Executive Summary
The Secretary of Transportation's Office, through the Office of Intermodal Planning and Investment, led the development of VTrans2035 that involved the following state transportation agencies:

- Virginia Department of Aviation
- Virginia Department of Motor Vehicles
- Virginia Department of Transportation
- Virginia Department of Rail and Public Transportation
- Virginia Port Authority
- Virginia Motor Vehicle Dealer Board
- Virginia Commercial Space Flight Authority
- Motor Vehicle Dealer Board
- Virginia Commercial Space Flight Authority

VTrans2035 was completed in 2010. The VTrans2035 Update is an interim update, coming in between the completion of VTrans2035 and VTrans2040. This update was needed in order to address an updated timeline for the completion of the plan from the General Assembly and to allow each gubernatorial administration the time not only to develop a VTrans update, but also to implement the recommendations therein, during their term in office.

Acknowledgements

VTrans is the long-range statewide multimodal policy plan that lays out the overarching vision and goals for transportation in the Commonwealth. It identifies transportation investment priorities and provides direction to transportation agencies on strategies and policies to be incorporated into their plans and programs.
This update is focused on transforming the existing components of VTrans2035 into a new framework for linking system-wide performance evaluations to planning, policy development, and funding decisions. It moves towards a more performance-based planning process to focus investments on achieving strategic outcomes. Using this performance-based planning framework, transportation agencies and decision-makers can combine information about projected transportation needs with assessments of current system performance in order to develop cost-effective strategies that simultaneously address existing problems and anticipated future needs.

Under the direction of the Secretary of Transportation and the Governor’s Strategic Multimodal Plan, VTrans2035 serves as the “policy plan” – describing the investments, actions and public policies needed to advance the statewide Vision and Goals over a long period of time. Several other statewide transportation plans fall under the VTrans policy planning structure, including the Virginia Surface Transportation Plan (VSTP), the Virginia Air Transportation System Plan, and the Virginia Port Authority Master Plan. Each plan provides an assessment of needs and recommendations for the subject transportation mode or modes. The modal plans evaluate current initiatives, assess critical needs and ultimately provide recommendations for specific projects, strategies, and areas of investment to meet future needs and achieve long-term transportation goals. The VSTP provides recommendations for public transportation, rail, and highway projects, as well as strategies for freight and to increase carpooling, biking, walking, and the use of other travel modes.
A number of current and emerging factors affect transportation in the Commonwealth and influence how we plan for it.

These include:
- Intermodal facilities and connections are needed to facilitate increasing volumes of freight movement through Virginia's marine ports, inland ports, rail lines, highways, and airports.
- A balanced array of transportation investments is needed to reduce traffic congestion and improve passenger and freight movement in fast-growing urban and suburban areas.
- More travel choices, including public transit and pedestrian facilities, are needed to support the revitalization of small cities and towns that struggle with persistent unemployment and poverty rates, especially among Virginia's southern and western borderers.
- Strategic rural connections are needed to support the revitalization of small cities and towns that struggle with persistent unemployment and poverty rates, especially among Virginia's southern and western borderers.

### Key Social and Economic Factors Affecting Transportation

#### Recent Travel Trends in Virginia

As part of more strategic planning for transportation investments in the future, it is important to have effective measures to gauge how our transportation system is performing. A key measure of traffic congestion that has emerged through improvements in data gathering in recent years is the Travel Time Index (TTI), as measured by the Texas Transportation Institute, represents the ratio of peak (rush-hour) travel times to off-peak travel times. A Travel Time Index (TTI) of 1.00 means traffic is distributed fairly equally throughout the day, while a TTI of 1.20 indicates that travel times during rush hour are 20% longer than off-peak periods.

With a TTI of 1.33, the Washington, DC-VA-MD metro area is the nation's second most congested urban area, trailing only Los Angeles. The average commuter in the DC metro area experiences 74 hours of travel delay per year—nearly two full work weeks—during traffic congestion. Virginia Beach has a TTI of 1.08, making it the 26th most congested urban area in the nation. While Richmond's TTI of 1.00 is below the average for comparably sized cities.

### Travel Time Index

<table>
<thead>
<tr>
<th>Year</th>
<th>TTI - Lowest</th>
<th>TTI - Average</th>
<th>TTI - Highest</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005</td>
<td>0.85</td>
<td>1.10</td>
<td>1.25</td>
</tr>
<tr>
<td>2006</td>
<td>0.88</td>
<td>1.12</td>
<td>1.27</td>
</tr>
<tr>
<td>2007</td>
<td>0.90</td>
<td>1.13</td>
<td>1.28</td>
</tr>
<tr>
<td>2008</td>
<td>0.92</td>
<td>1.14</td>
<td>1.30</td>
</tr>
<tr>
<td>2009</td>
<td>0.94</td>
<td>1.16</td>
<td>1.32</td>
</tr>
<tr>
<td>2010</td>
<td>0.96</td>
<td>1.18</td>
<td>1.34</td>
</tr>
<tr>
<td>2011</td>
<td>0.98</td>
<td>1.20</td>
<td>1.36</td>
</tr>
</tbody>
</table>

### Recreational Travel Trends

Virginia's rail lines are a critical resource for freight movement. Major lines run north-south and east-west, and important rail lines converge at key nodal Norfolk, Richmond, Lynchburg, Roanoke, and Alexandria. In 2010, the Commonwealth generated over 500,000 container (137 million tons) of commodities transported by rail.

Passenger, commuter and light rail services and ridership are growing. Amtrak ridership in Virginia continues to grow throughout the state. The Commonwealth recently extended service to Norfolk, and ridership on the three-year-old Washington- Lynn/Lynchburg route increased by 29% from FY 2010 to 2011, hitting a record high of almost 185,000 passengers in 2012. The Tide, Virginia’s first light rail system inaugurated expanded expectations by carrying 4,950 riders each weekday, whereas only 2,850 riders were projected. In FY2012 the Virginia Railway Express commuter rail service averaged 18,000 daily passengers and experienced record high annual ridership of over 4.7 million passengers. The 23-mile extension of Washington, D.C.'s Metrorail system will serve the states two largest employment concentrations—Tysons Corner and the Reston/Loudoun area when construction is complete.
VTrans2035 Goals

VTrans2035 set forth seven goals for transportation in the Commonwealth:

- **Safety and Security**: Provide a safe and secure transportation system.
- **System Maintenance and Preservation**: Preserve and maintain the condition of the existing transportation system.
- **Mobility, Connectivity, and Accessibility**: Facilitate the easy movement of people and goods, improve interconnectivity of regions and activity centers, and provide access to different modes of transportation.
- **Environmental Stewardship**: Protect the environment and improve the quality of life for Virginians.
- **Economic Vitality**: Provide a transportation system that supports economic prosperity.
- **Coordination of Transportation and Land Use**: Facilitate the effective coordination of transportation and land use that promotes livable communities.
- **Program Delivery**: Achieve excellence in the execution of programs and delivery of services.

**VTRANS2035 VISION AND GOALS**

Virginians envision a multimodal transportation system that is safe, strategic, and seamless. Travel for people and goods will be safe and uninterrupted. Transportation improvements will consider the environment and the quality of life in Virginia’s communities while enhancing economic opportunity. Transportation improvements will respect and reflect the varied needs of Virginia’s diverse communities and regions. Investments in transportation will be adequate to meet current and future needs. Transportation decisions will be guided by sustained, informed involvement of Virginia’s community leaders and citizens. Full accountability and enduring trust will be the hallmarks of transportation planning and investment decisions throughout the Commonwealth.

Virginians envision a multimodal transportation system that is safe, strategic, and seamless. Travel for people and goods will be safe and uninterrupted. Transportation improvements will consider the environment and the quality of life in Virginia’s communities while enhancing economic opportunity. Transportation improvements will respect and reflect the varied needs of Virginia’s diverse communities and regions. Investments in transportation will be adequate to meet current and future needs. Transportation decisions will be guided by sustained, informed involvement of Virginia’s community leaders and citizens. Full accountability and enduring trust will be the hallmarks of transportation planning and investment decisions throughout the Commonwealth.
1. State agencies and Legislators can work together to undertake funding initiatives and policy changes that are needed to support the investment priorities in the VTrans2035 Update.

2. Federal, state, and regional transportation agency partners can incorporate the concepts of the performance-based planning framework into their agency actions, bringing the priorities of the VTrans2035 Update into project-level plans and agency programs.

3. State transportation agencies can undertake specific short-term actions to complete the performance-based planning framework and pursue the recommendations of VTrans.

**IMPLEMENTING THE VTRANS2035 UPDATE**

VTrans is a policy document. It is not, in and of itself, a transportation plan or funding program. The process of achieving VTrans Goals, advancing Investment Priorities, and implementing the performance-based planning framework will require a collaborative effort by a wide variety of partners.
VTRANS2035 INVESTMENT PRIORITIES AND STRATEGIES

Investment Priorities

Investment Priorities represent investment decisions – some describe programs such as education and planning, while others describe types of projects such as highway and transit improvements and intelligent transportation systems. Collectively, the Investment Priorities represent the range of activities necessary to achieve the VTrans Goals. VTrans2035 included 19 Investment Priorities that ranged from broad initiatives such as “Improve Rural Connectivity” to specific projects such as “Tunnels and Bridges in Hampton Roads.” Participants in stakeholder and public outreach efforts helped to identify ways to make the wide-ranging set of Investment Priorities more concise, more consistent, and better balanced in addressing travel modes. The VTrans2035 Update provides a framework for this realignment, which retains all of the original priorities but re-arranges them into a more succinct set of definable Investment Priorities with supporting Investment Strategies. In this new alignment, some additional Priorities and Strategies are added for completeness, while some redundant recommendations are consolidated.

The updated Investment Priorities serve as specific objectives for each of the goals by taking the form of measurable action statements. The Investment Strategies are more specific and implementable than the Investment Priorities, providing examples of the types of investments and programs needed to accomplish the objectives stated in the Investment Priorities. Some of the Investment Strategies could be described as “what” statements that lay out specific types of infrastructure investments. Others are “how” statements that describe proposed changes in agency planning practices and decision-making procedures.

Investment Strategies

For each of the thirteen Investment Priorities listed here, the box lists some example Investment Strategy or Strategies. Together, the Investment Priorities and related Investment Strategies address the performance based planning and programming process developed in the VTrans2035 Update.

VTRANS2035 Goals

Safety and Security
System Maintenance and Operations
Mobility, Connectivity, and Accessibility
Environmental Stewardship
Economic Viability
Program Delivery

Directional Key Strategies for Making Strategic Infrastructure Investments

• Support the economic growth potential of the Washington Dulles International Airport through local and regional multimodal access improvements.
• Support new military facilities throughout the Commonwealth and leverage private sector growth through enhanced mobility.
• Implement investments to all types of transit investment along the I-66 corridor.
• Expand the Port, related intermodal facilities, and corridor investments including tunnels and bridges for freight traffic.
• Make strategic investments to support statewide economic centers in rural areas such as freight and tourism.

Operational Key Strategies for Making Operational Infrastructure Investments

• Support major military facilities and regional multimodal access to Corridors of Statewide Significance.
• Conduct annual economic analysis of competitive selection projects for development in the Six-Year Improvement Program.
• Provide pedestrian and bicycle facilities to create interconnected networks.

Development Programs and Technical

• Increase multimodal rural connectivity.
• Increase freight and passenger rail service and supporting land uses.
• Provide pedestrian and bicycle facilities to create interconnected networks.

Environmental and Stewardship

• Review and refine PPTA process to effectively leverage private capital that supports public projects.
• Develop sustainable funding commitments based on leveraging alternative funding sources.

VTrans2035 Update

• Focus on rural and other areas to ensure all Virginians are involved.
• Integrate regional land use and transportation policy coordination.
• Consider local and non-adjacent states in statewide plans through coordinated planning and policy.

VTrans2035 Update

• Focus on rural and other areas to ensure all Virginians are involved.
• Integrate regional land use and transportation policy coordination.
• Consider local and non-adjacent states in statewide plans through coordinated planning and policy.

Investment Priorities

For each of the thirteen Investment Priorities listed here, the box lists some example Investment Strategy or Strategies. Together, the Investment Priorities and related Investment Strategies address the performance based planning and programming process developed in the VTrans2035 Update.
The VTrans2035 Update focuses on creating a framework that links Goals, Investment Priorities, project and program selection by state and regional agencies, and ongoing performance measurement so that we can direct our investments to be most effective and adjust our priorities according to performance results. Under the VTrans2035 performance-based planning framework, specific projects from state and regional transportation agency plans can be linked to the VTrans Investment Priorities. Agency processes such as needs evaluations, performance rating, and project prioritization can be shaped in terms that relate directly to VTrans. This consistency will promote the alignment among policies, plans, and funding programs that is necessary to gauge accurately the effects of transportation decisions on system performance.

### THE PERFORMANCE-BASED PLANNING FRAMEWORK

**Vision and Goals:** The performance-based planning process begins with the VTrans Vision and Goals, shown on the far left of the diagram. With each update of VTrans, the Vision and Goals are revisited. Generally, they are confirmed through the review and are unlikely to change very much over time.

**Investment Priorities:** To accomplish the Goals, VTrans includes a set of Investment Priorities, shown on the diagram to the right of the Goals. The Investment Priorities are rated during each VTrans cycle on the basis of need, as reflected by performance measures, and cost-effectiveness.

**Investment Strategies:** Each Investment Priority is supported by Investment Strategies, which describe key tactics that modal transportation agencies can implement through their plans and program for specific projects and services.

**Agency Plans and Programs:** As shown on the far right of the diagram, the agencies work together to develop annual action plans, to assess progress toward achieving the VTrans Goals, and to develop refinements to the process of measuring performance and setting priorities.

**Performance Evaluation:** Ultimately, the information provided by the agencies’ collaborative work “loops back” to provide a strong technical basis for evaluating system performance and updating VTrans Goals, rating the Investment Priorities, and identifying appropriate strategies accordingly.

The framework is organized around five iterative components: Vision and Goals; Investment Priorities; Investment Strategies; Agency Plans and Programs; and Performance Evaluation. The VTrans2035 Update focuses primarily on the core of the diagram in which Investment Priorities are identified and rated.

---

**Diagram Key:**
- **Vision and Goals**
- **Investment Priorities**
- **Investment Strategies**
- **Agency Plans and Programs**
- **Performance Evaluation**

**Processes:**
- Planning Process
- Evaluation Process
- Plan or Report

**Responsibility:**
- Office of Intermodal Planning & Investment
- Commonwealth Transportation Board/Agencies
- Agencies
1. New Corridor: In 2011, the CTR added a North-South Corridor to the CoSS. The CTR resolution names the need and unique statewide function (linking I-95, I-66, the Dulles Toll Road and Dulles International Airport), the large population and travel markets in the area, and multimodal components of the corridor as a basis for the CoSS designation.

2. Prioritizing CoSS: The VTrans2035 Update establishes three tiers of CoSS: National Corridors, Commerce and Mobility Corridors, and Statewide Corridors. These systems are defined by the dynamics of total population, travel patterns, and intermodal and economic potential of the corridor within and outside of Virginia.

3. Corridor Master Plans: The Office of Intermodal Planning and Investment has begun a process of preparing a Corridor Master Plan for the North-South Corridor and creating guidelines for future Corridor Master Plans. During 2010-2011, a draft plan for the US 29 Corridor was developed. The planning process provided valuable information and “lessons learned” for the development of future Corridor Master Plans.

4. CoSS Procedures: This VTrans2035 Update includes procedures to be used to add, edit, or delete CoSS from this point forward. These procedures provide a consistent basis for modifying the CoSS in the future.

WHAT ARE THE CORRIDORS OF STATEWIDE SIGNIFICANCE (COSS)?

The CoSS were originally developed under VTrans2025 and validated during the VTrans2035 Update process. Corridors identified as CoSS demonstrate all of the following characteristics:

- Multiple modes and/or an extended freight corridor,
- Connection among regions, states and/or major activity centers,
- High volume of travel, and
- Unique statewide function and/or fulfillment of statewide goals.

THE LATEST CHANGES TO THE COSS
CRITICAL ACTIONS TO PROVIDE ADEQUATE TRANSPORTATION FUNDING

The most immediate actions needed to avoid further degradation of Virginia’s existing transportation system while also making progress on needed transportation improvements include the following:

- Reverse erosion of existing gas tax revenues with strategies that incorporate alternative fuel vehicles and address the impacts of higher fuel efficiency standards on the per-gallon tax.
- Facilitate the development of locally and regionally-based transportation funding that will support specific, high priority projects and programs.
- Prioritize actions that spur economic growth, which in turn generate more revenues.
- Identify dedicated revenue sources to support transit services in the Commonwealth.
- Identify dedicated capital and operating funding streams for the Intercity Passenger Rail Operating and Capital Fund.
- Address the growing bicycle and pedestrian needs through funding programs that leverage local public and private dollars, such as competitive grants with matching fund requirements.
- Stabilize the maintenance burden on existing revenue sources through greater local responsibility for secondary roads.

AFTER THE VTRANS2035 UPDATE

Transportation planning in Virginia is a constantly evolving process. Once the VTrans2035 Update is complete, Virginia’s state transportation agencies and planning partners will continue to integrate the VTrans2035 Update policy framework into the decision-making processes at the state, regional and local levels by:

- Developing annual action plans and business plans.
- Refining the agency performance measurement process to better align with the Investment Priorities for more robust rating results.
- Preparing the annual performance report.
- Developing Corridor Master Plans for the Corridors of Statewide Significance.

Throughout the next three years, the next iteration of VTrans will be developed with adoption scheduled in 2015. During the development of VTrans2040, the performance measurement requirements and targets of MAP-21 will more clearly unfold. VTrans2040 will integrate the upcoming federal requirements into the VTrans performance-based planning process, ensuring compliance with federal law and more effectively linking Virginia’s transportation investments and needs.

In July 2012, Congress passed a Federal Transportation Act: “Moving Ahead for Progress in the 21st Century” or MAP-21, which adds emphasis on performance-based planning. This law will require the development of performance criteria and targets that state and regional planning agencies must incorporate in their transportation planning processes.