

## **VI. Achieving the Regional Vision: Implementing UnJAM 2035**

UnJAM provides a vision for how the region can better address growing transportation demands and challenges, while preserving the area’s character, environmental resources and overall quality of life. This plan is intended to advise local, regional and state decision makers in their short and long term transportation decisions. While a plan may provide a desirable vision for a region, it is the subsequent policies, procedures and practices that bring those ideas into reality. The necessary commitment to implement this vision falls on multiple tiers of government, from citizen advocacy to local and state policy makers. This constitutes the final and most vital step of a plan, implementing and achieving the vision.

### **Policy**

This section makes recommendations for policies regarding transportation in the region. These are policy statements and are not intended to be final program guidance with fully developed language for inclusion in administrative guidance or legislation. Policies are included for the state, regional and local level.

#### **State Policies**

##### *Legislative Action*

Transportation must continue to be an active discussion topic in the General Assembly. There are critical transportation challenges across the State as communities expand and their infrastructure ages. With state and local funding sources for transportation significantly diminished, needed roadway improvements and new construction projects have nearly ground to a halt and VDOT is addressing only the most pressing maintenance problems. State legislators will have to provide adequate state funding for transportation, or provide localities with the authority to address their transportation funding needs themselves. Increase user fees and taxes, index fuel taxes to inflation, and the use of tolls and private investment must be considered as part of an overall solution to address needs and increase system capacity.

##### *Funding Decisions*

When funds are limited, it is important to review priorities to make sure that the best, safest, and greatest ‘people-carrying’ capacity will be delivered by the selected projects. Concurrent with the adoption of UnJAM 2035, Virginia will receive its first infusion of transportation funds from the American Recovery and Reinvestment Act (ARRA). VDOT has adopted a “fix it first” approach to the state’s apportionment of the federal funds. This funding will help maintain existing infrastructure in need of repair, rather than focusing on one or two major new construction projects in the state’s most urban areas.

Beyond the allocations received through ARRA, funding sources could include bonding (when economically feasible), Tax-Increment Financing Districts (that would only tax on the increased value of new development), developer proffers (voluntary contributions), and local sales or gas

taxes. Currently, the area receives only a fraction of the funding that is generated here through gas tax revenue. Localities must be given the authority to generate additional funding, as long as it will be used to expedite much needed local projects and expand local and regional services, such as the Regional Transit Authority.

### *Implement New Development Practices*

By working within the new VDOT Secondary Street Acceptance Requirements and Access Management Regulations, the private development community can have a measurable and positive effect on the connectivity and multimodal nature of new development and redevelopment in the region. Developers ahead of the curve can provide home buyers with residential communities where streets follow a more gridded pattern with fewer unconnected cul-de-sacs and incomplete stub-outs. Streets can be narrower with sidewalks or multi-use paths for non-motorists. Commercial landowners can improve connectivity by choosing to share entrances and parking with neighboring businesses and offices as well. Not only are these improvements to urban form good for people, but they also benefit the environment by decreasing the amount of paved or impervious surface and thus polluted storm water runoff into our communities' streams and rivers.

## **Regional Policy and Planning**

The MPO and Planning District Commission will continue to serve as incubators for transportation projects and a center for discussing the region's transportation needs. It is important that local governing bodies and organizations consult the UnJAM plan in their long range transportation and land use planning decisions. TJPDC and its member localities can maximize the efficacy of UnJAM 2035 through the following:

### *Transportation Corridor Studies*

TJPDC will promote transportation corridor studies conducted in the Planning District's member localities and seek out additional grand-funded studies in the region. Corridor Studies are intended to provide specific land use and transportation planning recommendations that can then be incorporated into local comprehensive plans and possibly contribute to the amendment of local zoning ordinances.

### *Maximizing Regional Relationships*

TJPDC can maximize regional relationships and partnerships to create a seamless transportation network that identifies and recognizes the impacts to our neighbors from every land use and/or transportation decision we make. TJPDC should leverage these relationships to commit to the preservation and protection of our regional quality of life. Localities can implement cross-boundary development decisions that promote and sustain multimodal travel choices and healthy lifestyles. Develop and utilize regional development advisory boards to provide input and feedback on decisions.

### *Regional Governance Structures and Agreements*

Establish regional governance structures to invest and construct sections or segments of needed transportation infrastructure. The Regional Transit Authority serves as an example. While the General Assembly has granted the City of Charlottesville and Albemarle County the authority to form a RTA, the two localities still lack the authority to raise the necessary funding to make capital

purchases or expand service. The two localities will move forward with the steps required to form and manage the RTA, but without a funding source, they will struggle to formally operate the RTA.

### *Maximizing the Use of Highway Dollars*

Flex highway funds to support multimodal investments such as transit, bicycling and pedestrian networks. CTS has been successful in flexing highway funds for transit service. Counties like Albemarle could flex primary and secondary roadway funding to expand regional transit service at some point in the future when the locality's primary and secondary funding streams are more robust. In order to fulfill the vision of the RTA Study, a portion of regular transportation funds should also be allocated to planning and developing Enhanced Bus Service or Bus Rapid Transit, and for exploring the long-term feasibility of Light Rail Transit.

### *Green Infrastructure Planning*

The TJPDC's Green Infrastructure Plan will act as a guide for maintaining interconnected green space as the region continues to develop. It will include a map of the most critical green spaces from the standpoint of community values such as water quality and habitat, which will function as a screen against which transportation and development plans can be projected. This will provide an opportunity to guide development away from the most critical areas whenever possible. Where not possible, mitigation projects can be chosen from a list of prime areas whose restoration would enhance the network. The green infrastructure plan will also include policy recommendations that would make it easier to sustain a healthy green network.

## **Local Policies**

### *Comprehensive Plan*

Adopt a Comprehensive Plan that focuses on the link between transportation and land use, communicates alternative modes of travel and provides guidance on implementation.

### *Zoning Ordinance*

Develop and enforce a Zoning Ordinance that allows for mixture of uses, thoughtfully directs growth and ensures that allowable uses will not overload the surrounding transportation network.

### *Subdivision Ordinance*

Create and utilize a Subdivision Ordinance that promotes trails and open space, requires pedestrian friendly street standards and ensures subdivision street networks are aligned with the surrounding network and encourages parallel road connections.

### *Capital Improvement Programs*

Endorse Capital Improvement Programs that emphasizes alternative modes of travel, funds projects located within or linking designated growth areas and that funds projects identified in the plan.

### *Implement UnJAM 2035*

Adopt and implement the UnJAM policy goals. The matrix in Appendix C shows how community plans, comprehensive plan updates and studies completed since 2004 have incorporated the UnJAM Regional Mobility Goals. Implementing the recommendations from these community plans, studies and comprehensive plans will be an important part of meeting fulfilling the UnJAM Vision.

### *Promote Travel Demand Management*

Strongly advocate for planning and provision of multimodal connections and investments with local employers and private developers to provide multiple mobility options to travelers and employees.

### *Maximize public-private partnerships*

Public-private partnerships will be needed to complete the new construction projects needed to complete parallel road networks along our major transportation corridors. Options could include a Public-Private Transportation Authority (PPTA) or Community Development District, already applied in communities in Florida, which could obtain funds from a variety of sources and build the projects in cooperation with VDOT.

## Procedures

As with any new approach, methods or procedures must be established to affect successful outcomes that point towards the overall vision. Some key procedures by transportation mode are outlined below.

### **Implementation Strategies**

#### *Travel Demand Management*

- Ridesharing will be applied to all trip types, and not just commuter trips.
- Park-and-ride lots will be conveniently located throughout the region, easily accessible from major highways, and will be large enough to accommodate projected demand.
- Employers will adopt and support their own TDM measures such as tele-work options, preferred parking, on-site ride matching and financial incentives to rideshare or use transit.

#### **Ridesharing will be applied to all trip types, and not just commuter trips.**

Ensure all localities strongly encourage and provide information on ridesharing to its residents (localities in the region will work together to support and fund a car-sharing program (flexible hourly or daily rental cars))

#### **Park-and-ride lots will be conveniently located throughout the region, easily accessible from major highways, and will be large enough to accommodate projected demand.**

- Ensure all park and ride lots are easily identified on every regional map (state and local)
- Install clear directional signage for each lot
- Develop incentive programs to reward property owners for allowing a portion of their property to be used for park and ride locations
- Make sure each locality makes lot location and development part of its active planning activities
- Obtain funding for pavement and appropriate amenities such as lot striping, lights, trash cans, telephones, bike racks/lockers, landscaping, and accessible shelters for possible transit

#### **Employers will adopt and support their own TDM measures such as telework options, preferred parking, on-site ride matching and financial incentives to rideshare or use transit.**

Have top state and local officials encourage businesses to actively create and implement traffic reduction programs, with ridesharing as a component  
Ensure utilities are in place in rural areas for high-speed Internet access as well as telework centers

### *Roadways*

- A focus on improving and re-designing existing roads for increased safety and capacity through: access management, intersection redesign and ITS installations.
- Roads will be “complete streets” in design and scale, increasing accessibility for all users. New roads will have bike and pedestrian facilities, shade trees, and accommodate users of all abilities.

#### **Roadway Improvement Strategies**

- Ensure roads, intersections and infrastructural features are maintained to reduce major costs and enhance traveler safety.
- Enforce existing speed limits to reduce negative impacts to drivers and roadways.
- Enforce VDOT’s SSAR to ensure roads are built to a human scale and provide connectivity between destinations.
- Install grade separated interchanges or other intersection improvements where appropriate
- Continue to identify and implement ITS strategies throughout the transportation network.
- Promote the benefits of VDOT’s revised access management requirements
- Pursue competitive federal grant monies for the redesign and reconstruction of key intersections.
- Widen pavements in rural areas to provide shoulders for safety and for bicycle or pedestrian activity.
- Install reflectors in rural centerlines for safety
- Install roundabouts as an alternative to traffic signals at intersections

#### **Complete Streets**

- Test and implement various traffic-calming concepts where appropriate to increase safety and capacity: including roundabouts, tree lined streets, curbside bulb-outs, median crosswalks and bike lanes to make roadways safer for automobiles and pedestrians
- Ensure roads are context sensitive in design and scale, transit-oriented, and can accommodate bicycle and pedestrian travel and promote a healthier lifestyle

### *Transit*

- A Regional Transit Authority will be formed and sufficiently funded to significantly expand transit service in the region with fast, frequent transit service along priority transit corridors.
- The region will have a seamless system, linking communities in rural counties and neighboring urban areas, meeting the needs of multiple populations, including the regional workforce and visitors to the area.
- Transit ridership will increase with improved service, taking more single-occupancy vehicles off the road

- Continue to pursue enabling authority to locally fund transit and transportation projects

- Actively work with member localities to arrange disposition of assets and other issues of management and governance for the RTA
- Explore additional organizational options
- Establish operational policies and procedures for the RTA
- Rural areas join RTA to create a seamless regional mobility opportunity for residents.

#### **A Seamless System: Forging Rural Linkages and Meeting the Needs of Multiple Populations**

- Establish transit access as criteria in each local site review process
- Promote mobility options within rural areas by connecting neighborhood development with more frequent transit services. Support rural transit initiatives and Park and Ride connections to growth areas and business districts

#### **Transit ridership will increase with improved service, taking more single-occupancy vehicles off the road**

- Increase bus services, and provide a mix of local and express services along major corridors
- Equip buses and traffic signals with capability to pre-empt traffic signals for priority access through congested corridors
- Flex highway dollars to transit activities where applicable to maximize the efficiency of the network.
- Provide for service that is oriented to visitor needs and tourist attractions
- Establish taxi parking, bus stops, pedestrian access, and bicycle facilities (racks and lockers at major shopping and employment centers)
- Establish employer benefit systems that provide for transit subsidies
- Integrate transit system with passenger rail services
- Purchase additional buses with new technology to reduce CO<sub>2</sub> emissions

### ***Biking and Walking***

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| <ul style="list-style-type: none"><li>▪ Residents and visitors of all ages and skill levels can choose to walk, ride a bicycle, or use low-speed vehicles with confidence, safety and security for everyday transportation and to enjoy recreational, cultural and the natural environment in the area.</li><li>▪ Local points of interest, villages, residential areas, workplaces, schools, service areas and shopping are connected by walking and biking paths.</li></ul> |
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#### **Accessibility and Mobility for Users of All Skill Levels and Abilities**

- Ensure existing bicycle and pedestrian facilities are in good repair and offer good connections to new construction
- Ensure localities update bicycle and pedestrian plans and include these facility needs in other plans, such as safety, recreation, health, and environmental improvements
- Include bicycles and pedestrians when planning and designing roadways
- Update development codes to include bicycle and pedestrian needs
- Retrofit existing corridors and destinations to include safe bicycle and pedestrian access
- Ensure that new bridges will accommodate bikes and pedestrian walkways
- Plant trees to provide shade and rain protection for travelers

#### **Local points of interest, villages, residential areas, workplaces, schools, service areas and shopping are connected by walking and biking paths.**

- Connect to outlying areas using off-roadway trails
- Budget for maintenance and enhancement of facilities and system expansion
- Include navigational signs, water and rest areas along major corridors and in tourist areas

### *Passenger Rail*

- Residents and visitors will be able to travel via commuter and passenger rail throughout and beyond the region.
- Land-use and growth patterns support rail infrastructure and rail development.
- Public policy supports enhancing and expanding the rail network.

- Expand Travel Options Via Commuter and Passenger Rail Throughout and Beyond the Region
- Leverage private company funding to support improvements and operations
- Increase state funding to support freight and passenger rail capital improvements and operations. The state should strongly advocate that the federal government should increase its investment in rail activities.
- Develop a dedicated source of state funding for rail service
- Secure local funding authority for transit and commuter rail from the General Assembly.
- Find regular, consistent time slots for passenger service.

### *Freight*

- Railways will become more significant as a means for transporting goods and commodities safely and efficiently throughout the area.
- Coordination among freight shippers and localities will improve the safety of freight interactions with other modes of transport.
- Innovative shipping and packing solutions will keep freight competitive

#### **Railways will become more significant as a means for transporting goods and commodities safely and efficiently throughout the area.**

- Improve and double tracks where needed to allow more trains along each corridor.
- Zone for new industry along tracks
- Increase track usage to provide more income to track owners.

#### **Coordination among freight shippers and localities will improve the safety of freight interactions with other modes of transport.**

- Improve railroad intersections with roadways and trails with adequate safety devices for passage across the tracks; use grade-separated intersections where possible.
- Improve stations and sidings for loading and unloading safety
- Increase funding for freight planning and coordination

### *Air Travel*

- TDM strategies will support and coordinate with airport travel.
- Public transit service to airport will improve for residents, visitors, and University students.
- Identify barriers and create incentives to increase local passenger service as an alternative to driving to other airports.

The Charlottesville-Albemarle Airport Authority Board and Commission updated its master plan in 2005, including specific infrastructure improvement needs. This Plan supports the improvements identified in the airport master plan since the airport serves a vital role in the region's overall transportation network.

## Projects

UnJAM 2035's central goal is to create a balanced, multimodal transportation network that maximizes efficiencies, creates multimodal opportunities and provides tools to protect and preserve our region's quality of life. All of these elements are necessary to create a fully connected transportation network also makes it possible to reduce vehicle miles traveled and have a smaller carbon footprint as a region.

### **The MPO Fiscally Constrained Project List**

As was discussed in Chapter III, metropolitan planning requirements state that the Long Range Plan for the MPO area must contain a financial plan that demonstrates how the LRP projects can be implemented using both public and private resources that are reasonably expected to be made available over the life of the plan. This chapter of UnJAM serves as the fiscally constrained financial plan, which was developed in accordance with federal law (23 U.S.C. § 134 and 23 C.F.R. Part 450). Federal conformity also mandates that transportation plans be fiscally constrained consistent with USDOT's metropolitan planning regulations (23 C.F.R. Part 450) and EPA's conformity regulations (40 C.F.R. §93.108).

The purpose of the fiscal constraint requirement is to ensure that the total estimated cost of projects and programs included in the plan (the estimated cost of constructing, operating, and maintaining the transportation system) does not exceed the reasonably available estimated revenues.

### *Year of Expenditure*

FHWA and FTA have additionally required that the fiscally constrained project list show project cost estimates in "year of expenditure" dollars in order to account for future inflation. Working in consultation with VDOT, the MPO used a 3%/year rate of inflation to calculate a future year of expenditure for each project. In order to streamline the process, projects were grouped into four categories and the mid-year of each group was taken as the year of expenditure:

- Projects already in the Six Year Improvement Program
- Projects to be constructed between 2015 and 2021 (with a 2018 mid-year)
- Projects to be constructed between 2022 and 2028 (with a 2025 mid-year)
- Projects to be constructed between 2029 and 2035 (with a 2032 mid-year)

The list focuses on needed infrastructure improvements for all modes of transport, a select number of priority new construction projects, and studies to explore what a more multimodal future will look like. The list is organized into three sections: Improvements (I), New Construction (N) and Studies (ST), with an additional list of unconstrained Vision Projects that are desired, but for which funding is not anticipated to be presently available over the life of the plan. The map immediately following the project list contains call-out bubbles that directly correspond with the project numbers in the list, as well as the color-coding by project type.

Project I-33, "Bike/Pedestrian Projects" corresponds to a more detailed list of bike and pedestrian improvement projects which follows the general list.

**Demonstration of Fiscal Constraint**

This section of the plan will provide an overview of the expected State and Federal funding (provided by VDOT) from existing sources that will be available for the CA-MPO through the period of 2009-2035.

<b>STATE &amp; FEDERAL PROJECTED REVENUES*: CHARLOTTESVILLE-ALBEMARLE METROPOLITAN PLANNING ORGANIZATION (2009-2035)</b>			
<b>Program</b>	<b>Type</b>	<b>Locality</b>	<b>Totals</b>
60302 - Access Funds	Bridge - 60302	MPO	\$5,940,979.97
	Bridge Match - 60302	MPO	\$1,485,244.99
	Enhancement 60302	MPO	\$11,937,276.02
	Safety 60302	MPO	\$8,187,740.50
	State Match SAFETEA-LU 60302	MPO	\$16,937.31
Interstate		MPO	\$163,976,071.28
Primary		MPO	\$90,783,446.92
Secondary		Albemarle Co.	\$40,874,478.73
Urban		City of Charlottesville	\$67,668,230.00
<b>TOTAL:</b>			<b>\$390,870,405.73</b>

\*Federal and State Projections provided by the Virginia Department of Transportation

The funding information listed below demonstrates how the system will be maintained and operated by the Virginia Department of Transportation during period 2009-2035.

<b>STATE &amp; FEDERAL PROJECTED MAINTENANCE REVENUES: CHARLOTTESVILLE-ALBEMARLE METROPOLITAN PLANNING ORGANIZATION (2009-2035)</b>					
<b>MPO Name</b>	<b>Program</b>	<b>Type</b>	<b>Revenue</b>	<b>Locality</b>	<b>Total</b>
Charlottesville	Maintenance	604 - Maintenance	federal	MPO	\$ 215,364,149
Charlottesville	Maintenance	604 - Maintenance	state	MPO	\$ 1,093,766,592
<b>TOTAL:</b>					<b>\$1,309,130,742</b>

**Rural Area Project Lists**  
[forthcoming]

The projects in each list may be modified during the life of the plan, following the proper federal, state and local guidelines.