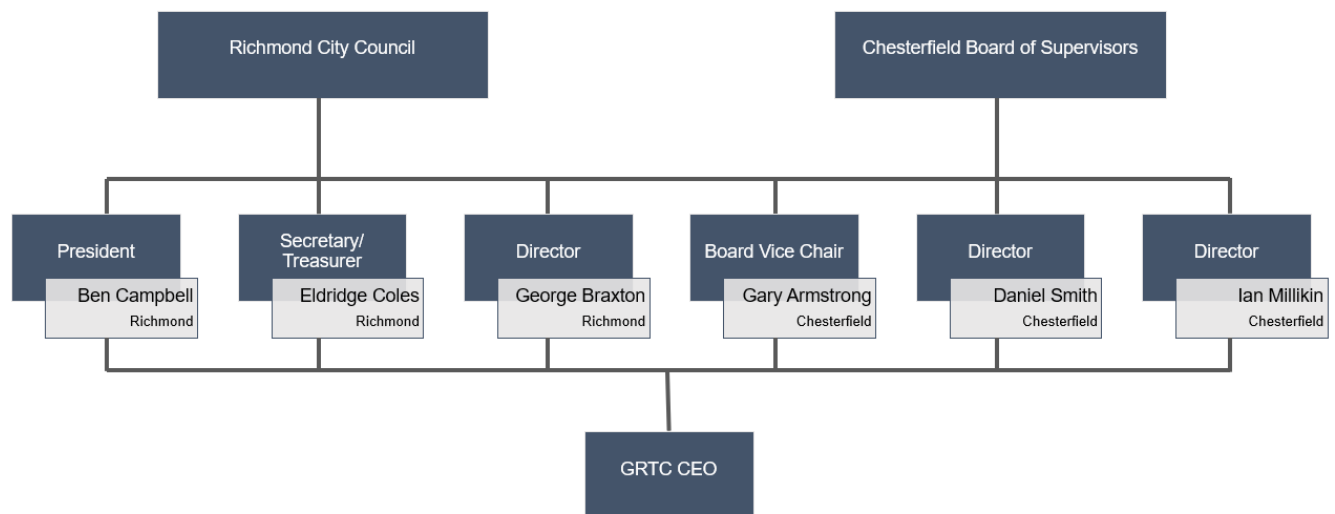


Figure 2-1 - GRTC Board Structure

2.2 GRTC SERVICE AND ORGANIZATIONAL STRUCTURE

The Greater Richmond Transit Company (GRTC) is the provider of transit service for the City of Richmond and the neighboring jurisdictions of Henrico County, Chesterfield County, commuter service to the City of Petersburg and the Town of Ashland, and a seasonal linkage to King's Dominion amusement park. Service is provided through fixed route local bus service, express bus commuter service, origin-to-destination paratransit service through CARE and CARE Plus, and vanpool coordination assistance through its subsidiary RideFinders. GRTC has a proactive and positive working relationship with each of its regional stakeholders. It relies heavily on a cooperative and coordinated approach to developing and implementing future plans.

The GRTC organization is structured as a public corporation and was initially incorporated in 1973. Its current corporate structure splits ownership equally between the City of Richmond and Chesterfield County. GRTC's Vision is to become a best-in-class provider of transportation services and mobility solutions. GRTC's stated Mission is to provide clean, safe, and reliable transportation and to improve mobility and access throughout Central Virginia. The GRTC Core Values are:

- Absolute integrity, competence, and diligence in the performance of our duties.

¹⁶ Greater Richmond Transit Company. By Laws of Greater Richmond Transit Co. Richmond, VA.: 1993.

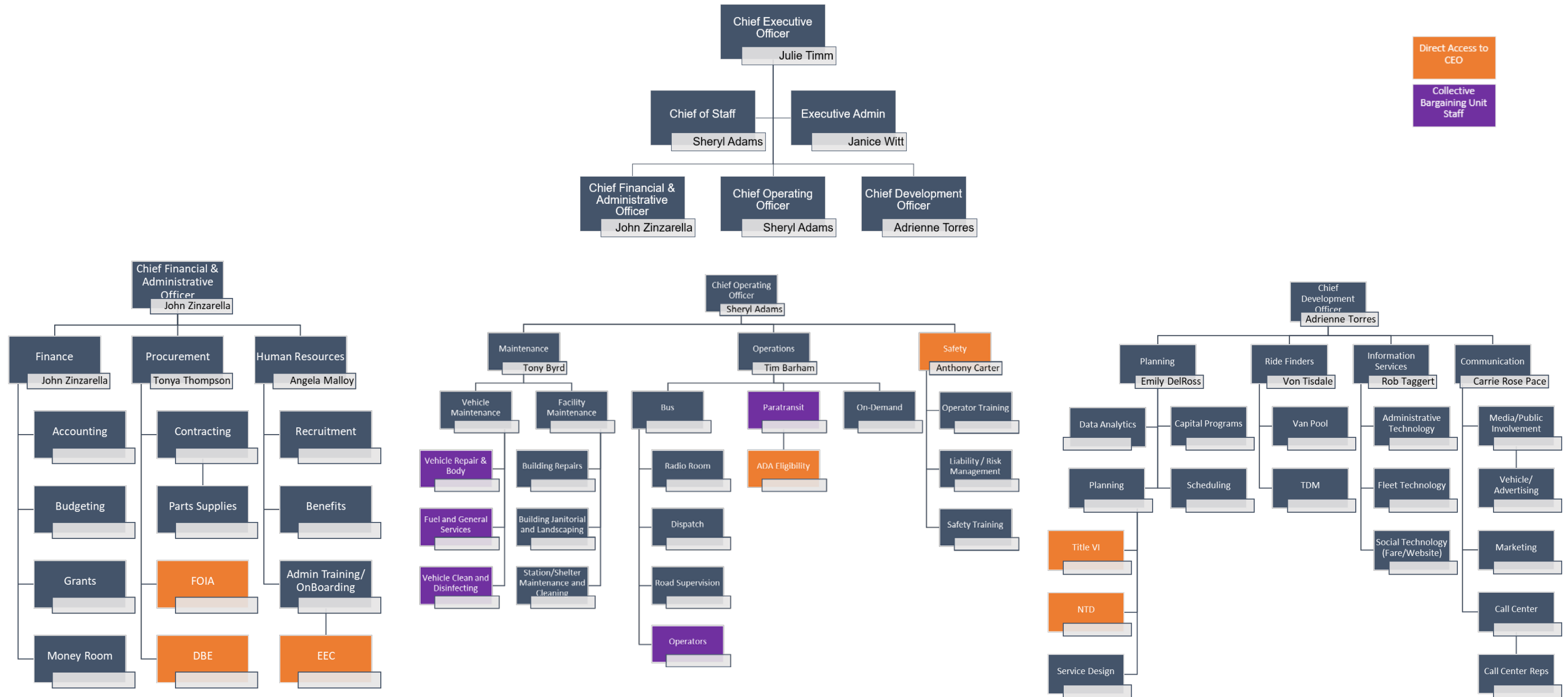
- Commitment to providing exceptional customer service.
- Responsiveness to the needs of the communities we serve.
- Promotion of the personal and professional growth of our employees.¹⁷

The Board of Directors hired CEO Julie Timm in 2019. She currently manages GRTC daily operations with the following organizational framework.¹⁸

¹⁷ About Us: Overview (n.d.) Retrieved from <http://ridegrtc.com/about-us/overview/>

¹⁸ Timm, Julie. GRTC CEO Stakeholder Interview. March 5, 2021

Figure 2-2 - GRTC Organizational Chart



2.2.1 Description of Service

This section provides a description of transit service GRTC provides to the City of Richmond and surrounding jurisdictions – primarily Henrico County and Chesterfield County. To accomplish this, it highlights key jurisdictional demographic data, ridership data for each mode of GRTC service, and the present fare payment structure.

2.2.1.1 Service Area Demographics

This section includes demographic information and commuting travel patterns for the primary three primary jurisdictions serviced by GRTC: City of Richmond, Henrico County, and Chesterfield County.

GRTC operates all day fixed-route service to the City of Richmond and Henrico County, and peak hour service to Chesterfield County. The region has approximately 900,000 residents and 368,000 housing units. Figure 2-4 highlights the population density of each jurisdiction, clearly showing Richmond is the most densely populated of the three.

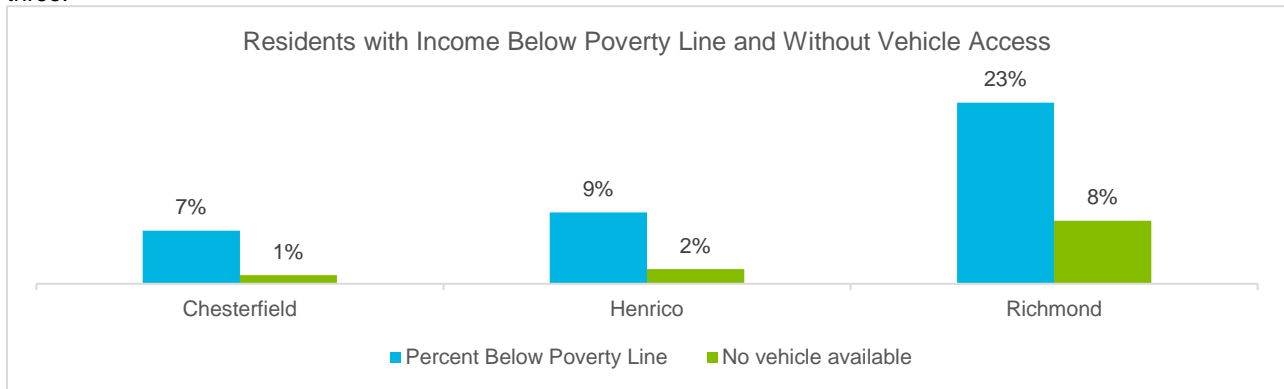


Figure 2-4 illustrates the proportion of residents in each jurisdiction without access to a vehicle and those with incomes below the poverty line, respectively.¹⁹ Of the three jurisdictions, Richmond presents conditions with the highest propensity for transit ridership: concentrated populations showing indications of transit dependence and the presence of transit service. Given these conditions, it is not surprising that approximately 64% of GRTC’s fixed-route trips in 2019 occurred in the City of Richmond.

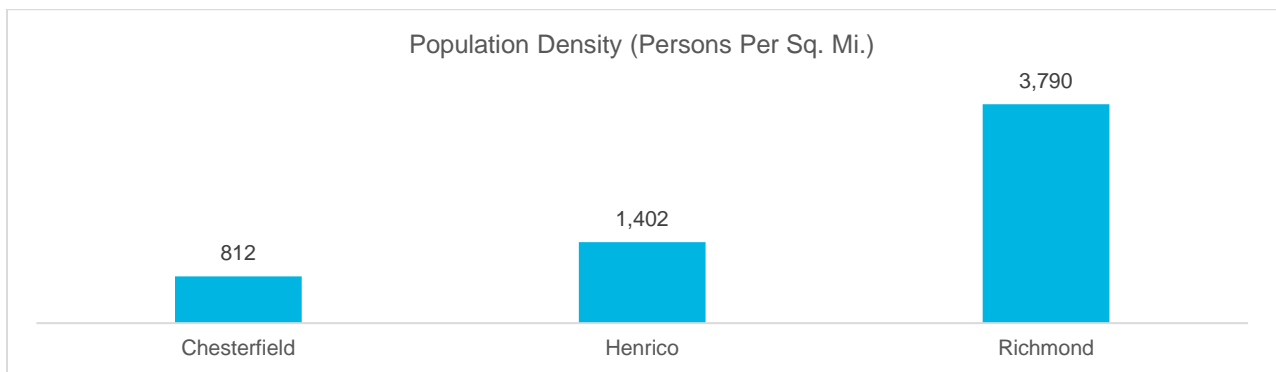


Figure 2-3 - Population Density of GRTC-Serviced Jurisdictions (2019)

¹⁹ U.S. Census Bureau. (2021). 2015-2019 American Community Survey 5-Year Estimates Subject Tables.

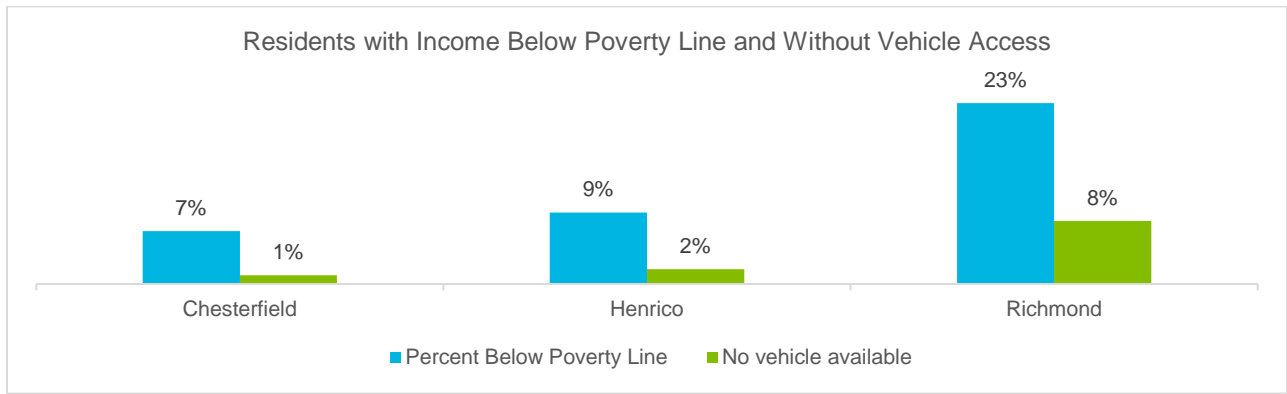


Figure 2-4 – Percent Households without Vehicle Access and Residents Below the Poverty Line within GRTC-Serviced Jurisdictions (2019)

2.2.2 Commuting Patterns

Commuters in the three GRTC-serviced jurisdictions have similar length median commutes (Figure 8) and a relatively even split between workers working within and outside their county of residence (Figure 9).²⁰

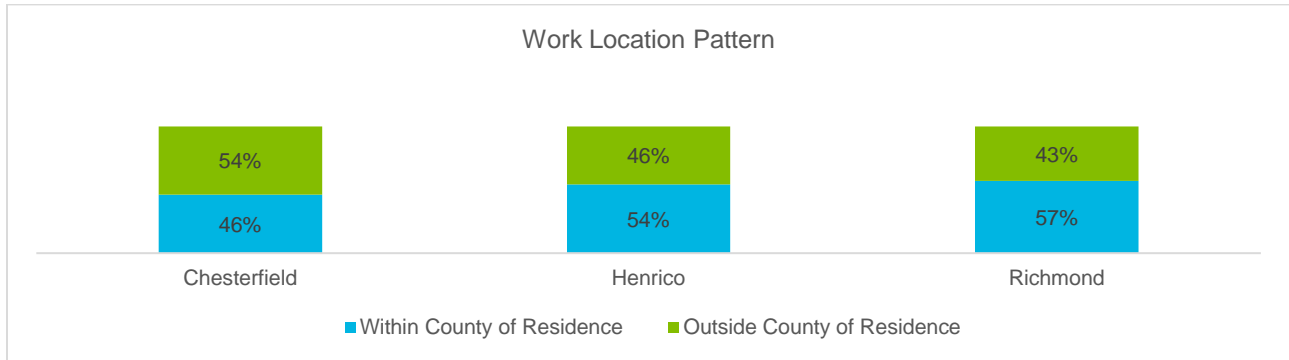
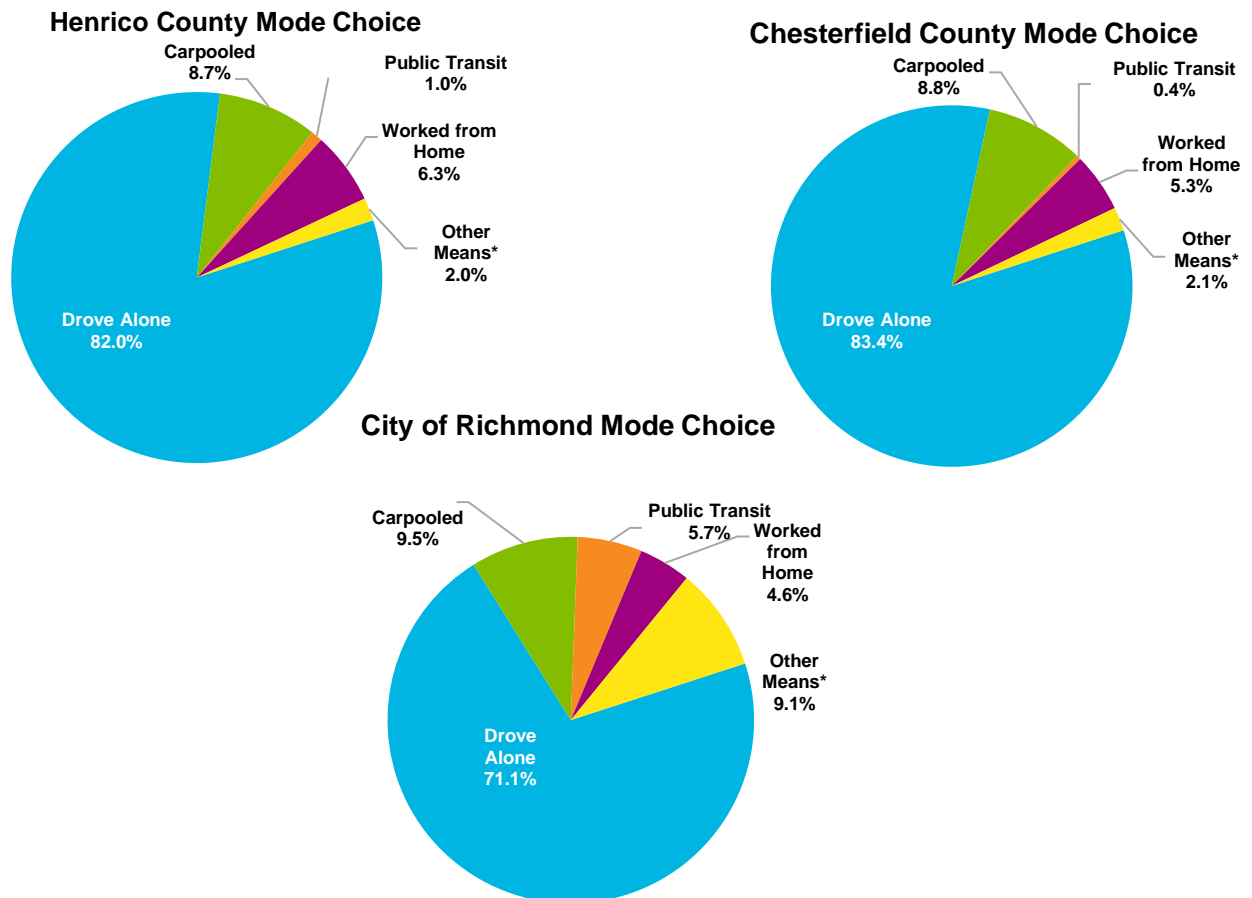


Figure 2-5 - Work Location Patterns (2019)

Mode choices across the three jurisdictions follow similar patterns - a vast majority of travelers driving alone, followed by carpooling in a distant second. Data indicates that Richmond residents rely most heavily on public transit

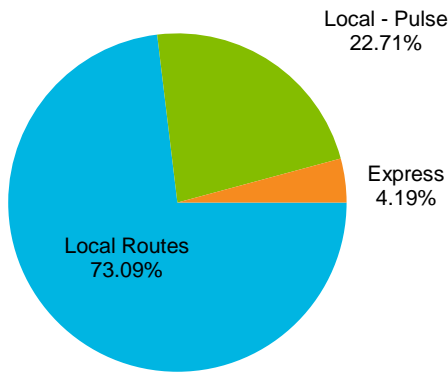


²⁰ Ibid.

2.2.3 GRTC Service

Table 2-2 - Fixed Service Definitions

Fixed Route Ridership (2019)



Service	Definition	2019 Ridership
Local Routes	Fixed-route bus service that operates from 5:00am to 1:00am in the City of Richmond and portions of Henrico and Chesterfield Counties.	6,279,126
Local - Pulse	Fixed-route bus service that operates from 5:00am to 1:00am only on the 7.6-mile BRT line from Broad Street and Willow Lawn (Henrico County) to Downtown Richmond.	1,951,376
Express	Fixed-route bus service that operates weekdays during peak hours from park and ride lots surrounding the City of Richmond to Downtown Richmond.	360,355
Total		8,590,857

2.2.3.1 Fixed Route Service

GRTC provides local and commuter fixed-route service. In 2019, the system saw approximately 8.23 million local rides and 360,000 express rides from commuter lots outside of the urban core. Local service ridership tabulations are broken out between Pulse ridership – the bus rapid transit line from Downtown Richmond to Henrico County – and regular local service ridership.²¹

Of the roughly 8.6 annual passenger trips in 2019, the majority (approximately 64%) occurred in the City of Richmond. In 2020, fixed route ridership by jurisdiction breaks down at approximately 7.1 million rides in the City of Richmond, 1.3 million in Henrico County, 40,000 in Chesterfield County, and 16,000 in the City of Petersburg.

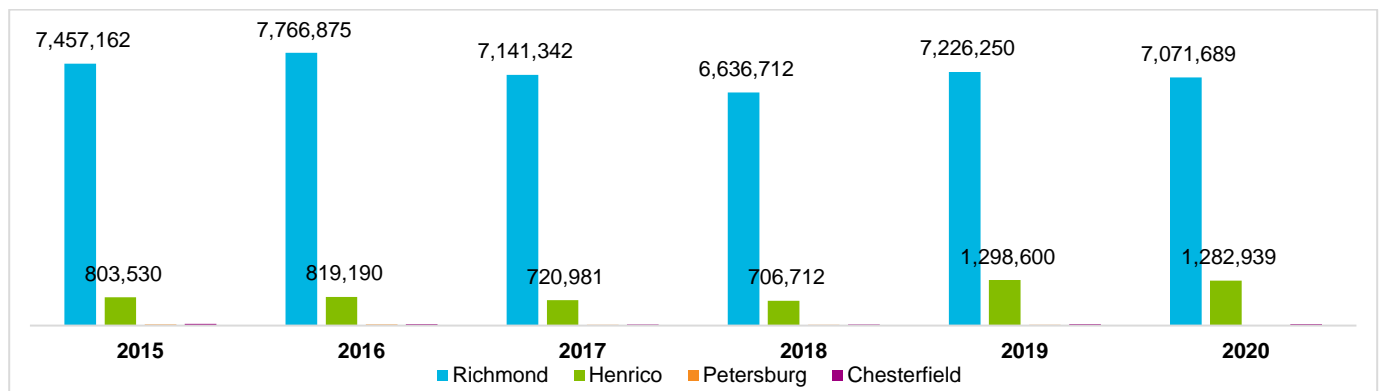


Figure 2-6 GRTC Ridership by Jurisdiction (2015 to 2020)

Table 2-3 Summary of GRTC Ridership for Petersburg and Chesterfield County

Jurisdiction	2015	2016	2017	2018	2019	2020
Petersburg	28,762	27,468	22,666	21,627	24,541	16,185
Chesterfield	50,336	40,408	28,651	29,282	36,997	39,845

²¹ Greater Richmond Transportation Corporation. (2019). *Mobility Connections – Annual Report*.

majority of service revenue miles, revenue hours, route miles and stops.

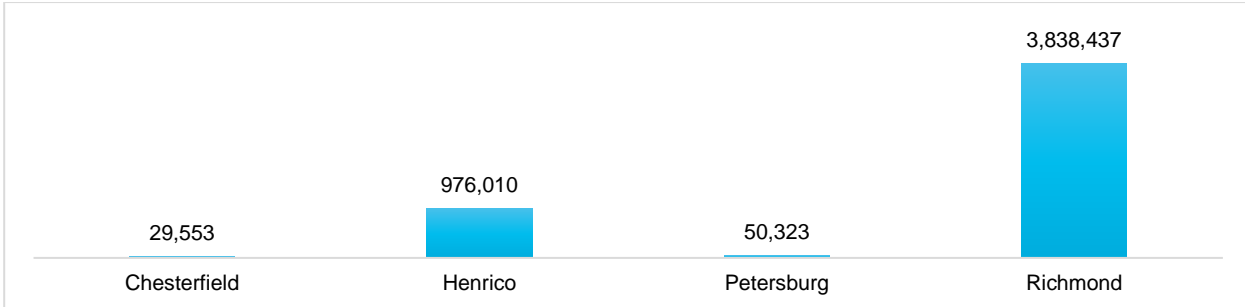


Figure 2-7 - Total Actual Revenue Miles (FY2019)

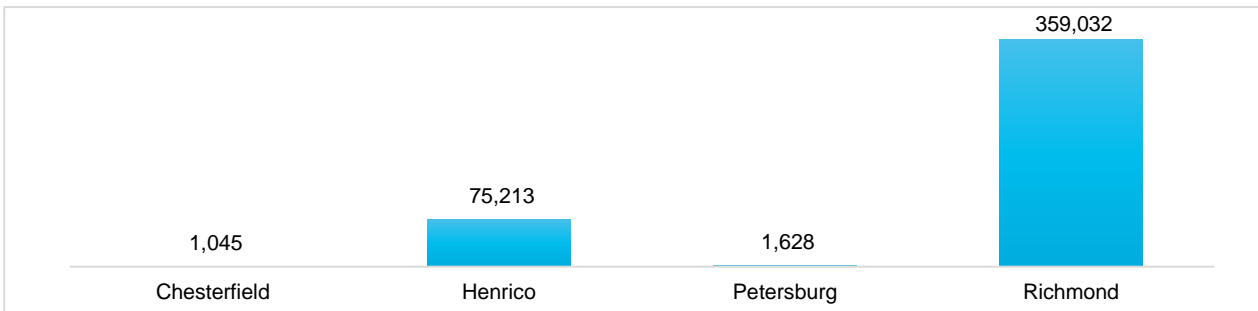


Figure 2-8 - Total Actual Revenue Hours (FY2019)

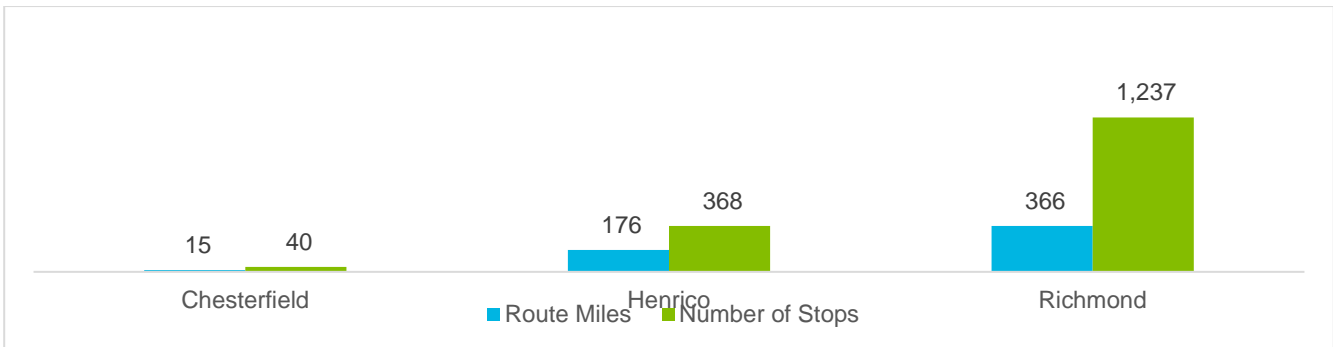


Figure 2-9 - Stops and Route Miles by Jurisdiction

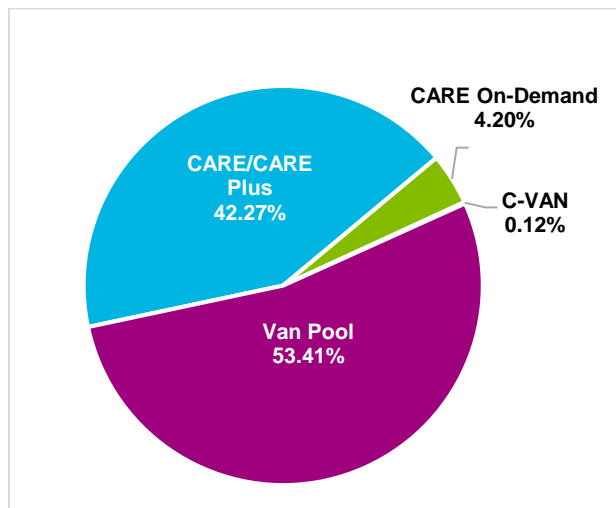
2.2.3.2 Specialized Service

GRTC provides a wide variety of specialized transit services in accordance with the Americans with Disabilities Act (ADA) using its CARE, CARE Plus, CARE On-Demand, and C-VAN services. VanPool coordination is provided by the GRTC subsidiary RideFinders. In 2019, GRTC saw approximately 300,000 rides using its variety of CARE services and approximately 360,000 rides on vanpool.²²

²² Ibid

Table 2-4 - Specialized Service Definitions

Service	Definition
CARE	Origin-to-destination service under the guidelines of the Americans with Disabilities Act (ADA) for the citizens of the Richmond region within a 3/4-mile distance of any GRTC routes.
CARE Plus	A trip will be designated as a CARE Plus trip if the origin or destination location is more than 3/4 of a mile from GRTC's fixed route bus line, or if travel is desired to a destination in Henrico County on a day or time when GRTC's fixed route buses are not running in Henrico County.
C-VAN	Curb-to-curb service through public transit and shared-ride services to work and daycare facilities.
Vanpool	Vans taken by commuters with similar commute patterns traveling at last 25 miles into the City of Richmond from outer areas.



Service Type	Ridership
CARE/CARE Plus	282,578
CARE On-Demand	28,058
C-VAN	806
Van Pool	357,033
Total	668,475

Figure 2-10 - Specialized Service Ridership Breakdown (2019)

2.2.4 GRTC Fare Structure

GRTC charges different fares depending on the service provided. Below is a tabulation of all fare prices for transit service in the system.²³

Table 2-5 - GRTC Fare Price Structure

Fare Type	Local Route & Pulse	Local Reduced Senior Disabled Medicare Minor	Express Henrico Routes*	Petersburg Extended Express	Extended Express Chesterfield 82	CARE (Richmond and Henrico Residents)	CARE Plus (Richmond resident)	CARE Plus (Henrico resident)
One Ride	\$1.50	\$0.75	\$2.00	\$3.50	\$6.00	\$3.00	\$6.00	\$3.00
One Ride Plus	\$1.75	-	-	-	-	-	-	-
One Day Pass	\$3.50	\$1.75	\$4.50	\$7.00	-	-	-	-
7 Day Pass	\$17.50	\$8.25	\$22.50	\$35.00	\$65.00	-	-	-
30 Day Pass	\$60.00	\$35.00	\$80.00	-	-	-	-	-
6-Ticket Booklet	-	-	-	-	-	\$18.00	-	\$18.00
10-Ticket Booklet	-	-	-	-	-	\$30.00	-	\$30.00

²³ Ibid

2.3 SOURCES OF FUNDS

GRTC is funded through a combination of federal, state, local and internally generated funds. This section provides an overview of the existing sources of funding for the agency.

The subsequent charts summarize federal, state, and local funding sources²⁴.

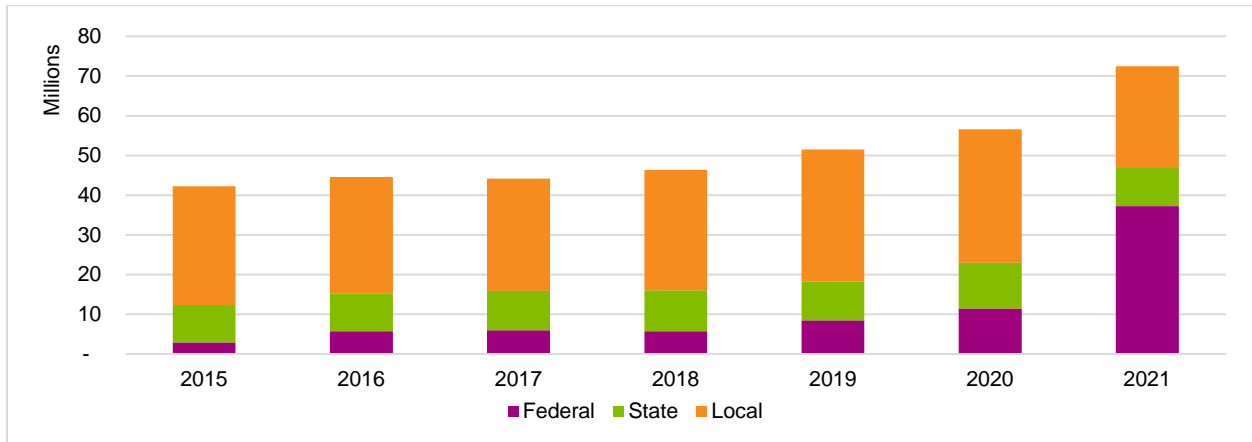


Figure 2-11 GRTC Operating Funds (2015 to 2021)²⁵

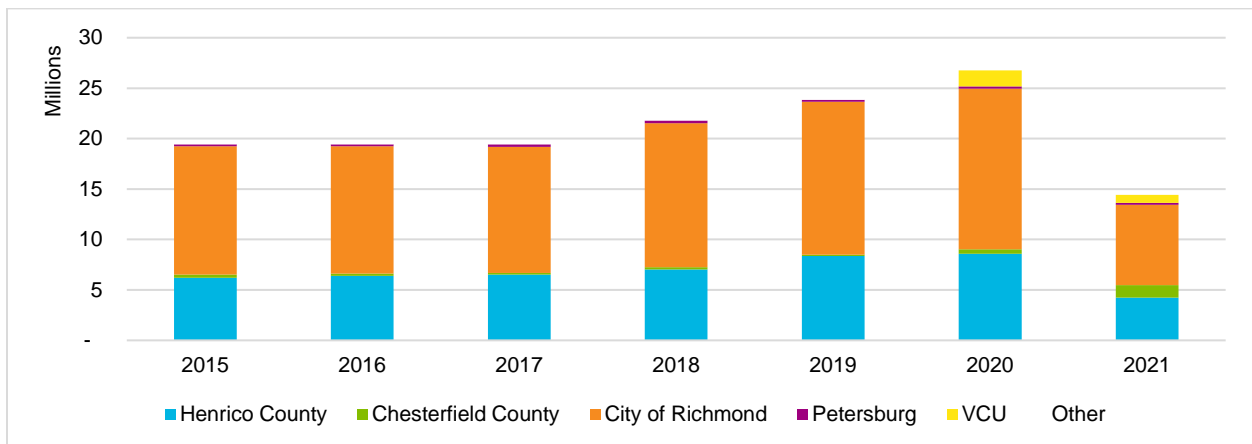


Figure 2-12 GRTC Local Operating Contributions (2015-2021)

²⁴ All data funding data presented was received from GRTC Finance

²⁵ 2021 Estimates are budgeted amounts; 2021 and 2020 Federal funds include CAREs Act funding; 2021 Local Funds include anticipated CVTA funding

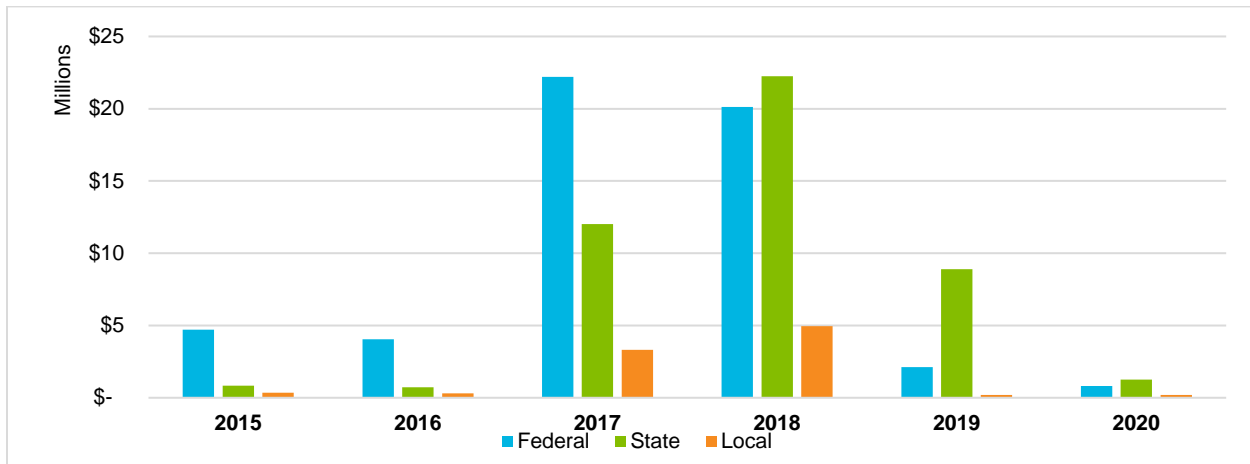


Figure 2-13 GRTC Capital Contributions by Source

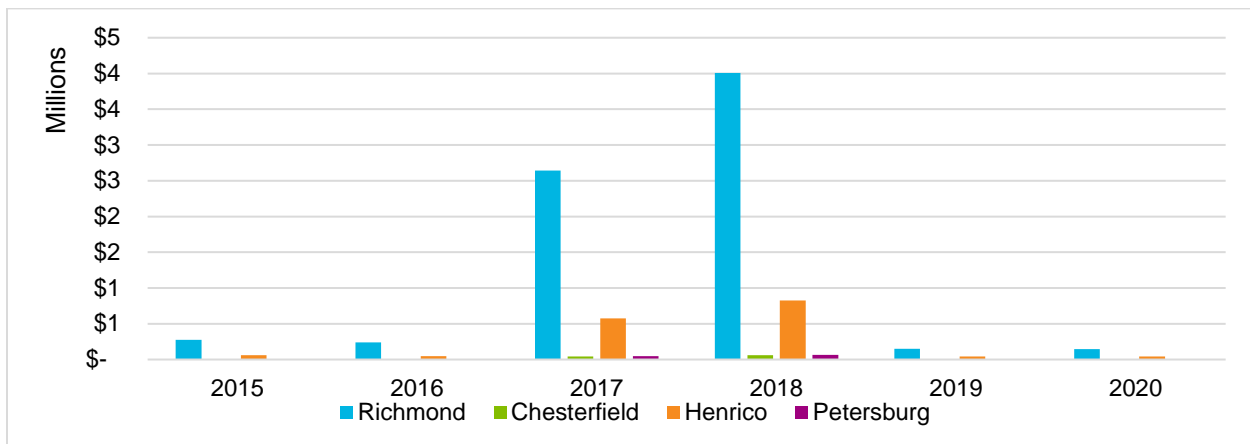


Figure 2-14 Details of Local Capital Contributions by Jurisdiction

2.3.1 Federal Funding

Federal funds are allocated to GRTC using the following programs and sources:

- Section 5307 Urbanized Area Formula Grants
- Section 5339 Grants for Buses and Bus Facilities
- Congestion Mitigation and Air Quality (CMAQ) Improvements
- CARES Act (2020 only)²⁶

Section 5307 Urbanized Area Formula Grants

The Urbanized Area Formula Grants Program, 5307, provides funding to urbanized areas and to Governors for capital and operating assistance for transportation related projects in urbanized areas (population of 50,000 or more). Eligible activities under this include planning, engineering, design, and evaluation, as well as other capital investments or bus-related activities.

²⁶ GRTC Finance Team Stakeholder Interview. March 3, 2021

Urbanized areas (UZAs) with populations between 50,000 and 199,999 receive funding through the Governor. Urbanized areas with populations over 200,000 receive funding directly to the designated recipient. Apportionments are based on the following formula:

- Populations 50,000 to 199,999 – combination of population and population density.
- Population at or above 200,000 – combination of bus revenue vehicle miles, bus passenger miles, fixed guideway revenue vehicle miles, and fixed guideway route miles, population, and population density

Recipients of 5307 funds may apply for up to 80% of the net cost for capital projects and up to 50% of the net cost for operating costs. The remainder of the net costs (or non-federal matching funds) must be provided from sources other than revenues received from public transportation services. These matching funds may include advertising and concession sales; undistributed cash surplus or new capital; eligible funds from a government agency other than the Department of Transportation; or revenues from service agreements with social service agencies or organizations.

Section 5339 Grants for Buses and Bus Facilities

Section 5339 formula grants are available to assist eligible agencies with financing the replacement, rehabilitation and purchase of buses and related equipment. The grants also fund the construction of bus-related facilities including technological changes or innovations to modify low or no emission vehicles or facilities. Funds are provided through formula allocations and competitive grants.

Eligible recipients are those that operate fixed route bus service or that allocate funding to fixed route bus operators. This includes state or local governmental entities that operate fixed route bus service and are direct grant recipients under 5307 and 5311. Public agencies and private nonprofit organizations that provide public transportation services are also eligible to receive 5339 funds as subrecipients.

Similar to 5307 grant funding, the federal share is not to exceed 80% of the net project cost. The grant allocates \$1.75 million of the annual \$90.5 million to each state annually under the FAST Act. The remainder of the program funds is apportioned based on the population and service factors used in the Section 5307 Urbanized Area Formula Program apportionment formula. Apportioned amounts are available for three years after the fiscal year in which the funds are apportioned.

Congestion Mitigation and Air Quality Improvement (CMAQ) Program

This federal discretionary program provides funding to areas in nonattainment or maintenance for ozone, carbon monoxide, and/or particulate matter. Additionally, states that do not have nonattainment or maintenance areas also receive a minimum apportionment of CMAQ funding for either air quality projects or other elements.

Coronavirus Aid, Relief, and Economic Security (CARES) Act

The CARES Act was authorized in 2020 to allocate approximately \$25 billion to existing recipients of urbanized (\$22.7 billion) and rural (\$2.2 billion) area formula funds. These funds are provided at a 100% federal share with no need for matching funds. Funds may be used for capital or operating expenses.

2.3.2 State Funds

GRTC receives matching state funds for federal grants. It also receives an operating allocation based on factors including operating cost for system sizing, operating cost performance, ridership, revenue vehicle hours, revenue vehicle miles, and passenger miles traveled. Finally, the agency is also eligible to receive up to a maximum of 68 percent for state of good repair (SGR) projects and minor enhancements, and up to a maximum of 50 percent for major enhancements²⁷.

2.3.3 Local and Directly Generated Funds

In addition to state and federal funding, GRTC receives a sizable portion of financial support through local source and its own generation. The City of Richmond provides funding through its General Fund and Henrico County purchases

²⁷ Ibid

service on a per mileage basis. Other funding is achieved through farebox recovery, ancillary chartering services, and financial arrangements with partners such as Virginia Commonwealth University, King's Dominion Amusement Park, Richmond Public Schools and the City of Petersburg.²⁸ During the ten-year period of 2010 to 2019, GRTC received approximately \$178.8 million from federal sources, \$146.8 million from state sources, \$203.5 million from local sources, and \$127.7 million from direct generation.²⁹

²⁸ GRTC Finance Team Stakeholder Interview. March 3, 2021

²⁹ National Transit Database, 2019

3 PEER STUDY SUMMARY

A review of governance structures for peer agencies was conducted to provide further context and insight into potential governance strategies for the Richmond region. The identified peer agencies are:

3.1 OVERVIEW OF PEERS

A review of governance structures for peer agencies was conducted to provide further context and insight into potential governance strategies for the Richmond region. Five agencies were selected and evaluated on the following criteria:

Service area demographics: service area population, service area square miles, and population density

Agency size: vehicles operated in maximum service, number of modes, number of employees, and total operating budget

Operating Characteristics: total annual vehicle revenue miles, total annual vehicle revenue miles per capita, total annual vehicle revenue hours per capita

Governance structure and funding: governance type, board size and composition, qualifications for members, selection of officers, committees, and roles. Voting and veto authority, funding structure

The five agencies selected were as follows:

Hampton Roads Transit (HRT) in Hampton Roads, VA

VIA Metropolitan Transit (VIA Metro) in San Antonio, TX

Nashville Metropolitan Transit Authority (Nashville MTA), in Nashville, TN

Regional Transportation Authority of Middle Tennessee (RTA) in the Nashville region, TN

Rock Region Metropolitan Transit Authority in Little Rock, AR.

High-level reviews were conducted for each of the peer agencies, followed by virtual interviews to get a better understanding of their governance structures.

The table below summarizes basic operating characteristics for each of the agencies.

Table 3-1 Operating Characteristics of Peer Study Agencies (2019 NTD)

	HRT	VIA	Nashville MTA	RTA	Rock Region
Revenue Miles	15.3M	38.7M	9.4M	1.1M	3.2M
Revenue Hours	1.1M	2.4M	0.7M	0.03M	0.2M
Vehicles Operated in Max Service	407	933	275	57	76
Employees	896	2,200	678	NA	202
Modes³⁰	DR, DT, FB, LR, MB, VP	DR, DT, MB, VP	DR, DT, MB	VP, CB, CR	DR, MB, SR
2019 Operating Budget	\$96,759,881	\$242,303,006	\$85,143,232	: \$10,666,088	\$18,811,885

The sections below summarize information on the governance structures.

³⁰ DR-Demand Response, DT- Demand Response Taxi, FB-Ferry Boat, LR-Light Rail, MB-Motor Bus, VP-Vanpool, CB-Commuter Bus, CR-Commuter Rail, SR-Streetcar

3.2 REVIEW OF GOVERNANCE STRUCTURES

3.2.1 Hampton Roads Transit

Hamptons Roads Transit (HRT) was formed as a merger of two transit systems in 1999: Peninsula Transportation District Commission (dba Pentran) and Tidewater Transportation District Commission (dba Tidewater Regional Transit). The two entities formed the Transportation District Commission of Hampton Roads TDCHR) which operates transit under the brand Hampton Roads Transit. Figures 3-1 and 3-2 provide organizational charts for TDCHR and the HRT senior executive team.

Formed under the Transportation District Act of 1964³¹, HRT is a regional provider of bus, light rail, ferry, paratransit and Transportation Demand Management (TDM) serving the six cities of Chesapeake, Hampton, Norfolk, Newport News, Portsmouth, and Virginia Beach, and the Town of Smithfield.³²

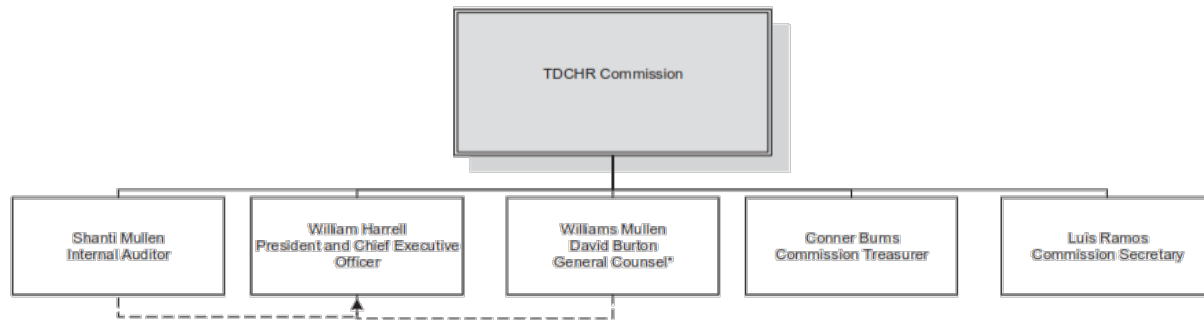


Figure 3-1 TDCHR Organizational Chart

(Source: Hampton Roads Transit, 2021)

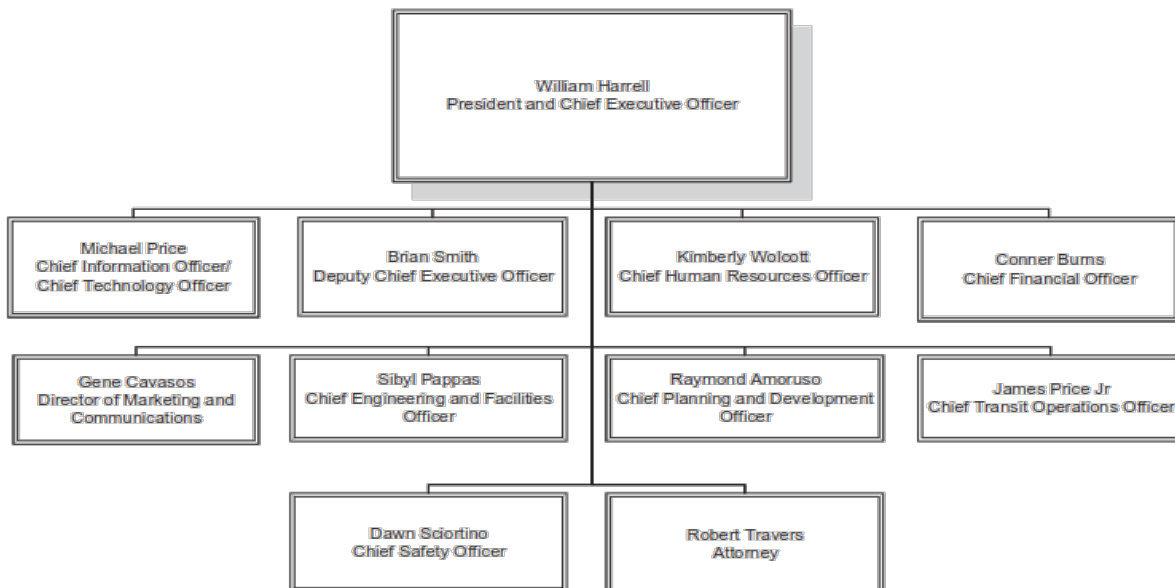


Figure 3-2 HRT Senior Executive Team Organizational Chart

(Source: Hampton Roads Transit, 2021)

³¹ Chapter 45 Title 15.2 of the Code of Virginia

³² Only one park and ride stop. No formal board representation

Board Characteristics

The governing body for HRT is the Transportation District Commission of Hampton Roads (TDCHR) board made up of 15 members serving one-year terms. The board comprises the following:

One elected official per city

One governor appointed citizen per city

Commonwealth Transportation Board (CTB) chair, ex-officio (or designee)

One representative each from the Senate and House

Member cities and the Chairperson of the CTB appoint alternate commissioners who serve at the pleasure of their appointing bodies. Alternate commissioners from governing bodies of member cities may also be, but need not be, members of the governing body. Alternate commissioners exercise all the powers and duties of a commission member in their absence.

Officers

The Commission officers are the Chairperson, Vice Chairperson, Secretary, and Treasurer. Other officers may also be elected or appointed by the Commission. The Chairperson and Vice Chairperson serve for two consecutive years and must be members of the Commission. Other officers serve for a term of one year. The Secretary and Treasurer may not be members of the Commission.

Quorum and Voting

The TDCHR (or Commission) board requires seven members to form a quorum with at least one member from a majority of the local governments. The Chairperson of the CTB or designee may also be included.

Voting is conducted through a simple majority with one vote per member. However, commissioners have absolute veto power within their jurisdictions. That is, any changes to service in any locality requires an affirmative vote from the respective locality. Although voting is by simple majority, weighted voting has been debated in the past.

The Commission is governed by bylaws which require a two-thirds majority vote for any changes.

Committees

The Commission makes use of committees that are all advisory in nature and do not act on behalf of the Commission. Unless otherwise indicated by the bylaws, committee members are appointed by the Chairperson with approval of the Commission. Commission members generally serve on two committees each.

Nominating Committee: Six members with representatives residing in one of each city (three appointed by the component government and three by the Governor)

Executive Committee: Comprised of the Commission Chairperson, Vice Chairperson, Past Chairperson, CTB Chairperson (or designee), and commissioners from each government not already represented on the Committee. The Executive Committee's role is to work with the Chief Executive Officer (CEO) or President of HRT to coordinate its management. Subcommittees include the Transit Riders Advisory (TRA) and Paratransit Advisory subcommittees.

Operations and Oversight: Comprised of six members who work with the CEO to monitor operational performance and approve projects prior to being voted on by the Commission.

Planning and New Starts Development Committee: Six members who work with the CEO on policy and direction for major initiatives such as studies, or major capital projects. The committee also advise the staff in developing a transit vision for the agency.

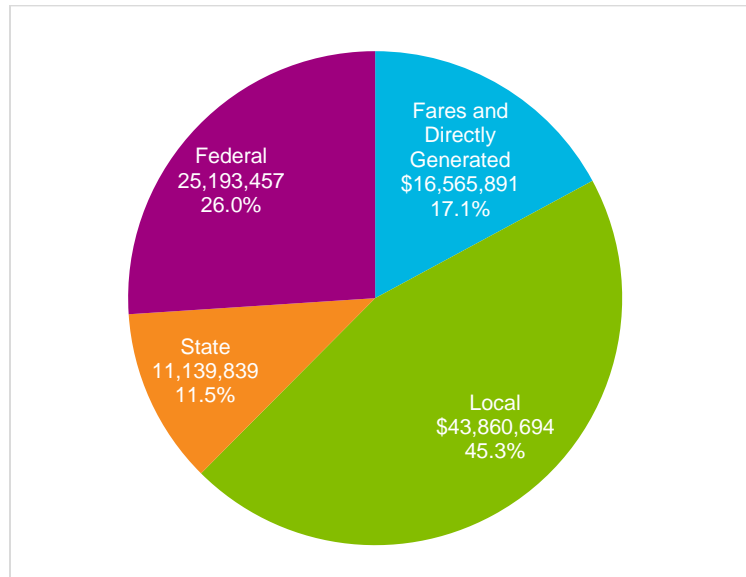
Management/Financial Advisory Committee: Members include city managers (or designees) and the Chairperson of the CTB (or designee). Designees of the city managers usually include key staff from the budget and planning divisions of the respective cities. The committee serves as a liaison between HRT and the local government city managers and allows collaboration and room to advise staff on shared issues.

Audit/Budget Review Committee: Six members who work with the CEO to monitor the annual budget and ensure compliance to federal audit requirements and other policies.

Funding

HRT is funded through a mix of local, state, and federal grants. Funding from the local governments is determined through a cost allocation which is determined annually and is proportional to the service hours received for local routes. Express routes are allocated in proportion with open door portions of the route. Capital projects that benefit only one city are funded exclusively by that city. HRT's regular federal grant types are described below. Sources for federal grants for the agency include Metropolitan and Statewide Planning funds, 5303, State of Good Repair Funds, 5337, and Urbanized Area Formula funds, 5307.

Figure 3-3 HRT Sources of Operating Funds (NTD 2019)



3.2.2 VIA Metropolitan Transit (VIA Metro)

VIA Metropolitan Transit (VIA Metro) was established as a transit authority in 1978 according to Section 451, Transportation Code, Article 1118x of the Texas civil statutes. The agency serves 14 jurisdictions consisting of the City of San Antonio, other municipalities, and unincorporated areas within Bexar County. Figure 3-4 shows the agency's organizational chart.

Board Characteristics

VIA Metro is governed by an 11-member citizen board whose members serve staggered two-year terms with maximum of eight years. The 11 members are selected as follows:

Five by the San Antonio City Council

Three by the Bexar Commissioners Court (county government)

Two by Mayors of the other served jurisdictions (suburban communities)

One chairperson selected by the 10 board members

Besides being residents and qualified voters of the service area, no other qualifications are required to serve on the board. Elected officials are unable to serve on the board and members who wish to run for office step down before running.

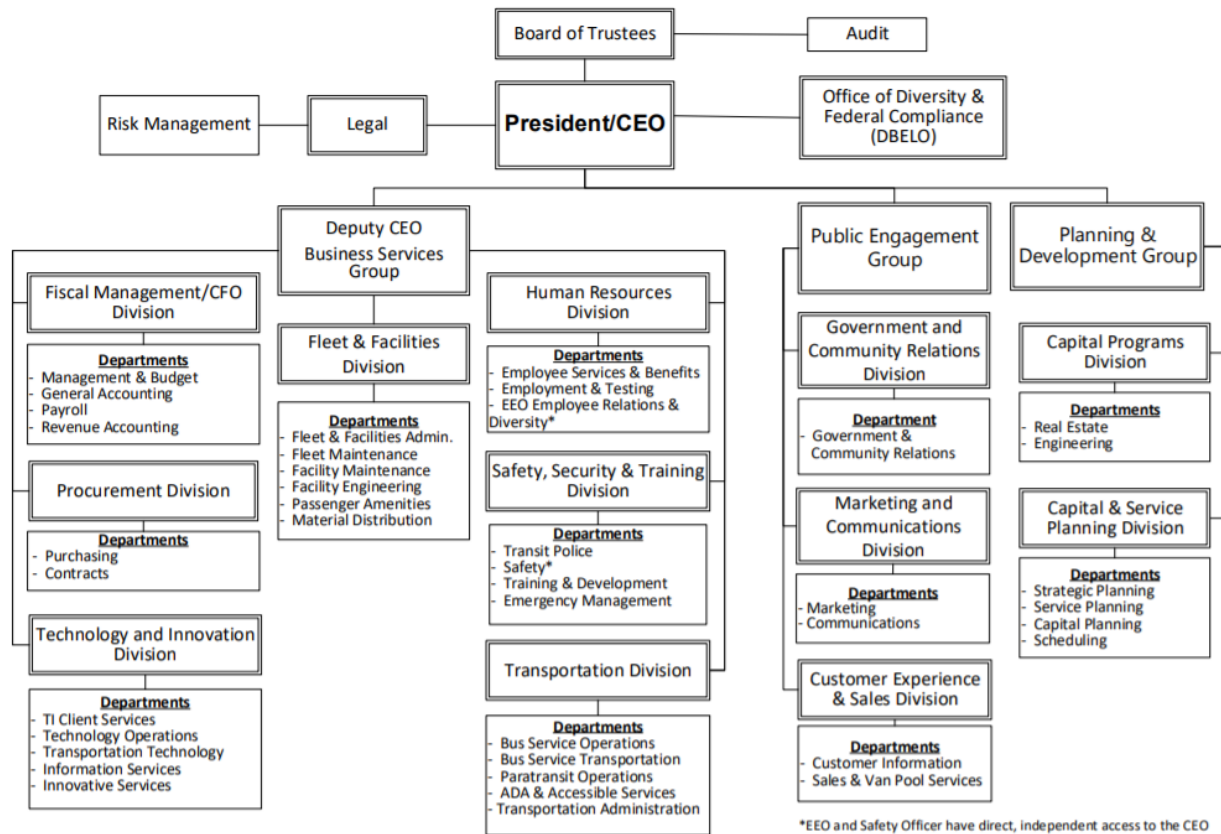


Figure 3-4 VIA Metro Organizational Chart

Officers

The Board officers are the Chair, Vice Chair and Secretary. The Chair and Vice Chair both serve two-year terms. The secretary serves for a year.

Quorum and Voting

A quorum is formed by having majority of the 11 board members present. Voting is by a simple majority with no proxies or veto. Changes to the agency’s bylaws require a two-thirds majority vote

Committees

Committees used to support the agency’s efforts may be formed as needed by the Executive Committee. Members of committees need not be members of the board. Below are brief descriptions of the existing committees:

Executive Committee: Comprised of the Chair, Vice Chair, Secretary, and two members. The members must include representatives from all three appointing bodies.

Nominating Committee: Appointed by the Executive Committee to select candidates for Board officer positions

Funding

The majority of the agency’s operating budget is funded from a dedicated half-cent sales and use tax levied by VIA Metro. A second local revenue source is another one-eighth-cent sales tax from the Advanced Transportation District (ATD). The ATD tax was approved in November 2004 and rededicated in 2020 to fund transportation improvements for VIA Metro, the City of San Antonio, and the Texas Department of Transportation. VIA receives half of the quarter-cent ATD tax.

The agency also receives federal grants such as Section 5310, Job Access Reverse Commute (JARC) Funds, and New Freedom Funds. Finally, directly generated revenue sources include passenger fares, charter operations, parking, advertising, and interest gains.

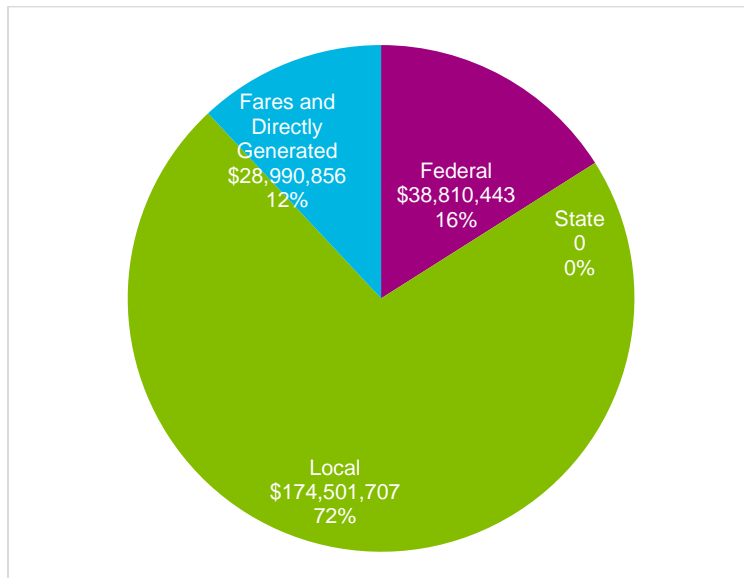


Figure 3-5 VIA Metro Sources of Operating Funds (NTD 2019)

3.2.3 Nashville Metropolitan Transit Authority

The Nashville Metropolitan Transit Authority (MTA) was formed in 1973 by the City of Nashville under Article 64 of the of the City of Nashville Charter. The MTA is accountable to the City of Nashville and serves the City of Nashville. Employee management is through the Davidson Transit Organization. Figure 3-6 shows a high-level organizational chart.

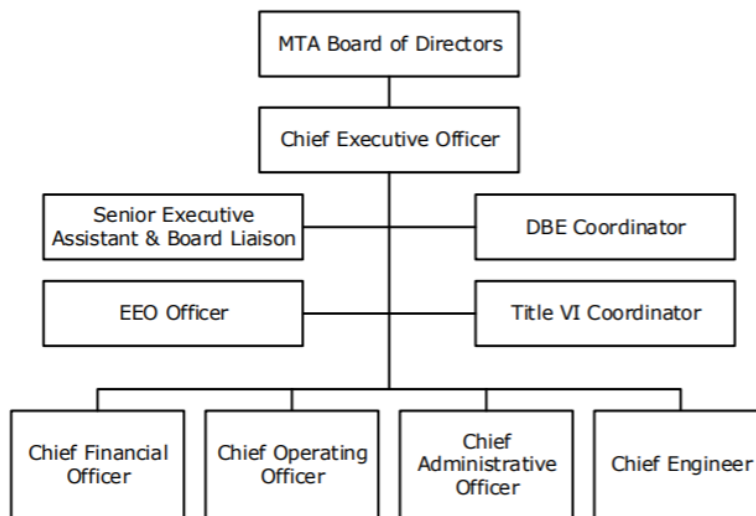


Figure 3-6 Nashville MTA Organizational Chart

(Source: Metropolitan Nashville/Davidson County FY2021 Operating Budget)

Board Characteristics

The MTA is governed by a five-member board with each member serving five-year staggered terms with no term limits. The Board members are appointed by the Mayor and approved by city council. Members appointed to the

board must be residents of the metropolitan government area for at least three years. Furthermore, Board members cannot hold public office.

Officers

Board officers include the Chair, Vice Chair, and Secretary. The Chair and Vice Chair are elected annually from the Board. The Secretary is also appointed but need not be a member of the Board, however, the Secretary must be a licensed practicing attorney.

Quorum and Voting

Three members of the Board constitute a quorum and voting is by simple majority. Since the MTA was formed from the city charter, any change to the charter will require approval from the City Council and voters.

Funding

The MTA's operating budget is primarily funded by through the City general fund (approximately 59 percent in 2019). Other sources include fares, contract revenues, advertising, and state operating assistance.

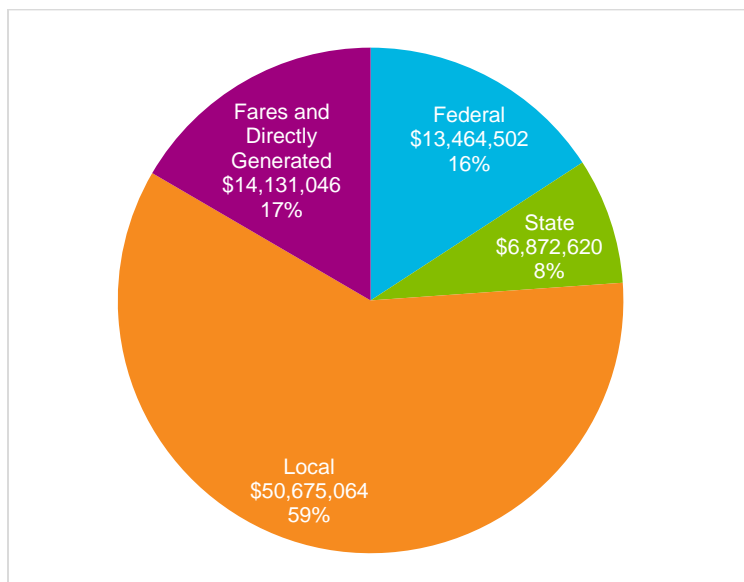


Figure 3-7 MTA Sources of Operating Funds (NTD 2019)

3.2.4 Regional Transportation Authority of Middle Tennessee

The Regional Transportation Authority of Middle Tennessee (RTA) was created by the state in 1988 under Title 64, Chapter 8 Part 1 of the Tennessee Code to provide regional transit services. The regional authority has 10 member jurisdictions that cover the spread of urban, suburban, and rural localities. Membership to the authority is voluntary and members join by payment of a yearly local assessment based on a per capita and flat rate amount.

The RTA acts as a governing body and owner of transit assets but has no direct employees. Rather, it contracts with the Nashville MTA Board for management and some service. The RTA uses other third-party providers for rail, vanpool, and some bus service. Figure 3-8 shows the shows an organizational chart for its contract management.

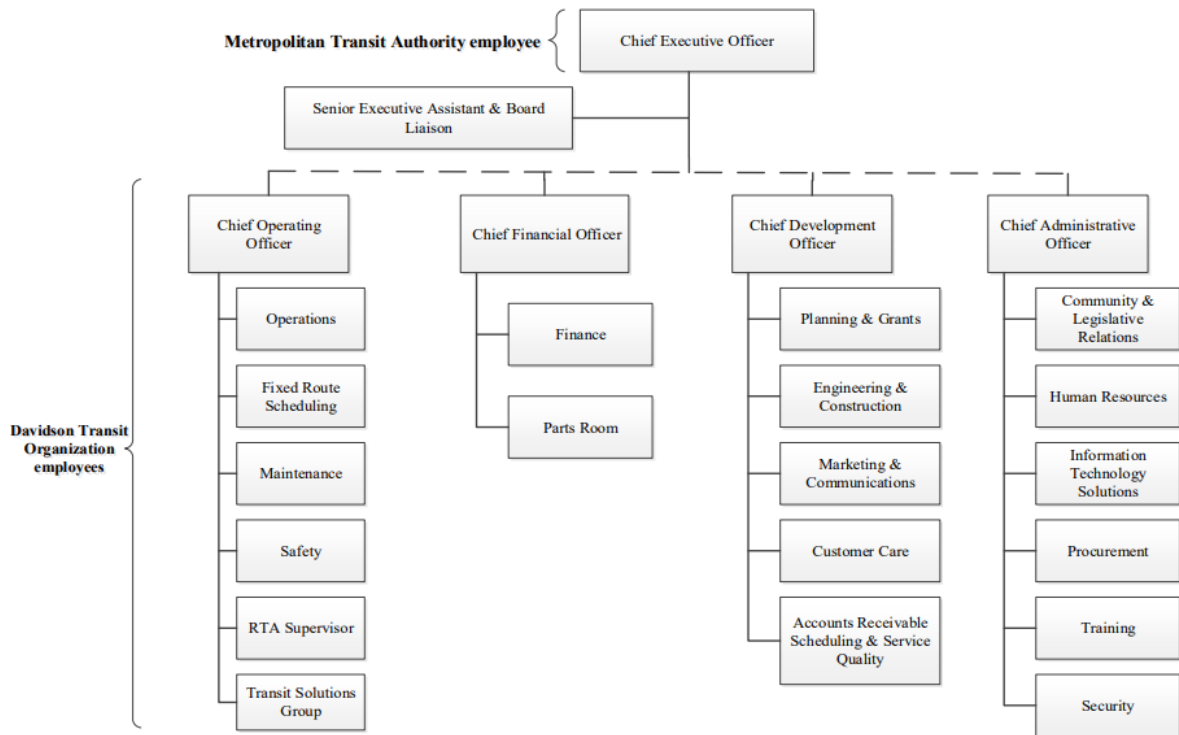
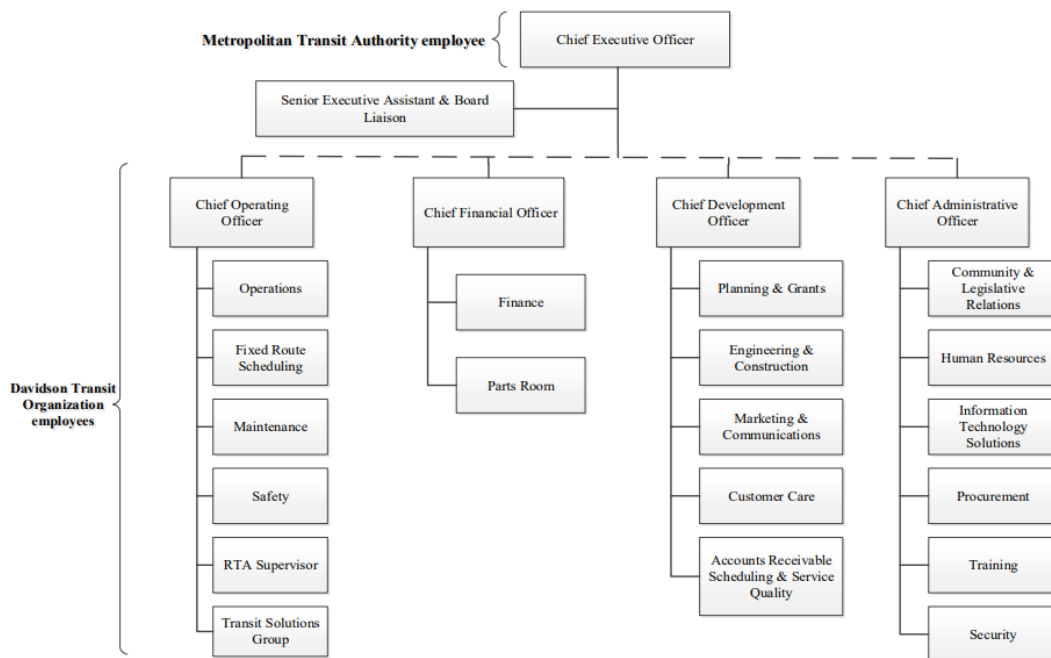


Figure 3-8 RTA Organizational Structure

Authority's Contracted Management Organization Chart (As of February 2019)



Source: Tennessee Comptroller of the Treasury Performance Audit Report (2019)

Board Characteristics

The RTA board has 39 members (37 filled) with representatives from counties (nine), cities (20) and Governor appointees (10) from the region. The board composition is as follows:

County Mayors or metropolitan mayors

Mayors of member cities and towns

Commissioner of the Tennessee Department of Transportation (TDOT)

Governor appointees serve a five-year term and are selected from individuals that are representative or and knowledgeable in transit operations or service.

Officers

The officers of the board are the Chair, Vice Chair and Secretary who are elected by majority vote of the board or by the Executive Committee. The elected officers must include at least one appointed member and one elected member.

Quorum and Voting

The board meets quarterly with 50 percent of the board forming a quorum. Voting is by simple majority with each member having one vote. However, with the opt in nature of board members, instances exist where one county could have representatives from multiple cities within its jurisdiction.

Committees

Executive Committee: Created as a response to low attendance rates to governing board meetings, the Executive Committee is the administrative body of the RTA board. The Committee currently consists of 12 members who meet monthly and can act in the absence of the full board on certain issues. Membership to this committee is open to any member that attended at least 50 percent of meetings in the previous year. This requirement is reviewed annually.

Corridor Committees: Created to manage and plan for service on each of the RTA's regional transit corridors. Members of the corridor committees are Board representatives and Governor appointees from the respective municipalities within which the corridor service is provided. The full board approval is still required for committee recommendations.

Funding

The RTA's primary source of funding is through federal grants, particularly, CMAQ³³. Other federal sources include Urbanized Area Formula 5307, Bus and Bus Facilities Grant Program 5339, and JARC funds. Local operating contributions from member jurisdictions form about a quarter of operating funding sources followed by directly generated funds (fares, advertising, parking and concessions, station rentals, special events, membership dues, and employer pass programs).

³³ Except for the commuter rail and one bus corridor.

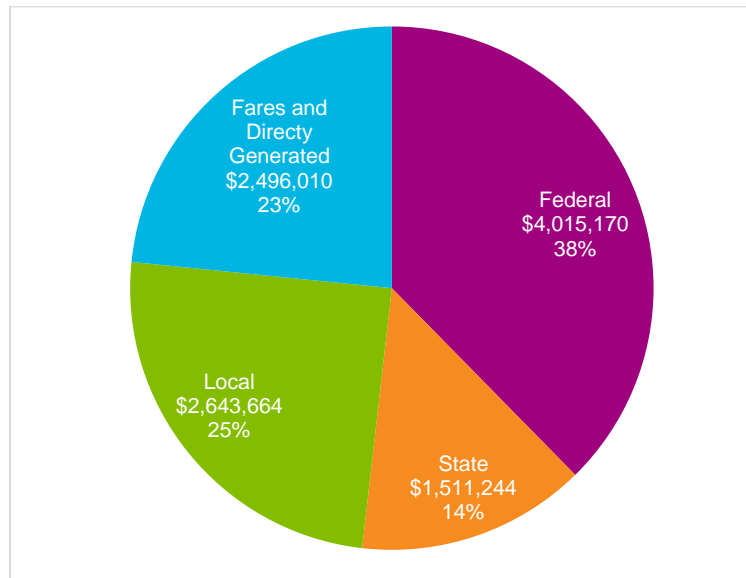


Figure 3-9 RTA Sources of Operating Funds (NTD 2019)

3.2.5 Rock Region Metropolitan Transit Authority

Rock Region Metro was established in 1986 in Little Rock, Arkansas and serves the cities of Little Rock and North Little Rock, as well as Pulaski County. Service is also provided to the cities of Maumelle, Sherwood, and Jacksonville. The agency was formed as an authority through an interlocal agreement. Figure 3-10 shows the agency's organizational chart.

Board Characteristics

Rock Region Metro is governed by a 12-member board of citizen appointees. The board is appointed as follows:

- Five members by the City of Little Rock Board of Directors (Little Rock City Manager and Finance Director both have permanent seats)
- Three by the North Little Rock Mayor
- Two by the Pulaski County Judge
- One each by the cities of Maumelle and Sherwood.

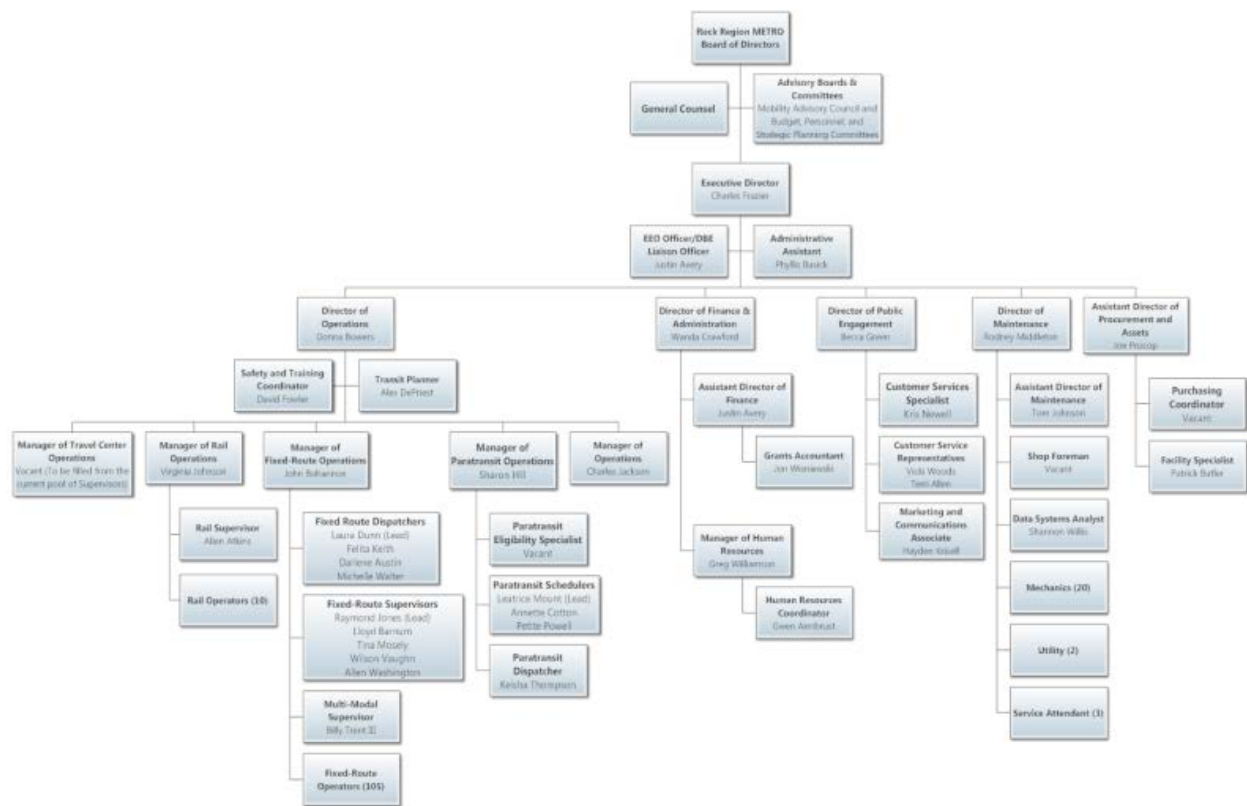


Figure 3-10 Rock Region Metro Organizational Chart

(Source: Rock Region Metro 2019 Annual Budget Report)

Officers

The board officers are the Chair, Vice Chair, and Secretary. They each serve a two-year term.

Quorum and Voting

A quorum is formed when there are more than 50 percent of members present at a board meeting. Each member has one vote and decisions are finalized with through simple majority. Any changes to the governance structure would require an amendment to the current interlocal agreement and require approval of the localities. Minor changes to the bylaws can be made by the board.

Committees

Budget Committee: Reviews the annual budget and makes recommendations to the board

Nominating Committee: In charge of board officer selection

Personnel Committee: Manages CEO negotiations, performance evaluation, and compensation

Strategic Planning Committee: Responsible for coordinating route changes. This committee is currently inactive as route planning presentations from staff are discussed with the full board.

Funding

Rock Region Metro is funded primarily through contributions from the localities. The agency receives federal Section 5307 funds, and matching contributions from the state (Figure 3-11). The agency recently developed a new Local Partner Contribution Formular to increase transparency and make costs less volatiles. The new formular is based on a combination of population, financial contributions, and amount of service received. It uses the aforementioned factors to establish a tiered approach which categorizes members under funding partner type and cost type as explained below:

Funding Partners:

- Primary Funders: Comprises the core system with the highest number of trips. These are Little Rock, North Little Rock, and Pulaski County
- Secondary Funders: Jurisdictions outside the system core where there is a demonstrated need for service but produce fewer trips. These are Maumelle, Sherwood, Jacksonville, etc.

Cost type:

- Fixed: Include administrative costs, facility maintenance, paratransit service, and reserve funds
- Variable: Include operations costs, fleet maintenance, and fuel
 - Fixed-route is determined on a service miles basis
 - Micro-transit is determined on service hours basis

The table below illustrates Rock Region Metro’s proposed allocation by cost and funding partner type.

Table 3-2 Rock Region Metro Funding Allocation Formula

Funding Source	Fixed Costs		Variable Costs	
	Regular Fixed Cost	Fixed Cost Reserve	Miles-Based	Hours-Based
Revenue	All revenue generated from fares and other funding sources will offset fixed costs.	N/A	N/A	N/A
Primary Funding Partners	Covers balance of regular fixed costs not offset by revenue. Contributions are based on partners’ populations levels.	Generally do not contribute, except when reserve is insufficient. Proposed regular funding by secondary partners to avoid emergency allocations.	All partners contribute based on the total revenue miles, based on service benefit. Fixed-route miles are analyzed and assigned to each partner, based on mobility benefit by jurisdiction (e.g. alignment, bus stops). The total fixed-route variable cost is allocated to each jurisdiction based on its percentage of revenue miles.	All partners contribute based on the total METRO Connect service serving each jurisdiction. Variable METRO Connect costs are calculated for each zone based on daily operating costs, vehicle costs, and dedicated administrative and supervisory costs.
Secondary Funding Partners	Do not contribute.	Secondary partners contribute to the reserve at a rate that is equal to half of the full fixed costs to variable costs ratio.		

(Source: Rock Region Metro (2020). Proposed Local Jurisdictions Funding Contributions)

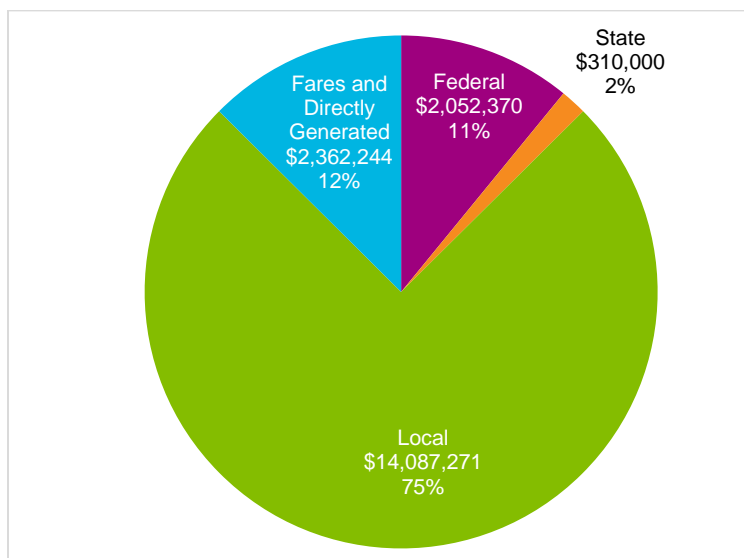


Figure 3-11 Rock Region Sources of Operating Funds (NTD 2019)

3.3 4.6 COMPARISON OF GRTC GOVERNANCE STRUCTURE RELATIVE TO PEERS

The table below summarizes the governance

Table 3-3 Comparison of GRTC Governance to Peers

	GRTC (Richmond)	HRT (Hampton Roads)	VIA (San Antonio)	MTA (Nashville)	RTA (Nashville)	Rock Region (Little Rock)
Founded	1973 (1989)	1999	1978	1973	1988	1986
Agency Type	Public service corporation	Transportation District	Independent Authority	Component of local government	Regional Authority	Authority by Interlocal Agreement
Taxing Authority	No	No	Yes	No	No	No
Jurisdictions	4	7	14	1	10	6
Appointing Body	<ul style="list-style-type: none"> City Council County Board of Supervisors 	<ul style="list-style-type: none"> City/county government Governor CTB Senate House 	<ul style="list-style-type: none"> City council Mayors of other jurisdictions Bexar County Commissioner 	<ul style="list-style-type: none"> Mayor (approved by City Council) 	<ul style="list-style-type: none"> Counties Cities Governor 	<ul style="list-style-type: none"> County Judge City Board of Directors Mayor
Board Size & Term	<ul style="list-style-type: none"> 6 members 1-year, no term limit 	<ul style="list-style-type: none"> 15 members 1-year term 	<ul style="list-style-type: none"> 11 members 2-year term, staggered, max 8 years 	<ul style="list-style-type: none"> 5 members 5-year staggered terms 	<ul style="list-style-type: none"> 39 members Citizens (5-year term) Ex-officio (office term) 	<ul style="list-style-type: none"> 12 members 4-year term No term limit

Table 3-3 Comparison of GRTC Governance to Peers (Continued)

	GRTC (Richmond)	HRT (Hampton Roads)	VIA (San Antonio)	MTA (Nashville)	RTA (Nashville)	Rock Region (Little Rock)
Representation Elected and/or Citizen	<ul style="list-style-type: none"> Citizens 	<ul style="list-style-type: none"> Elected officials Citizens CTB State Senate and House 	<ul style="list-style-type: none"> Citizens 	<ul style="list-style-type: none"> Citizens 	<ul style="list-style-type: none"> Elected officials, Citizens TDOT Commissioner 	<ul style="list-style-type: none"> No elected officials Two city staff from Little Rock
Qualification	<ul style="list-style-type: none"> Residency requirement waived 	<ul style="list-style-type: none"> NA 	<ul style="list-style-type: none"> Residents and qualified voters of service area 	<ul style="list-style-type: none"> 3-year minimum residency Secretary – 30 years or older, practicing attorney 	<ul style="list-style-type: none"> Governor appointees should be knowledgeable in transit service or operations 	<ul style="list-style-type: none"> Elector within Authority’s jurisdiction No residential requirement
Voting, Proxy	Simple majority	Simple majority, Yes	Simple majority	Simple majority	Simple majority, Yes	Simple majority
Voting Veto	No	Yes, within jurisdiction	No	No	No	No
Primary operating funding source	CVTA (from FY21 budget) and Localities	Member contributions	Sales tax, ATD tax	City general fund	CMAQ, Member contributions	Member contributions

4 STRATEGIC ASSESSMENT AND BENCHMARKING OF CVTA

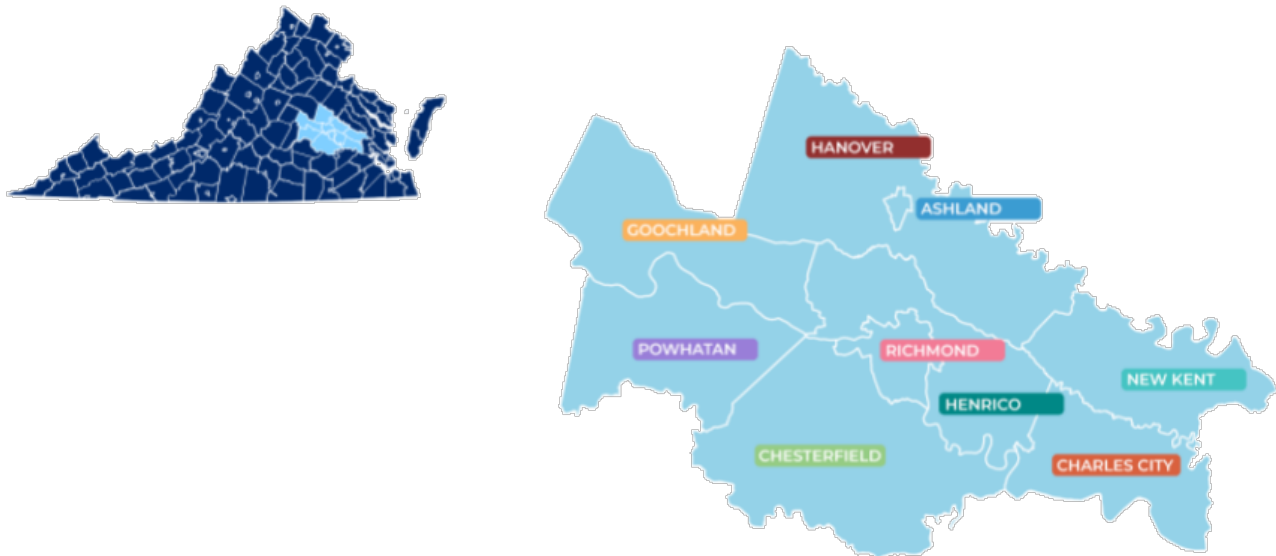
This chapter provides an overview of the Central Virginia Transportation Authority in comparison to two peer transportation governing structures in the Commonwealth: Northern Virginia Transportation Authority (NVTA) and Hampton Roads Transportation Accountability Commission (HRTAC).

4.1 CENTRAL VIRGINIA TRANSPORTATION AUTHORITY

The Central Virginia Transportation Authority (CVTA) was established in 2020 through the passage of Virginia General Assembly HB1541, introduced by Del. Delores McQuinn and enacted in April 2020. The CVTA was created to administer additional transportation funding levied by this bill. The additional transportation funding due to these taxes are to be distributed both locally within a specific jurisdiction and regionally.

The CVTA encompasses Planning District 15, which includes the following nine jurisdictions, as seen in the figure below.

Figure 4-1 Map of Jurisdictions in Planning District 15



Source: PlanRVA³⁴

4.1.1 Membership Structure

The CVTA membership is comprised of 16 members, 12 of whom have voting rights. The list of voting and non-voting members is similar to other authorities, where the voting members are elected officials from each of the jurisdictions and members of the Virginia General Assembly and the Commonwealth Transportation Board, and the non-voting members are Voting members include representatives from the relevant transportation state governing bodies – DRPT and VDOT – or local transportation governing bodies – GRTC and Richmond Metropolitan Transportation Authority (RMTA).

³⁴ <https://planrva.org/home/our-localities/>

4.1.2 Governance

Currently, the CVTA has planning and staffing support from PlanRVA, the Metropolitan Planning Organization for Planning District 15.

In terms of voting, the voting is weighed based on the population of the locality, creating a representative structure that allows voices to be heard in proportion to the population size. The voting process is statutorily determined and sets different vote amounts for different jurisdiction, based on population. Below are the voting weights:

- Four votes each to: Chesterfield and Henrico Counties; City of Richmond
- Three votes to: Hanover
- Two votes each to: Goochland, New Kent, and Powhatan Counties
- One vote each to: Charles City County and the Town of Ashland

While the other authorities also take population into account, they do so not through weighted vote amounts, as CVTA does, but through ensuring approvals for actions are supported by a certain percentage of the populations represented.

4.1.3 Funding

These additional dedicated taxes being levied are an additional regional 0.7 percent sales and use tax and a wholesale gas tax of 7.6 cents per gallon of gasoline and 7.7 cents per gallon of diesel fuel. The gas tax rates are indexed to inflation.

The legislation explicitly states that the funding use will be broken down into three categories:

- 35% of funding used by the CVTA for transportation-related purposes benefitting localities within Planning District 15,
- 15% distributed to GRTC or its successor to provide transit and mobility services in Planning District 15, and
- 50% returned, proportionally, to each locality to improve local mobility through construction, maintenance, or expansion of roads, sidewalks, trails, mobility services, or transit located in the locality.

NVTA also sets aside some funding for broader regional needs (70%) and some to be returned to the localities for their own transportation needs (30%). What is different is that there is an amount set-aside for the transit agency specifically. In some sense, this is not too different from HRTAC, which provides funding for Hampton Roads Transit but is not a specific percentage delineated in the statute in the way that 35% of these CVTA funds are committed to GRTC.

4.1.4 Powers and Authority

The CVTA prioritizes and selects regional transportation projects, which must benefit Planning District 15/member jurisdictions. It oversees the funding that is proportionally returned to localities and approves GRTC's annual plan for projects funded by CVTA's revenues. In terms of financing future projects, the CVTA can issue bonds and finance debt via future tax revenues to be received.

4.2 NORTHERN VIRGINIA TRANSPORTATION AUTHORITY

The Northern Virginia Transportation Authority (NVTA) was originally established in 2002 through Virginia Senate Bill 576 to set policies and priorities for transportation in the region. After a 2008 court case stipulating that taxes needed to be levied directly by the Virginia General Assembly, House Bill 2313 passed in 2013 creating the Northern Virginia Transportation Authority Fund, levying taxes for NVTA's use. In terms of funding disbursement, 70% is considered regional revenue to be used on regional projects, whereas 30% is considered local revenue for localities' use, such as for bus operations expenses, Capital Bikeshare, and pedestrian improvements.

Like the CVTA, the NVTA is composed of nine jurisdictions that are either counties or cities.

4.2.1 Role and Funded Projects

The NVTA provides long range planning for regional transportation projects in Northern Virginia, called the TransAction. It also puts together its NVTA Six Year Program, setting transportation policies and priorities. These policies and priorities are guided by performance-based criteria, which include:

- improve travel times
- reduce delays
- connect regional activity centers
- improve safety
- improve air quality
- move the most people in the most cost-effective manner.

Funded projects include design, engineering, construction, and asset acquisition for different multimodal projects including:

- Pentagon City Multimodal Connections and Transitway Extension in Arlington County
- Route 1 and Route 7 Widening in Fairfax County
- Transit Bus Acquisition for Loudon County.

4.2.2 Membership Structure

Membership in NVTA includes 17 members, 14 of whom have voting rights. These voting members must reside within a member city or county, and like other authorities, the voting members include the chief elected officer of the governing body of each of the counties and cities (alternates allowed) and members of the Virginia General Assembly and the CTB. However, this board also includes two governor-appointed citizens (one is CTB), one of whom is person with significant experience in transportation and not resident of same county/city as other governor-appointed member. This is likely to add some professional transportation experience to the board.

For NVTA, the non-voting members include the same type of state transportation agency chiefs (DRPT, VDOT) as in other authorities, but there is an additional non-voting member: an annually rotating chief elected officer of a town within NVTA. This rotating officer is intended to provide more insight to and from towns that are within the jurisdiction but might be otherwise overshadowed by their entire county.

4.2.3 Governance

In terms of voting, of interest is that the governing priority is for decisions to be made by “consensus, where possible.” This language exists throughout the statute and the delineated statutorily described voting patterns to encourage consensus-building by considering population of jurisdictions, membership on the NVTA and elected officials.

Approval of an NVTA Action requires three tests:

- 2/3 of voting members present
- 2/3 of local government members present
- Local government members voting in favor must represent 2/3 of population of jurisdictions embraced by NVTA

The bylaws include worksheets tables, seen in Table 4-1 , to assist in ensuring these parameters are met.

Table 4-1 Sample NVTA Voting Worksheet

If 7 members present (need 5 yeas):

Specific Jurisdictions that must vote to approve						2015 Population Estimates	Additional Jurisdictions Needed for Approval (any of the Others)
SCENARIOS	Fairfax	Prince William				1,572,793	3
	Fairfax	Loudoun	Arlington			1,738,459	2
	Fairfax	Loudoun	Alexandria			1,663,352	2

In terms of staffing, NVTA has a robust organizational chart, seen in Figure 4-2 below.

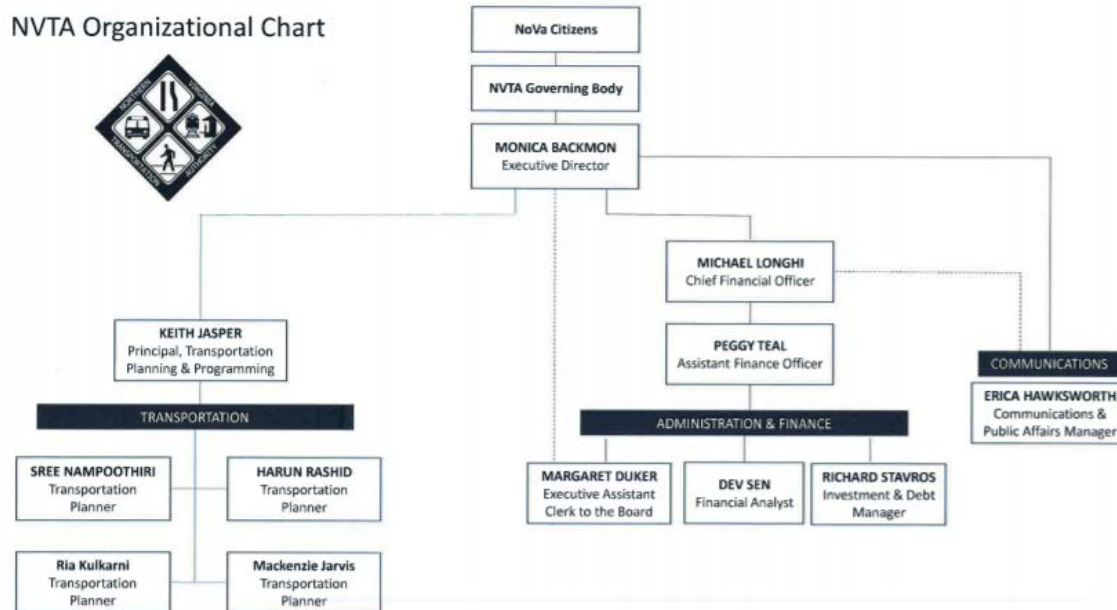


Figure 4-2 NVTA Organizational Chart

4.2.4 Funding

The greatest sources of funding for NVTA are gas, diesel, and road taxes and registration fees. There is no longer a congestion mitigation tax, but NVTA does benefit from the State’s Interstate 81 Corridor Improvement Fund. Other funding sources include investment income and funding from the Northern Virginia Transportation District, which follows the same 70% regional/30% local disbursement split.

4.3 HAMPTON ROADS TRANSPORTATION ACCOUNTABILITY COMMISSION

The Hampton Roads Transportation Accountability Commission (HRTAC) was created in 2014 through House Bill 1253/Senate Bill 513 to manage the Hampton Roads Transportation Fund (HRTF), which was focused on procuring, financing, building, and operating highway, bridge, and tunnel projects in Hampton Roads. In 2020, Senate Bill 1038/House Bill 1726 created the Hamptons Roads Regional Transit Fund (HRRTF) to levy new taxes dedicated to transit funding. HRTAC includes 14 jurisdictions, composed of counties and cities.

4.3.1 Role and Funded Projects

The HRTAC works closely with HRTPO, which sets regional transportation policies and priorities for regional transportation projects and uses the funding from HRTF and HRRTF to fund projects in the area.

Some of the funding for HRRTF is dedicated to HRT to provide inter-jurisdictional bus service. Because legislation creating HRRTF was only passed in 2020, most of the previously funded projects were road, rather, than transit related. These include:

- I-64 Widening
- I-64/I-264 Interchange Improvements
- Hampton Roads Crossing Study
- Hampton Roads Bridge Tunnel Expansion

4.3.2 Membership

HRTAC is comprised of 19 voting members and four non-voting members. Like the other authorities, the represented jurisdictions and the Virginia General Assembly are included. The non-voting members include the same state transportation agencies (DRPT, VDOT, CTB) as the other agencies, with the addition of the Virginia Port Authority, due to its proximity to the coast.

Reflecting the smaller size of the authority, the staff is listed below, focusing on financials rather than planning:

- Executive Director
- Executive Assistant
- Chief Financial Officer
- Three Accounting Managers

4.3.3 Voting

HRTAC's board voting structure differs from both CVTA and NVTA. Approval requires 2/3 majority vote of elected officials on the commission representing at least 2/3 of region's population.

4.3.4 Funding

Recent legislation creating HRRTF is expected to raise \$31 million annually through the 1% local hotel tax, 0.6% sales tax, and an additional \$20 million annually from recordation taxes paid during the sale of property. Beginning in 2023, HRTF will be able to collect tolls. Currently, the greatest sources of funding for HRTAC are tax revenues.

4.4 CVTA BENCHMARKING

The table that extends over the next two pages provides a benchmarking comparison between CVTA, NVTA and HRTAC

		CVTA	NVTA	HRTAC
Year Established		2020	2002	2014
Establishing Legislation		<ul style="list-style-type: none"> House Bill 1541 (2020) 	<ul style="list-style-type: none"> Senate Bill 576 (2002) House Bill 2313 (2013) 	<ul style="list-style-type: none"> House Bill 1253/Senate Bill 513 (2014) created HRTAC Senate Bill 1038/House Bill 1726 (2020)
Jurisdictions	Total	7 counties & 1 city & 1 town	4 counties and 5 cities	4 counties and 10 cities
	Counties	Goochland, Powhatan, Chesterfield/Colonial Heights, Henrico, Hanover, New Kent, Charles City	Arlington, Fairfax, Loudoun, and Prince William	Isle of Wight, James City, Southampton, York
	Cities/Towns	City of Richmond, Town of Ashland	Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park	Chesapeake, Franklin, Hampton, Newport News, Norfolk, Poquoson, Portsmouth, Suffolk, Virginia Beach, Williamsburg
Purpose/Role/Responsibility		<ul style="list-style-type: none"> Provides new funding opportunities for priority regional transportation investments 	<ul style="list-style-type: none"> Regional transportation plan and project prioritization Funds of transportation projects 	<ul style="list-style-type: none"> Manages HRRTF and HRTF Works closely with HRTPO, which prioritizes transportation projects
Related Agencies (agency: purpose)		<p>PlanRVA (RRTPO, Richmond Regional Transportation Planning Organization)</p> <ul style="list-style-type: none"> Resource in setting up CVTA governance, planning advice and support. <p>Greater Richmond Transit Company (GRTC)</p> <ul style="list-style-type: none"> Operates primary urban-suburban bus line in region. 	<ul style="list-style-type: none"> Northern Virginia Transportation Authority Fund was established by the Virginia General Assembly to fund the NVTA. 	<p>Hampton Roads Transportation Fund (HRTF)</p> <ul style="list-style-type: none"> Procures, finances, builds, and operates highway, bridge, and tunnel projects in Hampton Roads. <p>Manages Hamptons Roads Regional Transit Fund (HRRTF)</p> <ul style="list-style-type: none"> Constructs and operates regional bus service, especially inter-jurisdictional and high-frequency bus service. Develops, maintains, and improves core regional network of transit routes and related infrastructure.

		CVTA	NVTA	HRTAC
Primary Funding Sources		Tax revenues	Tax revenues, interest, bonds, NVTD	Tax revenues, tolls (2023), interest, bonds
Membership	Total	16 (12 voting members + 4 non-voting members)	17 (14 voting members + 3 non-voting members)	27 (23 voting + 4 non-voting)
	Voting	<ul style="list-style-type: none"> Elected officials from jurisdictions 1 member each from House of Delegates, Senate, CTB 	<ul style="list-style-type: none"> Elected officials from jurisdictions 2 House of Delegates 1 Senator 2 governor-appointed (1 CTB) 	<ul style="list-style-type: none"> Elected officials from jurisdictions 3 House of Delegates 2 Senators
	Non-Voting	DRPT, GRTC, RMTA, VDOT	DRPT, VDOT, annual rotating town	DRPT, VDOT, CTB, Port
Voting (statutorily delineated)		<ul style="list-style-type: none"> Weighed votes based on population in jurisdiction <ul style="list-style-type: none"> Most populous each have 4 votes (Chesterfield, Henrico, Richmond) Least populous each have 1 vote (Ashland, Charles City) Delegate, Senator, and CTB member each have 1 vote 	<ul style="list-style-type: none"> Approval of an NVTA Action requires three tests <ul style="list-style-type: none"> 2/3 of voting members present (10 of 14 if all voting members present) 2/3 of local government members present (6 of 9 if all jurisdictions represented) Local government members voting in favor must represent 2/3 of population of jurisdictions embraced by NVTA 	<ul style="list-style-type: none"> 2/3 majority vote of elected officials on commission Representing at least 2/3 of region's population
Powers and Authority		<ul style="list-style-type: none"> Project selection and prioritization Approves GRTC annual plan Issue bonds and finance debt via future tax revenues to be received 	<ul style="list-style-type: none"> Regional transportation plan Implement plan through contracting or own operations Acquire land for NVTA's or another agency's use in transportation services Plan for mass transportation services and contract implementation 	<ul style="list-style-type: none"> Invest in regional transportation projects, with priority for greatest impact on congestion mitigation Control, operate, collect tolls on highways, bridges, tunnels Can acquire land Exercise all the powers given to transportation district commissions

5 TRANSPORTATION DISTRICTS

5.1 PURPOSE AND CREATION

A Transportation District is a mechanism provided to support the provision of improved or expanded transportation systems that enhance the quality of life of citizens in regions, metropolitan areas, or contiguous political subdivisions. They are implemented where joint action by the political subdivisions is needed for planning and provision of major capital improvements, which may include transit infrastructure. Associated transportation system improvements may include dedicated funding for transit systems, highways, or other transportation modes. Existing Transportation Districts in the Commonwealth include the Northern Virginia Transportation District and Commission (NVTD/NVTC),³⁵ Potomac and Rappahannock Transportation Commission (PRTC), and Transportation District Commission of Hampton Roads (TDCHR). A Transportation District Commission serves as the governing body for the District.

In the Commonwealth of Virginia, Transportation Districts are authorized under the Transportation District Act of 1964 (Title 33.2, Chapter 19). According to the Act, transportation districts may be created under by two or more counties or cities through ordinance adopted by each of the local governing bodies after all provisions of the legislation are met or by an act of the General Assembly³⁶.

Ordinances from cities or counties seeking to form a transportation district must first file such an ordinance with the Secretary of the Commonwealth. The Secretary of the Commonwealth certifies the petition to the Tax Commissioner and the governing body of each participating city or county. The certification ensures that the ordinance satisfies all legislative requirements. Such a petition must include the following:

Name of the proposed district which will include “transit district” or “transportation district”

Boundaries of the district

Names of counties and cities that will embrace the district in whole or in part

Findings to support the need for an improved transportation system and how a transportation district formed by said localities would facilitate such a transportation system.

A single locality may also form a transportation district in the absence of interest from contiguous cities or counties after fulfilling all the provisions of the Transportation District Act. Additional members may be added after creation following an agreement with the Commission and subsequent filings and certifications with the Secretary of the Commonwealth, Tax Commissioner, the Commission, and the governing body of the locality for which the ordinance was filed.

All three transportation district commissions, PRTC, NVTC, and TDCHR, were established by acts of the General Assembly with specific requirements for the respective commissions (outside the general provisions) and listed under the 1964 legislation.

5.2 GOVERNANCE

A transportation district is governed by a district commission, which is created to manage and control the activities of the transportation district. Commissioners are appointed from the governing bodies³⁷ of participating counties or cities (members) based on the number agreed by the members unless otherwise provided by law. The Chairman of the Commonwealth Transportation Board (CTB) or designee also serves as an ex-officio member with voting privileges and may appoint an alternate to act in the absence of the Chairman or designee.

Exceptions exist to the general provisions of the commission structure. In certain cases, transportation district commissions may include additional appointments from the General Assembly through specific provisions in the

³⁵ The NVTC was established pursuant to 33.2-1904 as the governing body of the transportation district.

³⁶ Code of Virginia §33.2-1903, 33.2-1905

³⁷ Exceptions exist under Code of Virginia §33.2-1915

legislation such as in the case of PRTC. As previously discussed in the peer study for TDCHR, the Governor also appoints citizen members in addition to the General Assembly appointments.

Furthermore, the TDCHR commission appointees from member counties or cities may be selected from within the respective governing bodies or its respective county or city manager. In the case of the Northern Virginia Transportation Commission (NVTC), the governing body for NVTD, specific provisions in the Act prescribe the authorization and qualifications of its commissioners to serve on the board of the Washington Metropolitan Area Transit Authority (WMATA). This is because the NVTC was created in part to represent the Virginia's interests during the establishment of WMATA. The General Assembly is therefore represented by two Senate and House of Delegates. Legislative and other ex-officio commission members generally serve their terms of office.

Commission members of a transportation district elect the chair and vice-chair from among its members to serve as officers for a term of one year. The secretary and treasurer may or may not be members of the commission. Officers that are not members of the commission will have a fixed compensation and duties.

5.3 POWERS AND AUTHORITY

As with the governance structure of transportation districts, the Transportation District Act of 1964 provides general powers and authority as well as additional provisions for specific entities. Articles 4, 5, and 6 of the Act provide an extensive description of the detailed powers and authority of the district commission. This section provides a summary of the general provisions for powers and authority³⁸. The general provisions include:

1. Preparation of a transportation plan for the transportation district by cooperating with governing bodies of member localities, the CTB, and other agencies of which commission members are also members. Additional provisions for the planning process are provided in Appendix A.
2. Following the adoption of a transportation plan in accordance with provisions of the Act, the commission may construct or acquire, by purchase or lease the transportation facilities required by the plan.
3. The commission may enter operate the needed transportation services³⁹ or may engage private companies to operate such facilities.
4. The commission may collaborate with the appropriate entities provide transit service (or other modes of transportation). Agreements or contracts may be with the following:
 - a. counties and cities within the transportation district,
 - b. adjoining counties and cities within the same planning district, or
 - c. other commissions of adjoining transportation districts.

Unless otherwise stated by law, the commission has additional powers and authority, a few of which include: to sue and be sued; apply for and accept loans, issue bonds and obligations; appropriate funds for administrative and other expenses; enter into contracts and agreements; and execute instruments necessary for the purpose of carrying out its powers.

Creation of a transportation district does not authorize a levy to fund activities of the transportation commission unless otherwise provided. In the Commonwealth, levies must be authorized by the general assembly. For example, the creation of the TDCHR in September 1999 was not associated with fund or dedicated tax revenue. Activities of the commission were funded through a combination of federal, state, local, and directly generated funds. Among the TDCHR participating member localities, these provided contributions through a cost allocation agreement. However, decades after the commissions establishment, in 2020, the General Assembly passed SB 1038 and HB1726, which created the Hampton Roads Regional Transit Program (HRRTP) and Hampton Roads Regional Transit Fund (HRRTF). The HRRTF became the first dedicated transit funding for Hampton Roads, which will support Hampton

³⁸ Code of Virginia Title 33.2, Chapter 19 Article 4 (§ 33.32-1915)

³⁹ For any mode including rail, bus, water, air, or any other mode of travel and its associated related assets such as rights-of-way, tunnels, bridges, facilities, equipment, or any business activities required for the provision of the transportation service.

Roads Transit (HRT)⁴⁰. The HRRTF will be managed by the Hampton Roads Transportation Accountability Commission (HRTAC).

Similarly, the PRTC receives, among other federal and state funding sources, local funding through a 2.1 percent motor fuels tax from member jurisdictions within the transportation district. The tax is used to fund transit service and, once those needs are met, transportation improvements within the member jurisdictions.

5.4 OPPORTUNITIES AND POTENTIAL THREATS

Transportation districts may be formed in situations where the joint provision of transportation improvements is advantageous and advances the quality of life of residents in participating jurisdictions. A transportation district may provide the appropriate structure to secure a local share for major transit capital improvements, such as rapid transit (bus or rail) or regional/commuter rail along Commonwealth railroad corridors. Considering the key issues identified in this study, the following opportunities and threats and may be considered in further studies or deliberations.

Discussions with stakeholders raised the desire for the participation of a broader number of jurisdictions in transit governance and of having elected officials on a transit board. The creation of a transit district in the Richmond region to provide some form of regional service would provide the opportunity for a new entity with a structure that suits all participating members, including the ability of elected officials to directly participate. Further study and analysis would be needed to determine the interest of the jurisdictions within Planning District 15 to participate in such a district, the type of regional service to be provided, amount of service warranted, and cost of regional service.

Furthermore, since the creation of new transportation or transit district does not automatically guarantee funding, unless a tax is levied by the General Assembly as in the case of TDCHR, component governments interested in participating in such a district would have to determine the willingness and ability to fund any new service. If determined that a willingness and ability to jointly plan for and fund new regional service without a new tax is present, not imposing a tax with the creation of a transit district could be advantageous from the viewpoint of taxpayers.

However, the creation of another entity for transit system improvements could be a potential threat due to public confusion about roles and responsibilities of regional entities, particularly, transportation related entities. Currently, transportation governance in the region is provided by the Richmond Regional Transportation Planning Organization (RRTPO), PlanRVA, GRTC, CTB, VDOT, VDRPT, and Richmond Metropolitan Transportation Authority (RMTA). Considering the nascent nature of the CVTA, the establishment of another regional transportation entity could potentially affect public trust in the role and ability of existing bodies. It would be advantageous to allow the CVTA to fully implement transportation improvements and using existing resources and over time, reevaluating the need for another regional transportation entity.

Finally, the appointment of new transportation district commission members from existing local governing bodies could create an additional burden on localities. With the limited resources available, serving on multiple boards could potentially reduce the effectiveness and participation of commission members on the board.

⁴⁰ The TDCHR operates transit service under the name Hampton Roads Transit.

6 KEY GOVERNANCE ISSUES AND CONSIDERATIONS FOR FURTHER STUDY

6.1 STAKEHOLDER OUTREACH PARTICIPANTS

A key component of successful transit governance is collaboration and buy-in from stakeholders. As such, this study sought to identify the key governance issues in the region by conducting a series of stakeholder interviews. These interviews included localities within the CVTA as well as regional and state-level stakeholders. In total, over 40 individuals were interviewed through 15 separate interviews. Table 6-1 provides a summary of the stakeholder participants interviewed for the study.

During the interviews, stakeholders were asked their perspectives on the topics of (1) current transit service, transit needs, and perspectives on regional transit, (2) transit governance structure and decision-making, and (3) transit funding. Key issues identified are summarized in Section 6.2.

Table 6-1 Stakeholder Outreach Participants

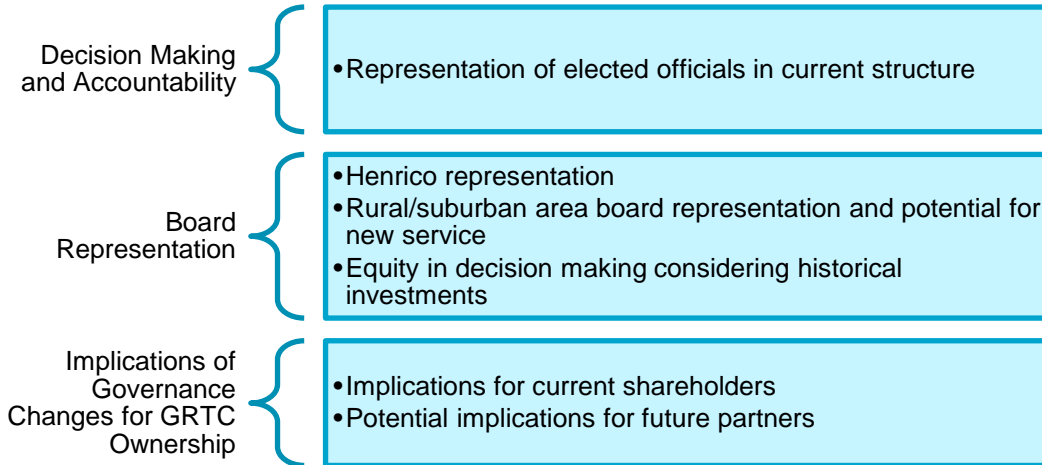
Representative	Stakeholder	Position/Title
Julie Timm	GRTC	CEO
Bonnie Ashley	GRTC	General Counsel
Adrienne Torres	GRTC	Director of planning & Operations
John Zinzarella	GRTC	CFO
Kesha Reed	GRTC	Grant Administration
Dawn Bailey	GRTC	Comptroller
Soumya Vijayan	GRTC	Financial Analyst
Rev. Campbell	GRTC Board	Board President
Gary Armstrong	GRTC Board	Board Vice President
Dr. Cynthia Newbille	City of Richmond	President of Richmond City Council
Ellen Robertson	City of Richmond	Vice President of Richmond City Council
Lincoln Saunders	City of Richmond	Acting Chief Administrative Officer – City of Richmond
Dironna Moore Clarke	City of Richmond	Office of Equitable Transit and Mobility
Dan Schmitt	Henrico County	Brookland District Representative; Henrico Board of Supervisors
Frank Thornton	Henrico County	Fairfield District Representative; Henrico Board of Supervisors
Todd Eure	Henrico County	Assistant Director of Transportation & Development
John Vithoukas	Henrico County	Henrico County Manager
Rev. Delores McQuinn	Virginia House of Delegates	Committees: Transportation (Chair), Education, Rules, Appropriations Charles City County, Chesterfield County (part), Henrico County (part), City of Richmond (part)
Carlos Brown	Commonwealth Transportation Board	Richmond District Vice President & General Counsel, Dominion

Representative	Stakeholder	Position/Title
Kevin Carroll	Chesterfield County	Matoaca District Supervisor
James Holland	Chesterfield County	Dale District Supervisor
Dr. Joseph Casey	Chesterfield County	Chesterfield County Administrator
Jesse Smith	Chesterfield County	Deputy County Administrator Community Development
Jeffrey Mincks	Chesterfield County	County Attorney
Barb Smith	Chesterfield County	County Transportation
Neil Spoonhower	Goochland County	Board of Supervisors (District 2)
Michael Campbell	Goochland County	Transportation Manager
Canova Peterson	Hanover County	Hanover County (Chairman), CVTA Bboard member
John Budesky	Hanover County	County Administrator
Mike Flag	Hanover County	Director of Public Works, county administration
Joe Vidunas	Hanover County	Transportation Engineer
Patricia Page	New Kent County	Board of supervisors (District 3)
Justin Stauder	New Kent County	Assistant County Administrator
Rhonda Russell	Charles City County	Assistant County Administrator/Director of Community Development
Bill Coad	Charles City County	District 2 Supervisor
Bret Schardein	Powhatan County	Assistant county administrator
David Williams	Powhatan County	Board of Supervisors
Jennifer Mitchell	Virginia Department of Rail and Public Transportation	Director
Tiffany Dubinsky	Virginia Department of Rail and Public Transportation	Statewide Transit Planner
Jennifer DeBruhl	Virginia Department of Rail and Public Transportation	Chief of Public Transportation

6.2 DISCUSSION OF KEY GOVERNANCE ISSUES AND FINDINGS

Following the review of GRTC's governance structure and extensive stakeholder outreach, the following three key issues were identified and summarized in Figure 6-1.

Figure 6-1 Summary of Key Issues⁴¹

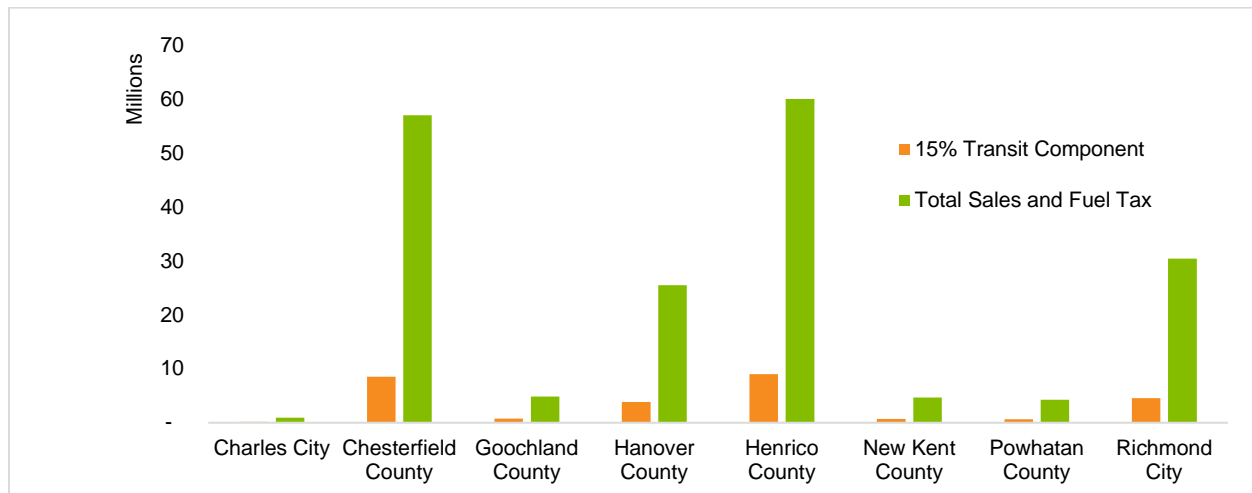


6.2.1 Decision Making and Accountability

The 2020 CVTA legislation introduced a new regional sales and use tax of 0.7 percent and a wholesale gas tax of 7.6 cents per gallon of gasoline and 7.7 cents per gallon of diesel fuel. These new taxes were imposed within the CVTA member jurisdictions. Of the total revenue generated through the new transportation funding, 15 percent would be provided to support transit service provided by GRTC, 50 percent to CVTA member jurisdiction proportionally, and 35 percent for regional projects. Table

Figure 6-2 provides a summary of FY2022 CVTA member contribution estimates in Fiscal Year 2022, showing the 15 percent transit component.

Figure 6-2 Summary of FY2022 CVTA Funding Estimates



⁴¹ Of the four key issues identified, the “evaluation of potential new service” was considered out of the scope of this governance study but within the scope of an ongoing concurrent study for the region

Subsequently, questions concerning the involvement of elected officials on the GRTC board, as direct representatives of the constituents, arose. Generally, this concern stemmed from the belief that the use of public dollars should have been accountable to elected officials.

In discussing issues of decision making and accountability, consideration may be given the following subsections which review existing accountability mechanisms and the general advantages and disadvantages of having elected officials on transit boards. **Accountability Provided by Presence of Elected Officials on CVTA Board**

The CVTA board is comprised of representatives from member jurisdictions, the Virginia House of Delegates, Senate of Virginia, and Commonwealth Transportation Board. Additionally, Virginia Department of Rail and Public Transportation, Virginia Department of Transportation, GRTC, and Richmond Metropolitan Transportation Authority have seats on the board as non-voting ex-officio members. Each member jurisdiction is represented by an elected official and support staff. Thus, elected officials are inherently involved in the decision-making process involving CVTA funds including the 15 percent GRTC allocation.

Funding Oversight and Accountability Provided Through CVTA Planning Process

One of the CVTA's priorities is the *development of a regional public transportation plan that annually prioritizes regional transit projects and the spending needs for the 15 percent GRTC allocation*. Elected officials on the CVTA board can therefore participate in the plan development process. Through the existing forums, elected official and other CVTA board members can collaboratively work to develop and prioritize transit projects that promote the growth and development of the region and its citizens.

Funding Oversight and Accountability Through CVTA Finance Committee

The CVTA Finance Committee is responsible for advising the authority on all financial matters and overseeing the financial activities undertaken by the authority. In the CVTA bylaws, the committee is specifically charged with the *review of GRTC's expenditure of funds received through the authority on a quarterly basis*.

The committee is made up of five CVTA members: three from jurisdictions with the highest population and two appointed by the authority. Therefore, oversight of direct GRTC expenditure of CVTA funds is provided by elected officials and one Commonwealth Transportation Board Appointee. Finance committee members are represented as follows:

Chesterfield County Board of Supervisors

Hanover County Board of Supervisors

Henrico County Board of Supervisors

Mayor of the City of Richmond

Commonwealth Transportation Board Appointee

Funding Oversight and Accountability Through CVTA Technical Advisory Committee

The Technical Advisory Committee is made up of 14 members. Each of the nine jurisdictions that form the CVTA is represented by one technical representative employed by the respective component governments (nine in total). The VDRPT, VDOT, GRTC, RMTA, and RRTPO are also represented by one non-voting member each. Together, this committee advise the CVTA on matters including planning, project prioritization, project selection, and programming. Furthermore, the CVTA bylaws specifically charges the committee with *"reviewing, commenting on, and recommending GRTC's, or its successor's, annual plan for expenditure of regional public transportation funds received through the Authority"⁴².*

The existing mechanisms for involvement of both elected officials and staff from CVTA member jurisdictions, as well as participation from state and regional entities such as VDRPT, VDOT, RMTA, RRTPO and GRTC in the planning, reviewing, commenting, and oversight of the 15 percent GRTC funding allocation support proper accountability.

⁴² CVTA (2020). Bylaws of the Central Virginia Transportation Authority. Available at https://planva.org/wp-content/uploads/CVTABylaws_Final_Approved_8.27.2020.pdf

Other Mechanisms for Oversight and Accountability

The involvement of elected officials is one way of bringing accountability, but other mechanisms exist. Firstly, the GRTC board is accountable to its shareholders through the board appointment process. The appointing bodies have the ability to appoint or remove board members. Secondly, GRTC’s audits and associated reports also provide some level of accountability. For example, as mandated by the CVTA legislation, the GRTC will conduct an annual Regional Public Transportation Plan. Finally, independent funding oversight from the CVTA is an additional way of bringing accountability to GRTC’s expenditure of CVTA funding. For example, as mandated by the CVTA legislation, the GRTC will conduct an annual Regional Public Transportation Plan to outline a plan for the 15 percent share of the CVTA funds. This plan is will be developed in coordination with the RRTPO. Finally, independent funding oversight from the CVTA is an additional way of bringing accountability to GRTC’s expenditure of CVTA funding.

Representation of Elected Officials on GRTC Board

It is not uncommon to have elected officials on transit boards in cases involving a dedicated transit tax. In many cases across the country, transit authorities that levy dedicated transit taxes are often the providers of said transit services. As seen in the peer study from VIA Metro, however, there are in other cases where elected officials are not directly involved in transit governance even with the presence of a directly levied dedicated transit tax.

In the case of GRTC, the current shareholders have the ability to make changes to the agency’s governing documents if they choose to do so, however, consideration should be given to the general review of advantages and disadvantages of having elected officials as board members (Table 6-3).

Table 6-2 Summary of Advantages and Disadvantages of Elected Officials on Transit Governance Boards

	Advantages	Disadvantages
Elected Officials	<ul style="list-style-type: none"> •Credibility of being elected by the people •Possess power within jurisdiction to effect changes •Opinions are potentially more in line with direction of the jurisdiction 	<ul style="list-style-type: none"> •Potential for having competing interests with non-transit-related issues •May be less motivated to be engaged on the board/attend meetings due to schedule demands •Additional structure needed to authorize delegation of alternates
Citizen Appointees	<ul style="list-style-type: none"> •Insulated and free from the non-transit related issues •Can have fiduciary responsibility to transit agency and benefit to the people •Appointees with transit experience of specialized expertise provide added value •Close communication with appointing body can ensure transit needs and direction of jurisdiction are aligned 	<ul style="list-style-type: none"> •Do not possess same power to effect changes within jurisdictions as elected officials

6.2.2 Board Representation

Currently, the GRTC board is made up of six members with three members each appointed by the City of Richmond and Chesterfield County. This arrangement was instituted in 1989 when Chesterfield County became a shareholder of GRTC and led the change of the nine-member, Richmond-only board, to a six-member board.

With changes to the agency’s funding structure as a result of new CVTA funding, Henrico County and other localities in the region expressed interest in having GRTC board representation for their tax contributions. An important point to note, however, is the representation already provided for the 15 percent CVTA transit funding. Along with the previous accountability and oversight mechanisms discussed in this chapter, equating GRTC board representation solely with CVTA contributions does not provide a complete picture. The subsequent sections further discuss these issues.

Because of the difference in current ridership and dollars contributed toward operating funds, this issue was divided in two parts: (1) representation for Henrico County and (2) representation for the suburban/rural jurisdictions.

Henrico County Board Representation

As previously shown in Section 2 of this report, Henrico County receives the second largest share of GRTC service and has also contributed to local revenues through those allocations. In the current arrangement, Henrico County receives contracted service from GRTC and does not have direct representation on the Board. Although Henrico County received service as early as in 1975, the county declined to purchase a portion of GRTC ownership in the initial sale and purchase agreement 1989. However, the recent creation of the CVTA and its role in transit funding resulted in a strong desire to participate directly in GRTC board decisions. On April 15th, 2021, Henrico County officially petitioned the City of Richmond and Chesterfield County to be included on the GRTC board as an equal member.

Discussions during the stakeholder outreach process showed an openness from the GRTC shareholders in adding on board members from Henrico County. Continued dialogue between the City of Richmond, Chesterfield County, GRTC, and Henrico County would progress the discussion of board composition and voting equity. Factors to consider for determining board composition and voting could include details discussed in Section 2 such as ridership, revenue miles of service, funding contributions, or some combination thereof.

In the case of Rock Region Metro, as discussed in the peer study, representation on the board is based on the amount of service consumed and contributions towards fixed and variable costs. In the case of HRT, members of the commission have equal representation on the board and only pay for services within their local jurisdictions. However, lessons from HRT showed this approach as less than ideal with issues for providing true regional service.

Rural/Suburban Area Representation

Three main concerns were raised by the other CVTA members: (1) dissatisfaction from the feeling of contributing to GRTC without directly receiving service or enough service, (2) concern of potentially subsidizing transit in areas outside their local jurisdictions due to the CVTA legislation's provision for current GRTC funders to maintain at least 50 percent of funding levels provided prior to the creation of CVTA, and (3) dissatisfaction of not having direct input on the GRTC board.

These concerns were echoed at varying levels from the localities, however, all the localities from the suburban/rural jurisdictions involved in the stakeholder outreach expressed a desire for increased or new GRTC service. There was a high interest in enhanced mobility services for the elderly, persons with disabilities, the youth, and general population. In some cases, this was conflated with the desire for board representation. In a few cases where localities had some existing transit (e.g., demand response service), questions on transferring the 15 percent GRTC allocation to their existing transit providers arose.

As discussed in previous sections, CVTA contributions alone does not provide a full picture to determine GRTC board representation. However, in considering future growth of the system, potential exists for exploring an opt-in clause where appropriate which stipulates thresholds which could include: (1) minimum size, density and/or service need, and (2) minimum commitment to financial responsibility and stability of the regional system.

Lastly, the desire for regional GRTC service could be further analyzed. Particularly, determining the types and levels of regional service warranted across member jurisdictions would prove advantageous. During the stakeholder outreach process, many jurisdictions expressed interest in enhanced mobility services for seniors, persons with disabilities, and even youth employment programs. Further analysis would shed light on the need, full cost and potential efficiencies of any new service.

Equity in Decision Making Considering Historical Investments

Potential changes to the GRTC board structure and discussions of future board composition raised concerns of equity decision making power. One factor raised was that of historical funding contributions from GRTC shareholders. Historically and at present, GRTC has primarily served residents of the City of Richmond. As such, over the years, the City has borne a significant share of funding for its riders.

Although new future CVTA funding would help support GRTC's operations, further study on historical financial investments made by the existing shareholders would provide useful evidence for future discussions of GRTC board composition.

6.2.3 Implications of Governance Changes for GRTC Ownership

As discussed in the GRTC overview in Section 2, GRTC was set up as a public transit corporation with the governing bodies of City of Richmond and Chesterfield County owning 50 percent each of the company's 10 shares. As shareholders, the two localities have control of GRTC's governance structure by appointing three members each to the board.

Subsequently, there was a need to understand any resulting implications of changes to the governance structure. Questions also arose on whether or not board representation would have to equal GRTC ownership (in terms of being a shareholder). Finally, nuanced discussions of additional implications for the City of Richmond and Chesterfield County is warranted.

6.3 CONSIDERATIONS FOR FURTHER STUDY

The current governance structure for GRTC is 32 years old. The City of Richmond and broader region have changed significantly in that timeframe and will continue to change significantly in the future. The creation of the CVTA to provide regional transportation funding was a positive change with the potential to enhance quality of life as well as regional growth and development of the region. This study's core mandate was to assess the sufficiency of existing policies and procedures that ensure accountability of transit funding received by GRTC from the CVTA. In the discussion of findings, several policies and mechanisms were identified which provide oversight and ensure accountability. The other primary study goal of evaluating the establishment of a transportation district was also reviewed and discussed with associated opportunities and threats.

Implementing effective changes to regional transit governance structure could enhance overall collaboration and growth of the region. In light of this, the following areas previously discussed as considerations for further study are reiterated below:

5. **Historical Financial Investments by GRTC Shareholders:** Collaboration by GRTC board and respective component governments to further analyze historical financial investments including useful life of past capital investments.
6. **GRTC Board Representation:** Collaboration by GRTC board, shareholders and potential new board appointing bodies on board composition.
7. **Types, Amount and Cost for New Regional Transit Service:** Further analysis on types and levels of regional service warranted across CVTA member jurisdictions as well as full cost of any new service.
8. **GRTC Shareholder Structure:** Further analysis into the GRTC shareholder structure to determine value of shares, marginal benefit of shareholder structure, and the benefit of potentially allocating shares on the basis of board representation.

Appendix A Planning Process for Transportation Districts

Below are the planning provisions for transportation planning districts provided by Code of Virginia § 33.2-1928

- A. In performing the duties imposed under subsections A and B of § 33.2-1915, the commission shall cooperate with the governing bodies of the counties and cities embraced by the transportation district and agencies thereof, with the Commonwealth Transportation Board, and with an agency of which members of the district commission are also members, to the end that the plans, decisions, and policies for transportation shall be consistent with and shall foster the development and implementation of the general plans and policies of the counties and cities for their orderly growth and development.
- B. Each commission member shall serve as the liaison between the commission and the body by which he was appointed, and those commission members who are also members of an agency shall provide liaison between the district commission and such agency, to the end that the district commission, its component governments, the Commonwealth Transportation Board, and any such agency shall be continuously, comprehensively, and mutually advised of plans, policies, and actions requiring consideration in the planning for transportation and in the development of planned transportation facilities.
- C. To assure that planning, policy, and decision-making are consistent with the development plans for the orderly growth of the counties and cities and coordinated with the plans and programs of the Commonwealth Transportation Board and are based on comprehensive data with respect to current and prospective local conditions, including land use, economic and population factors, the objectives for future urban development, and future travel demands generated by such considerations, the commission may:
 - a. Create, subject to their appointment, technical committees from the personnel of the agencies of the counties and cities and from the Commonwealth Transportation Board concerned with planning, collection, and analysis of data relevant to decision-making in the transportation planning process. Appointments to such technical committees, however, are to be made by the governing bodies of the counties and cities and by the Commonwealth Transportation Board; or
 - b. If the transportation district is located within an area that has an organized planning process created in conformance with the provisions of 23 U.S.C. § 134, utilize the technical committees created for such planning process.
- D. The commission, on behalf of the counties and cities within the transportation district, but only upon their direction, is authorized to enter into the written agreements specified in 23 U.S.C. § 134 to assure conformance with the requirements of that law for continuous, comprehensive transportation planning.

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