

CHAPTER 1

INTRODUCTION

1.1 ABOUT THE FREDERICKSBURG AREA METROPOLITAN PLANNING ORGANIZATION

Established in 1992, the Fredericksburg Area Metropolitan Planning Organization (FAMPO) is the federally designated Metropolitan Planning Organization for the Fredericksburg Urbanized Area. United States Code, part 23 CFR Parts 450 and 500 and 49 CFR Part 613 - Statewide Transportation Planning; Metropolitan Transportation Planning states that “a metropolitan planning organization (MPO) shall be designated for each urbanized area with a population of more than 50,000 individuals.” To be classified as an urbanized area, a central place and any contiguous area must have a density of at least 1,000 persons per square mile. The 1990 Census indicated that an urbanized area consisting of the City of Fredericksburg and portions of both Spotsylvania and Stafford Counties met the threshold for creating an MPO. The Fredericksburg Area Metropolitan Planning Organization (FAMPO) was established in 1992 with the concurrence of the Governor, in accordance with Federal regulations. With the concurrence of the Federal Highway Administration (FHWA), FAMPO elected to expand its boundaries to include the three jurisdictions in their entirety. The City of Fredericksburg and the Counties of Stafford and Spotsylvania comprise what is called the MPO Study Area and the Federal Office of Management and Budget has defined the City of Fredericksburg as a Central City.

FAMPO has a four-tiered structure consisting of a Policy Committee (PC), a FAMPO Technical Committee (FTC), a Transportation Advisory Group (TAG) and a Bicycle and Pedestrian Advisory Committee (BPAC). The Policy Committee serves as the decision-making body. Each Committee meets on a regular basis and the meetings are open to the public. Public participation is encouraged.

The Policy Committee is composed of two elected officials and the chief administrative officer of the City of Fredericksburg, and Stafford and Spotsylvania Counties. A representative from the Potomac and Rappahannock Transportation Commission (PRTC) along with a representative from the Virginia Department of Transportation (VDOT), also serve as voting members. Non-voting members include Caroline and King George Counties, the Virginia Commonwealth Transportation Board (CTB), the Federal Highway Administration (FHWA), the Virginia Department of Rail and Public Transportation (VDRPT) and the District member of the Commonwealth Transportation Board (CTB). Each locality is responsible for appointing their own representatives to the FAMPO Policy Committee, just as the PRTC Board appoints its representative. The Commissioner of VDOT is responsible for appointing its representative.

The FAMPO Technical Committee was established to advise and to provide technical engineering and planning expertise during the transportation planning process. The FTC consists primarily of engineers, planners and other professionals who represent the Region’s local governments and transportation/transit

agencies and works with the FAMPO staff to develop planning and programming recommendations for the Policy Committee.

The Transportation Advisory Group (TAG) is a citizen advisory group to the MPO and functions as a sounding board for public opinion on transportation issues, promoting ways to improve the quality of the region's transportation system. The TAG was established to help provide and encourage active citizen participation in the transportation planning process, and also to advise the MPO of the citizen's perspective on transportation planning, programs and projects.

The purpose of the Bicycle and Pedestrian Advisory Committee is to advise the FAMPO Policy Committee on updating the George Washington Regional Bicycle and Pedestrian Plan, to represent state and local governments, community organizations and the general public interests in transportation planning decisions, and to provide feedback to FAMPO staff on projects relating to walking and bicycling.

1.1.2 The George Washington Regional Commission

The George Washington Regional Commission (GWRC) is the planning district Commission for Virginia Planning District 16. The GWRC was created in 1961 as a result of Virginia's Regional Cooperation Act. The purpose of Planning District Commissions (PDC), as set out in the Code of Virginia, Section 15.2-4207, is "...to encourage and facilitate local government cooperation and state-local cooperation in addressing on a regional basis problems of greater than local significance. The cooperation resulting from this chapter is intended to facilitate the recognition and analysis of regional opportunities and take account of regional influences in planning and implementing public policies and services.

The role of the GWRC is to assist its five member localities with regional issues such as growth, the environment, transportation and housing. Other roles of the Commission include grant application assistance, management services for program implementation, land use planning services, GIS mapping and collecting/maintaining demographic and socioeconomic data for the Region.

Planning District 16's member jurisdictions include the City of Fredericksburg as well as the counties of Caroline, King George, Spotsylvania and Stafford. The George Washington Region, with a population of more than 327,000, is the fastest-growing region in Virginia and the fourth most populous of the Commonwealth's 21 planning districts.

1.1.3 GWRC/FAMPO Relationship

The GWRC serves as the administrative and financial agent for the Fredericksburg Area Metropolitan Planning Organization (FAMPO) under an agreement with the Virginia Department of Transportation (VDOT). Although the FAMPO is an independent body, its staff is provided by the GWRC. FAMPO administers a Unified Planning Work Program (UPWP) in accordance with the requirements of the *Moving Ahead for Progress in the 21st Century Act (MAP-21)*.

FAMPO also administers VA Planning District 16's Rural Transportation Program. This program provides transportation planning, modeling and GIS assistance to the PDC's rural localities (Caroline and King George Counties). The program also develops a Rural Long-Range Transportation Plan (RLRP) as outlines in Section 1.4.2 of this document, which is intended to better coordinate urban and rural transportation planning.

1.2 THE METROPOLITAN PLANNING PROCESS

Since the 1962 Federal-Aid Highway Act, federal authorizing legislation for expenditure of surface transportation funds has required metropolitan area transportation plans and programs to be developed through a continuing, cooperative and comprehensive (3-C) planning process.

Since the *Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA)* and the Transportation Equity Act for the 21st Century of 1998 (TEA-21), Congress showed support for metropolitan and statewide transportation planning by emphasizing seven distinct areas which metropolitan planning organizations and states should consider when developing their plans.

In 2005, the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)*, added emphasis in two areas: security and the environment. Transportation security is now a standalone factor, signaling an increase in importance from prior legislation. The factor relating to the environment is expanded, to promote consistency of the long-range transportation plan with planned growth and development.

Most recently, in 2012, the *Moving Ahead for Progress in the 21st Century Act (MAP-21)* was signed into law. Major changes to the Metropolitan Planning Program under MAP-21 include the establishment of a performance-based planning process. It requires MPOs and States to establish performance targets that address national performance measures established by the Secretary that are based on the national goals outlined in the legislation.

MPOs in Virginia have an edge on the development of Regional Performance Measures. On March 30, 2009, the Virginia General Assembly approved Chapter 670 which amended and reenacted §§ 2.2-229, 15.2-2232, 33.1-12, and 33.1-23.03 of the Code of Virginia. §§ 33.1-23.03 directs the Commonwealth Transportation Board (CTB) to develop and update the Statewide Transportation Plan.

Section 33.1-23.03(2) requires: That the Commonwealth Transportation Board, with the assistance of the Office of Intermodal Planning and Investment, may require that appropriate regional organizations develop as part of a long-range plan quantifiable measures and achievable goals for the urban region relating to, but not limited to, congestion reduction and safety, transit and high-occupancy vehicle (HOV) usage, job-to-housing ratios, job and housing access to transit and pedestrian facilities, air quality, movement of freight by rail, and per capita vehicle miles traveled.

Beginning July 1, 2011, the state provided match for MPO Regional Surface Transportation Program (RSTP) funding contingent upon the CTB approval of the MPOs regional transportation and land use performance measures in accordance with Chapter 670. FAMPO's Regional Performance Measures were approved on March 21, 2011.

Following the passing of Chapter 670 of House Bill 2019 and Chapter 690 of Senate Bill 1398, the Virginia Office of Intermodal Planning and Investment (OIPI) provided guidance to the affected MPOs on the types of performance measures that would satisfy the legislative requirements and the data requirements needed to report each performance measure. First, key data sources were identified, and then the measures and their data sources were refined by the MPOs and the OIPI. During the development of the measures, it was important that all of the measures be examined consistently across the MPOs with regard to implementation and reporting.

Nine categories were developed, which include the following:

1. Congestion Reduction
2. Safety
3. High-Occupancy Vehicle Usage
4. Transit Usage
5. Jobs-to-Housing Ratios
6. Job and Housing Access to Transit and Pedestrian Facilities
7. Air Quality
8. Freight Movement by Rail
9. Per-Capita Vehicle Miles Traveled (VMT)

MAP-21 also allows the option for MPO's to develop alternative land use and transportation investment scenarios: *"MPOs may elect to develop multiple scenarios for consideration in development of the metropolitan transportation plan. If the MPO chooses to develop these scenarios, it is encouraged to consider a number of factors, including, among other items, potential regional investment strategies and assumed distribution of population and employment."*

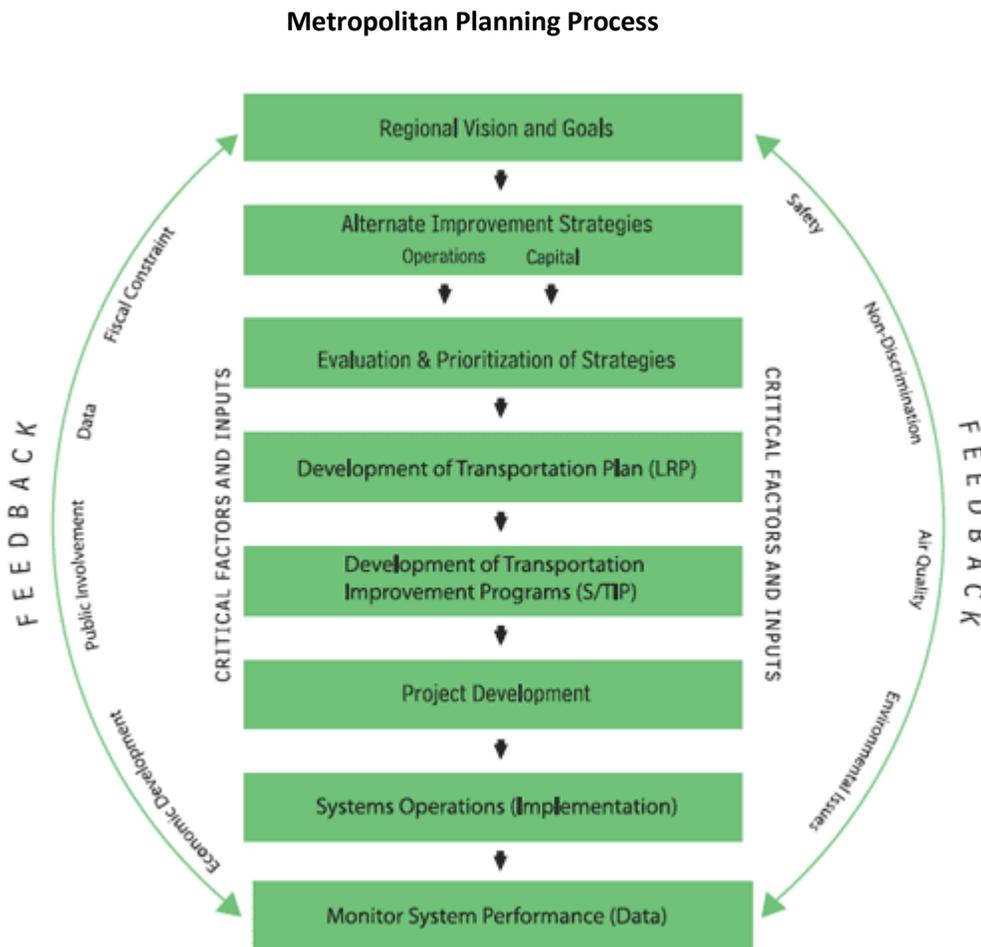
FAMPO has undertaken a Land Use Scenario Planning Study (discussed in Chapter 4) and will continue to incorporate scenario planning into its long-range planning cycle.

The eight MAP-21 Planning Factors (23 U.S.C. 450.306) are as follows:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency;
2. Increase the safety of the transportation system for motorized and non-motorized users;
3. Increase the security of the transportation system for motorized and non-motorized users;
4. Increase the accessibility and mobility of people and for freight;

5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation, and;
8. Emphasize the preservation of the existing transportation system.

Figure 1.1



Metropolitan transportation planning provides the information, tools and public input needed for improving transportation system performance. Transportation planning should reflect the community's vision for its future. It should also include a comprehensive consideration of possible strategies; an evaluation process that encompasses diverse viewpoints; the collaborative participation of relevant transportation-related agencies and organizations; and an open, timely, and meaningful involvement of the public. Transportation planning requires a comprehensive, holistic look at the future needs of the region and its inhabitants.

Transportation planning in metropolitan areas is a collaborative process, led by the metropolitan planning organization and other key stakeholders in the regional transportation system. The process is designed to foster involvement by all interested parties, such as the business community, community groups, environmental organizations and the general public, through a proactive public participation process conducted by the MPO in coordination with the state department of transportation and transit operators. It is essential to extend public participation to include people who have been traditionally underserved by the transportation system and services in the region. Neglecting public involvement can result in proposed solutions that do not address the community's needs, unnecessary delays, and litigation can erode public trust. Figure 1.1, above, illustrates the metropolitan transportation planning process.

The planning process includes a number of steps:

1. Monitoring existing conditions;
2. Forecasting future population and employment growth;
3. Assessing projected land uses in the region and identifying major growth corridors;
4. Identifying problems and needs and analyzing, through detailed planning studies, various transportation improvements;
5. Developing alternative capital and operating strategies for people and goods;
6. Estimating the impact of the transportation system on air quality within the region; and
7. Developing a financial plan that covers operating costs, maintenance of the system, system preservation costs and new capital investments.

These steps are the basis for the five core functions of an MPO. These functions are to:

1. Establish a Setting
2. Evaluate Alternatives
3. Maintain a Long-Range Transportation Plan
4. Develop a Transportation improvement Program
5. Involve the Public

In addition to the above five core functions, MPO areas with populations over 200,000, called Transportation Management Areas (TMAs), must develop a Congestion Management Process (CMP) that identifies actions and strategies to reduce congestion and increase mobility. The CMP will be further discussed later in this section.

1.3 KEY FAMPO PLANNING DOCUMENTS

1.3.1 Unified Planning Work Program

The Unified Planning Work Program (UPWP) lists the transportation studies and tasks to be performed by the MPO staff or a member agency. Because the UPWP reflects local priorities, the content differs from one metropolitan area to another. The UPWP contains several elements:

- The planning tasks and studies that will be conducted over a one year period;
- All federally funded studies as well as all relevant state and local planning activities conducted without federal funds;
- Funding sources identified for each project and task;
- A schedule of activities, and
- The agency responsible for each task or study.

1.3.2 Transportation Improvement Program (TIP)

The Transportation Improvement Program (TIP) is a financially constrained list of transportation projects planned for the FAMPO Region for a four year period. The TIP is updated at a minimum of every two years and includes projects intended for the Interstate, Primary, Urban and Secondary Highway Systems, as well as safety, transportation alternatives and public transportation projects. The TIP may also include funding for feasibility studies, preliminary engineering (PE) activities and environmental studies, as well as right-of-way and construction activities. Federal law requires that all federally funded transportation projects within an MPO's study area be endorsed by the MPO and included in the TIP and Long Range Transportation Plan (LRTP). The total cost of all TIP projects cannot exceed the amount of funding that is reasonably expected to be available during the period covered by the TIP.

1.3.3 Congestion Management Process (CMP)

FAMPO is required to develop a Congestion Management Process (CMP) as a result of the Metropolitan Washington Urbanized Area (UZA) extending into Northern Stafford County, as determined by the 2010 U.S. Census of Population. To address the Metropolitan Washington UZA extending into Stafford County, the National Capital Region Transportation Planning Board (TPB), the MPO for the Metropolitan Washington UZA, and FAMPO entered into an agreement that committed FAMPO to be responsible for the metropolitan planning and programming in the North Stafford County portion of the Metropolitan Washington UZA.

On November 22, 2010, the Policy Committee adopted its current Congestion Management Process. This CMP was developed in accordance with federal guidelines, and its outputs will support the FAMPO planning process through identification of strategies that promote efficient transportation system management and operation. The CMP, while only required to address North Stafford County, also

addresses the entire George Washington Region. Findings from VDOT's Strategically Targeted Affordable Roadway Solutions (STARS) and Rural Long-Range Planning efforts were incorporated into the document.

A set of performance measures was established to facilitate an identification of existing congested areas, as well as to provide a benchmark against which the effectiveness of the CMP can be assessed into the future. These performance measures included travel times, volume-to-capacity ratios and crash rates.

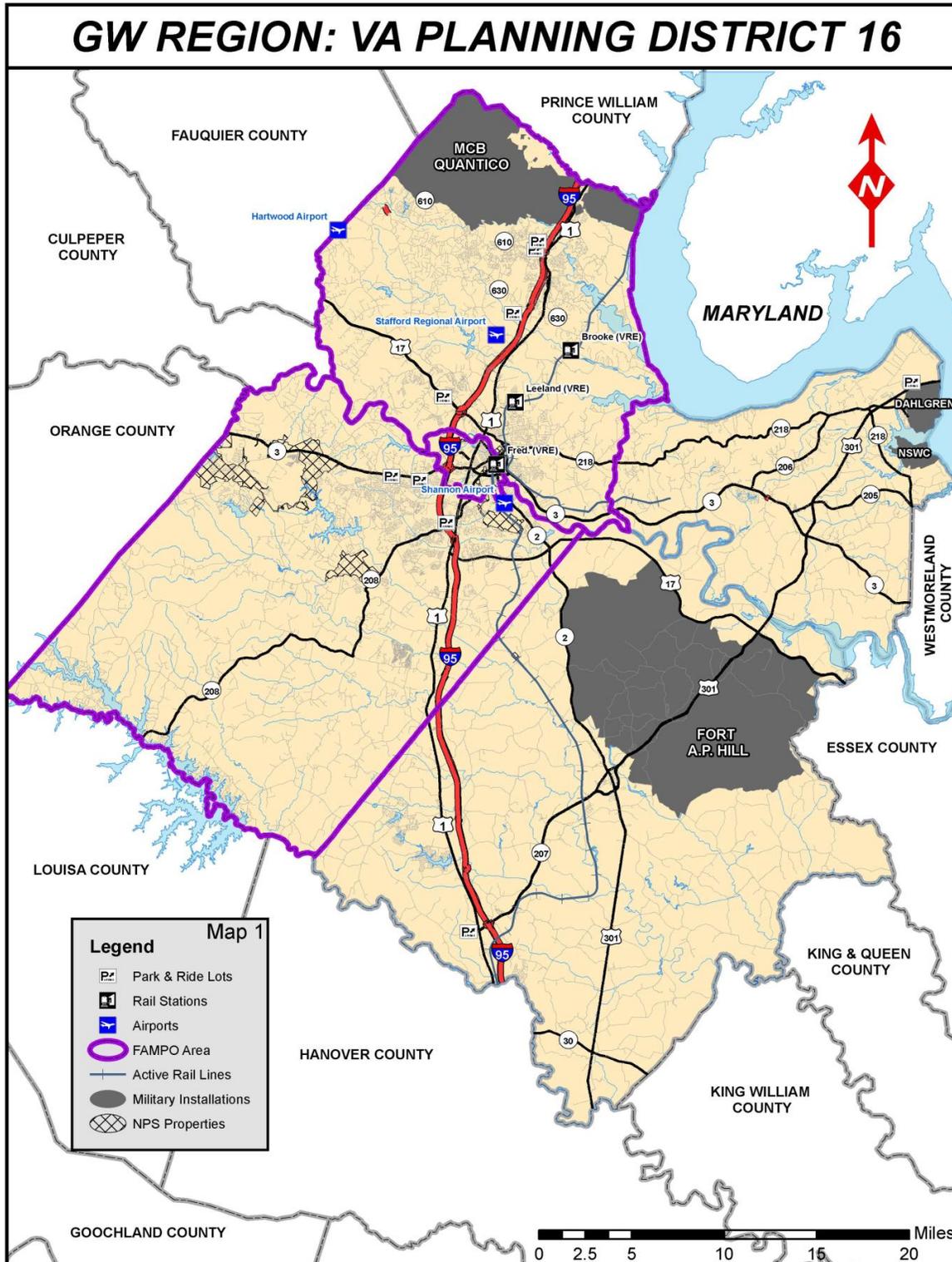
1.3.4 The Long-Range Transportation Plan (LRTP)

MAP-21 requires that each MPO develop an intermodal transportation plan with at least a 20-year horizon. The plan must be updated at least every four years to keep consistent with existing conditions, re-evaluate proposed plans, programs and projects, and validate air quality conformity analysis, due to the Fredericksburg Urbanized Area's designation as a maintenance area for air quality. Please refer to Appendix A for the complete Federal Regulations (§ 450.322 Development and content of the metropolitan transportation plan.) regarding the development of the long range plan.

In January of 2009, the Policy Committee adopted the 2035 Long-Range Transportation Plan (LRTP). A positive finding on Air Quality Conformity was made by FHWA, Federal Transit Administration (FTA), and the Environmental Protection Agency (EPA) on April 15, 2009. This LRTP enhanced FAMPO's previous Long Range Plans in several ways. First, the 2035 LRTP contained a Multimodal Needs Plan for the entire George Washington Region, which consists of the City of Fredericksburg and the Counties of Caroline, King George, Spotsylvania and Stafford, as well as the Financially Constrained Plan for the MPO Area. Further, in addition to highway safety and capacity projects, the plan also has a detailed public transit element, as well as a comprehensive, region-wide Bicycle and Pedestrian Plan. The plan also differed from previous plans in that it contained a discussion of regional land use and its effects on the transportation system. It utilized a defined prioritization methodology for technical ranking of potential highway projects and was subject to a comprehensive public outreach effort.

Please refer to Map 1, on the following page, of the GW Region: VA Planning District 16

Map 1



The purpose of the 2040 LRTP is to build upon the findings and initiatives identified in the 2035 LRTP and to detail the multi-modal transportation improvements and programs to be carried out within the George Washington Region during the plan's timeframe and demonstrate the financial means within the MPO area by which these improvements and programs will be implemented.

This LRTP is, therefore, a key product of the FAMPO 3C process and provides a conceptual basis for the transportation improvements planned to occur by the year 2040. For a project to be eligible to receive federal transportation funds (within the MPO jurisdictions) it must be included in the financially constrained portion of this LRTP.

As stated above, this LRTP contains both a Needs Plan and a Financially Constrained Plan. The Needs Plan acts as an inventory of all of the surface transportation needs (highways, bicycle, pedestrian and transit/Transportation Demand Management) in the Region and is not fiscally constrained. The Fiscally Constrained Plan forecasts revenues under federal rules and allocates funds for the highest-rated improvements within the forecasted federal, state, and local revenues that are expected to be available over the life of this plan. In the Fiscally Constrained Plan, highway and bicycle and pedestrian improvements are grouped together, as are transit and TDM improvements.

The adoption of this plan and any amendments will follow the MPO's policy for public participation. All plan updates or amendments will be advertised to the public through public notices and published in local and regional newspapers, including publications that target specific groups such as minorities and Spanish-speaking audiences. These will be given a minimum 30-day comment period and public hearing prior to adoption. The FAMPO Technical Committee (FTC), the Transportation Advisory Group (TAG), the Bicycle and Pedestrian Committee (BPAC), as well as the FAMPO Policy Committee will also accept comments at their regular public meetings. The FTC will make a recommendation on the update or amendment to the FAMPO Policy Committee. The FAMPO Policy Committee will then act to approve, reject or defer approval at a public meeting.

If the update or amendment adopted by the FAMPO Policy Committee requires an air quality conformity determination, the update/amendment will not be effective until FHWA and FTA, in consultation with EPA, give final approval. These approvals may take up to 45 days from the date of submission to these agencies.

1.3.5 Title VI Nondiscrimination Plan

The Title VI Nondiscrimination Plan assures that no person shall on the grounds of race, color or national origin, as provided by Title VI of the Civil Rights Act of 1964 and the Civil Rights Restoration Act of 1987, be excluded from participation in, be denied of benefits of or be otherwise subject to discrimination under any agency sponsored program or activity. Nor shall sex, age or disability stand in the way of fair treatment of all individuals.

1.3.6 Public Participation Plan (PPP)

The purpose of the Public Participation Plan (PPP) is to serve as a guide in the development of outreach methods that encourage the public's involvement in the regional transportation planning process. The PPP outlines the strategies utilized to provide and receive information from the public on the transportation planning and programming process including projects, studies, plans and committee actions. The PPP takes into account the Title VI populations and limited English proficiency populations. The PPP is updated every three years.

1.3.7 The Limited English Proficiency Plan (LEP)

Individuals who do not speak English as their primary language and who have a limited ability to read, write, speak or understand English can be Limited English Proficient. These individuals are entitled to language assistance under the Title VI of the Civil Rights Act of 1964.

The Limited English Proficiency (LEP) Plan outlines how to identify persons who may need language assistance, the ways in which assistance may be provided, staff training that may be required and how to notify the LEP individuals that assistance is available. The goal of the LEP is to ensure that all residents in the George Washington Region can, to the fullest extent practicable, participate in the transportation planning and decision-making process.

1.4 STATEWIDE PLANNING AND PROGRAMMING

1.4.1 VTrans 2035

VTrans 2035 is the Commonwealth of Virginia's statewide long-range multimodal transportation plan. This plan is intended to assess transportation needs and assign priorities on a statewide basis. The plan was developed in cooperation with the Virginia Departments of Aviation, Rail and Public Transportation, Transportation, Motor Vehicles and the Port Authority. The Federal Highway Administration, MPOs and Regional Commissions from across the Commonwealth also participated in its development. As shown in Table 1.1 on the following page, VTrans 2035 included 19 specific investment priorities that were grouped into the following four categories:

1. Making Strategic Investments in Infrastructure,
2. Addressing Environmental, Safety and maintenance Needs,
3. Enhancing Economic Competiveness, and
4. To Minimize Congestion.

Table 1.1

VTrans 2035 Investment Priorities Grouped Into Four Categories

Investment Priority Group	Investment Priority	Preliminary Planning Estimate of Unfunded Need (2009 \$)
Make Strategic Investment for Infrastructure	Plan for and invest in High speed rail or intercity rail between Washington DC, Richmond and Hampton Roads and expand metrorail and/or commuter rail, including supporting land uses in the I-95 Corridor	\$3.4-\$5.5 Billion
	Freight rail along I-81	\$0.8-\$1.2 Billion
	Tunnels and bridges in Hampton Roads	\$7.8-\$11.3 Billion
	Smart system technology leadership	\$2.2-\$3.1 Billion
Address Environmental, Safety and Maintenance Needs	Use sustainable and environmentally sensitive methods	Varies, dependent on project and criteria
	Provide safe operations and services	\$184-\$258 Million per Year
	Repair deficient pavement	\$278-\$389 Million per Year
	Rehabilitate structurally deficient bridges	\$150-\$210 Million per Year
	Ensure state of good repair in transit	\$148-\$207 Million per Year
Enhance Economic Competiveness (Total Need)	Expand the port and related intermodal facilities and services	\$7.7-\$11 Billion
	Support Dulles International Airport and growth of the Dulles Corridor	\$1.7-\$2.5 Billion
	Connect high speed and intercity rail with regional transit systems	\$2.8-\$4.0 Billion
	Improve freight mobility	\$14.1-\$20.5 Billion
	Improve rural connectivity	Varies depending on project
	Complete unfinished PPTAs and review and refine PPTA process to effectively leverage private dollars for publicly beneficial projects	\$3.8-\$5.8 Billion
	Develop master plans for needs of Corridors of Statewide Significance	Utilize existing intermodal funds
Minimize Congestion	Integrate regional land uses and highway capacity	Requires a dedicated funding source
	Implement pricing, advanced technology and demand management	Requires a dedicated funding source
	Increase transit usage and supporting land uses	\$128-\$143 Million per Year

1.4.2 Rural Long Range Planning (RLRP)

In 2006, VDOT initiated a statewide effort, working with the Planning District Commissions (PDCs), to create long-range transportation plans for the Commonwealth’s rural areas that compliment those in the metropolitan areas. The transportation plans have a minimum planning horizon of 20 years and address the expected impacts of population and employment growth on the transportation system. Each RLRP is developed as a vision or “needs” plan

The George Washington Region's Rural Long Range Plan was developed as a part of the 2035 Regional Long Range Transportation Plan by utilizing FAMPO's travel demand and land use models. Bicycle and Pedestrian as well as transit, and transportation demand management (TDM) were also addressed in the Region's rural areas in the Bicycle and Pedestrian and Transit Needs Plans. During the development of this plan, the recommended improvements have been re-evaluated and many of them have been included in this Long-Range Transportation Plan.

In addition to the modeling and analysis conducted by the GWRC, VDOT conducted safety and capacity analysis at intersections and roadway segments chosen by each of the respective rural localities (Caroline and King George Counties). The roadway analysis focused on safety, geometry and structure and congestion. These locations were analyzed and improvement recommendations were developed.

The recommended improvements from both of these efforts are described in greater detail in Chapter 6 and Appendix D of this Plan and will comprise the 2040 Rural Long-Range Transportation Needs Plan.

1.4.3 VDOT Six Year Improvement Program (SYIP)

The Six-Year Improvement Program (SYIP) is the Commonwealth Transportation Board's (CTB) funding plan for Virginia's transportation system. The program document shows the distribution of both actual and anticipated allocations for a six year period to items such as ports, airports, highways and public transportation.

The SYIP includes funding for the Interstate, Primary, Urban and Secondary Systems, public transportation and other federal and state transportation programs. While the program document illustrates the funding applied to the Interstate, Primary and Urban Systems on a project level basis, it shows the Secondary System funding per locality. The process for distributing funds across the Secondary System is distinctly different than the process for the Interstate, Primary and Urban Systems, as previously noted.

The CTB holds annual public hearings for the Six Year Improvement Program in each of the nine VDOT construction districts generally in the spring of each year. These hearings, called Planning and Programming Meetings, offer an opportunity for citizens, local governing bodies, MPOs, PDCs and members of the General Assembly to request that certain projects or studies be funded through this program. The funds that are distributed throughout this program consist of federal, state and local resources. This document closely resembles the Transportation Improvement Program (TIP), which is developed by the MPO. For a project in a metropolitan area to be shown and funded through the Six Year Improvement Program it must also be shown in the TIP.

FAMPO works with Fredericksburg VDOT District staff and the local governments to develop a MPO priority list of projects to submit to the Commonwealth Transportation Board each year for the FAMPO Region.