

LOCAL ASSISTANCE DIVISION (LAD)

October 2018

Local Programs 2017 Workshop



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The **Local Programs Workshop** was held on September 12– 14, 2017 at the Founder’s Inn in Virginia Beach. The workshop brought together over 525 local government, VDOT, and private sector staff to discuss delivery of the local transportation program. In addition to three plenary sessions, the workshop featured 16 breakout sessions, scheduled in four concurrent tracks, over the two-days. The four tracks were: Boot Camp, Funding and Applications, Project Development and Project Delivery.

The day prior to the Workshop, mobile tours were available to attendees. These tours includes

- **Bike/walk tour on the Great Dismal Swamp Trail, City of Chesapeake** This multi-purpose nature trail threads through some of the most uniquely historic and ecologically-significant habitats in the United States. The 16-mile loop (8.3 miles down and back) was biked or walked in part or in whole is a former section of Route 17 that runs adjacent to the Dismal Swamp Canal.
- **Bike/walk tour at First Landing State Park, City of Virginia Beach** this self-guided tour of the park’s 6-mile Cape Henry Trail (12.2 miles total). The self-guided walking tour was roughly three miles taking a portion of the Cape Henry Trail-Kingfisher Trail-Fox Run Trail. Along the van-ride participants passed over the \$120 million Lesner Bridge replacement project, spanning the Lynnhaven River at the Chesapeake Bay.
- **Tour of Lesner Bridge and Cape Henry Lighthouse, City of Virginia Beach** This tour provided both modern and historic public works projects in one day. At the first stop, Virginia Beach Public Works gave a guided tour of the \$120 million Lesner Bridge replacement project, currently under construction. The second stop was at the nation’s first public works project authorized by George Washington and overseen by Alexander Hamilton: the Cape Henry Lighthouse. Visitors then climbed to the top of the tower to enjoy spectacular views of the Chesapeake Bay and Atlantic Ocean.
- **Tour of VDOT Hampton Roads Traffic Operations Center, City of Virginia Beach** The tour of the Eastern Region’s Transportation Operations Center (TOC), began with a presentation in the Conference Room of the TOC by the Regional Traffic Operations Manager (RTOM), providing an overview of the TOC and its responsibilities.

The 2017 Workshop was highly successful; the 2018 Workshop was held in Roanoke on September 18-20. Additional information about the Local Programs Workshop can be found at <http://www.cpe.vt.edu/lpw/index.html>

FY18 Annual Report

VDOT Business Plan—LAD Strategies

Supporting the division's strategic goals and directives of prior Business Plans, LAD worked with both the Local Government Stakeholder and District Local Projects Advisory groups to continue implementation as well as institutionalize and monitor those strategies originally identified during FY15 for improving local project delivery. This fiscal year's effort was accomplished on schedule, satisfying all Business Plan action item deadlines. LAD will continue partnerships with the Local Government Stakeholders and District Local Projects Advisory groups in FY19 on streamlining local project delivery.

Business Plan Accomplishments

Local Access to IT Applications - The "Project Information Report" was posted on the LAD external webpage in May 2018, and provides local governments with a two-page summary report of individual projects. The report is an interim solution for local governments to use until a methodology for access to VDOT applications can be evaluated and implemented. The report extracts information from the VDOT iSYP suite and is updated weekly. The report is based on a similar version created and used at the Fredericksburg District.

Project Coordinator Consistency - Richmond and Salem Districts led this effort to determine approaches to improve VDOT Project Coordinators knowledge and application of policy and provide consistent guidance for local governments across the state. The final white paper was released in March 2018. One recommendation called for an updated installment of Project Coordinator training which LAD developed and delivered in Q1 FY19. Another recommendation was District administration should review staffing levels required for local project administration and coordination and adjust assignments/roles as appropriate.

Project Delivery Plan—Salem District developed a project delivery plan template for use by local governments when initially planning projects and preparing the Request to Administer (RtA). The form is now available for statewide use. While not mandatory, this is considered another tool to support early planning and coordination for locally administered projects.

District Locality Day—established to compliment the annual Local Programs Workshop, individual district "Locality Days" continue to be implemented by several districts (NOVA, Hampton Roads, and Salem), with other districts expressing interest in a Locality Day of their own.

LAP MAP — a flowchart based navigational tool to guide users through the locally administered project development and delivery processes. This tool was pilot tested this past year and is now available at http://www.virginiadot.org/business/locally_administered_projects_manual.asp

Locally Administered Projects

Project Administration Agreements

A total of 241 Locally Administered Project Agreements were executed during FY2018; less than the 287 in FY2017. Additionally, 46 supplemental agreements were completed. Programmatic agreements for Revenue Sharing projects accounted for 31 projects included in 16 programmatic agreements.

Locally Administered Projects Manual

LAD continues to work towards the division's strategic goal of completing a comprehensive update of the Locally Administered Projects (LAP) Manual. Significant updates this year include CH5 – State Funded Projects and Special Programs; CH9 – Project Development Overview/Summary; CH11 – Consultant Procurement; CH12 – Project Development; CH13 – Project Delivery (Construction); CH15 - Environmental; CH16 – Right of Way; CH17 – Civil Rights; and CH19 – Financial Management and Reimbursement. Changes within these chapters are due to federal and state requirements and/or changes in VDOT policy or pro-

cesses. Additionally, special program requirements for both the Transportation Alternatives (TA) and Urban Construction Initiative (UCI) were included in the chapters. These updates also include modifying outdated or inconsistent information, update to links, references, etc., and necessary new information. Routine (minor) updates were also made throughout the entire manual to fix formatting, syntax, and broken links. For details on chapter updates, please refer to the Detailed Update Summary for December 2017 and March 2018 located on LAD's website.



As chapters are updated, the revision date is reflected, accompanied by a Detailed Update Summary in the online version. It is strongly recommended to always use the online version. The manual is located at: http://www.virginiadot.org/business/locally_administered_projects_manual.asp

LAP Performance Initiative

During FY2018, LAD continued use of three metrics to assess the performance of locally administered projects. These tools consist of the Construction Advertisement Commitments which are reported to the Deputy Chief Engineer twice per month, Dashboard Advertisement trend, and Scoping Date performance. Construction advertisement commitments are posted on LAD's webpage at http://www.virginiadot.org/business/locally_administered_project_construction_advertisement_commitments.asp

LAD also develops two independent report metrics for On-Time Dashboard Advertisements (SMART Scale and non-SMART Scale locally administered projects) in preparation for the Chief Deputy Commissioner's Quarterly Performance Meetings. Additionally, LAD continued generating metrics on the volume (project count and dollars) of LAPs compared to VDOT via the End of Quarter (EOQ) report for ALL currently active projects in the program. LAD also tracks on time performance for every locality based on a three year rolling average. Those reports can be found at—<http://www.virginiadot.org/business/local-assistance-locallyAdministered.asp>

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Local Compliance

The Local Assistance Division (LAD) continues to conduct reviews on selected locally administered projects to assess local governments' on compliance with federal and state laws and regulations and other requirements as outlined in Chapter 7 of the Locally Administered Projects (LAP) Manual.

Ten federally funded locally administered projects (LAPs) from various locations throughout the state were randomly selected for "in office desk reviews" for 2017. Reviews were for project level assessments on specific preliminary engineering, right of way and construction phase documentation by VDOT functional division experts within Central Office Procurement, Environmental, Civil Rights, Right of Way and Utilities and Construction Divisions. Localities with findings of non-compliance on these assessments were notified of the recommendation(s) for corrective action and provided information on upcoming training to aid in future project development. Localities with no findings were noted as having successfully managed the project using Best Management Practices.

A summary of results and recommendations for these assessments can be found at http://www.virginiadot.org/business/resources/local_assistance/2016_LAD_Website_LAP_Compliance_Assessment_Summary.pdf

Another component of VDOT's Compliance program outlined in the LAP manual is the functional level reviews by technical divisions. LAD supported the Central Office Right of Way Division functional experts, who have established a robust Compliance Verification Process on locally administered projects that have administered right of way acquisition and relocation. These reviews are to ensure compliance with the "Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970"; as amended (Uniform Act) and localities are provided feedback and detailed recommendations as needed to assist in improving their right of way process and documentation..

In addition, LAD provides guidance as needed to the City of Virginia Beach, a certified locality administering projects in accordance with the Urban Construction Initiative (UCI) Certification Program guidance.

LAD also continues to coordinate with FHWA-Virginia Division and local governments during Compliance Assessment Program (CAP) reviews each Performance Year on locally administered projects in accordance with FHWA's CAP.

All compliance assessments are conducted to evaluate localities' compliance with the Locally Administered Projects Manual, and to further assist LAD in clarifying guidance, as well as identify training needs for local governments.

Local Assistance Division

Federal Lands Access Program

VDOT and the Federal Highway Administration – Eastern Federal Lands Highway Division (EFLHD), manage the Federal Lands Access Program (FLAP) cooperatively. The goal of the program is to improve transportation facilities that provide access to, are ad-

acent to, or are located within Federal lands. In FY18, VDOT entered into three projects MOAs with EFLHD and Roanoke County, Franklin County, and the City of Norton for qualifying projects.



Transportation Alternatives Program

Last year's solicitation resulted in the receipt of 134 applications requesting over \$66M in federal Transportation Alternatives (TA) funds. The TA program – like other LAD special funding programs – moved to a biennial cycle to alternate with the Department's Smart Scale program. The projects selected in this application cycle were considered for both FY19 and FY20 funding allocations. The CTB and TMA / MPOs made selections allocating close to \$40M in federal funding for the two fiscal years. Of the 91 applications funded, 65 were for new projects and 26 provided additional funding for existing projects. Projects of interest include:

- ◆ \$1.1M for the Blue Ridge Tunnel project in Nelson County. When completed, this project will stabilize and restore the historic Crozet Tunnel built in 1858 as well as provide trails leading to

- and through – the structure from new trail-heads including parking, constructed on both the east and west sides of the tunnel.
- ◆ The City of Richmond also received funding for one of the last segments of the 51 mile Capital Trail connecting it to the Canal Walk in downtown. This trail provides a dedicated route for bicycles and pedestrians from Jamestown to Richmond along scenic Route 5.
- ◆ Also noteworthy, the last two segments of the Jackson River Scenic Trail were completed this spring which makes available approximately 14 miles of scenic walking and biking trails in Alleghany County. This project was first awarded funding in 2003 and has received both federal TA and Open Container funding in addition to the generous local funding secured.

Virginia Byways Program

LAD oversees the Virginia Byways Program for VDOT. Each byway leads to scenes of natural beauty and places of historical and social significance. VDOT's popular "Scenic Roads & Byways in Virginia" map along with local tourism promotion efforts can be used to attract tourists to communities and sites along Virginia's 3,500 miles of designated Virginia Byways. The "Scenic Roads and Byways in Virginia" map was updated this year and printed for public distribution. VDOT and the Virginia Department of Conservation and Recreation (DCR) jointly manage the Virginia Byway Program. During the past year the Memorandum of Agreement (MOA) between VDOT and DCR governing the procedures and criteria for evaluating and designating roads was updated and executed. The previous MOA was dated June 1995. For more information on the Virginia Byways program visit the VDOT Virginia Byway <http://www.virginiadot.org/programs/prog-byways.asp>

URBAN MAINTENANCE: THE UMIS/RIMS PROJECT IS CONTINUING WITH ANOTHER PHASE OF THE PROJECT INITIATED IN MAY 2018. THIS PHASE OF THE PROJECT WILL RESOLVE BUGS FOUND IN THE PRIOR PHASE. ONCE COMPLETE, THIS PROJECT GEO-REFERENCES THE UMIS DATA AND WILL INCORPORATE ALL UMIS FUNCTIONALITY INTO THE VDOT ROADWAY NETWORK SYSTEM (RNS) AND ALSO INCLUDES MAKING AVAILABLE A PUBLIC MAP OF THE URBAN NETWORK FOR VIEWING BY VDOT DISTRICTS AND LOCAL JURISDICTIONS. THE IT DIVISION'S SPATIAL INTELLIGENCE TEAM PROVIDED AN OVERVIEW OF URBAN MAPS TO THE UCI WORKGROUP AT ITS NOVEMBER 2017 MEETING. AFTER THAT MEETING, THE WORKGROUP PROVIDED SUGGESTED IMPROVEMENTS SUCH AS COLOR-CODING ROUTES BY FUNCTIONAL CLASSIFICATION, NHS AND INCORPORATING STRAHNET INFORMATION. AFTER RUNNING A PARALLEL OF RIMS FOR OVER A YEAR, UMIS IS ANTICIPATED TO RETIRE IN JUNE 2019 BUT THAT WILL BE BASED ON RIMS READINESS.

Local Systems

Urban Maintenance Program payments: The CTB approved the maintenance payments for Urban Cities and Towns at the June CTB meeting. The overall budget for this program has increased by 3.22% this year. In FY19 Principal and Minor Arterial Roads will receive \$22k and Collector Roads and Local Streets will receive

\$13k per moving lane mile during peak-hour traffic. Detailed information regarding the Urban municipal mileage and payments for FY19 is posted under Urban Maintenance Payments at: <http://www.virginiadot.org/business/local-assistance-programs.asp#UrbanHighways>.

Arlington & Henrico Counties are eligible to receive funds from the CTB for their local road maintenance program. The CTB approved maintenance payments of \$19,125 per lane mile for Arlington County and \$13,917 for Henrico County representing a 3.1% increase. LAD was asked to make a presentation to the Joint Finance Committee of the General Assembly on the calculation process.

The Arlington & Henrico Secondary Maintenance payments can be found at: <http://www.virginiadot.org/business/local-assistance->

The Board of Supervisors Manual was updated in January 2018 and posted to the Local Assistance Division webpage. The updated manual can be found at the link below.

http://www.virginiadot.org/business/resources/local_assistance/BOSmanual.pdf

LAD coordinates the update of the Board of Supervisors manual with all divisions.

Local Assistance Division

Urban Construction Initiative

The Urban Construction Initiative (UCI) has fifteen localities under agreement to administer their entire construction program. The UCI moves local administration from the project level to the program level, providing municipalities with the opportunity to manage their entire construction program.

The UCI Workgroup is responsible for establishing a strategic plan and goals for continued review and improvement of the program. The workgroup consists of local government repre-

sentatives from the cities of Hampton, Newport News, Virginia Beach, Harrisonburg, Richmond and Town of Dumfries as well as representatives from FHWA and VDOT. The workgroup revamped its strategic plan and goals at its March 2018

meeting to include teams to modify the UCI programmatic agreement to include all funding types; continue to research streamlining opportunities and incorporate into the UCI Certification Guide; develop a UCI tiered certification to streamline and gain efficiencies as well as continue to identify training opportunities to benefit all UCI localities.



UCI Annual Meeting

The 2018 UCI annual meeting was delayed from its normal spring schedule. It was held on August 22 and 23 in Charlottesville. Similar to past meetings, there was a day of business items and a day of training along with a tour of the City's major projects. The meeting hosted 40 attendees from localities, VDOT and FHWA.

Overweight Permit Fee Revenue

A percentage of collected overweight permit fees are paid to localities based on the lane miles in the locality eligible for maintenance and is distributed to the localities in their quarterly maintenance payment.

The fees distributed to the urban localities can be found at: http://www.virginiadot.org/business/resources/local_assistance/Urban_Overweight_Permit_Fee_Revenue.pdf.

The fees distributed to Arlington and Henrico Counties can be found at: http://www.virginiadot.org/business/resources/local_assistance/County_Permit_Fee_Revenue.pdf

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Access Programs

LAD worked with local governments, VDOT staff, and other entities across the state to successfully allocate \$3M in Economic Development Access Program funds to five(5) economic development sites and \$1M in Recreational Access Program funds to five (5) recreational areas. LAD continued to assist localities, and District and Residency staffs with proposed development plans prior to CTB action and in the development of CTB-approved projects to ensure adherence to the respective policy and procedures for these access road programs. LAD also completed an extensive data collection effort in coordination with residencies and VEDP to document long term economic benefits of bonded projects.

Revenue Sharing Program

Localities were notified in August 2017 of the opening of the application period for the FY2019 and FY2020 Revenue Sharing Program. Revenue Sharing is one of several funding programs that the Department accepts applications for electronically on the [SMART Portal](#). This was also the first time that applications were to be submitted on a biennial cycle. Following the closing of the application period on November 1, 2017 and LAD's review, 269 projects totaling \$247M in requests were determined to be eligible under the Program. However, due to limited funding, only 221 projects totaling \$217M were recommended for funding. All projects identified as meeting the Priority 1 selection criterion (existing Revenue Sharing projects) were fully funded; however, available funding was not sufficient to fully fund project requests meeting Priority 2 selection criteria (a new project that meets a need in VTRANS or a project in the locality's capital improvement plan whose advertisement date is accelerated) and these requests were prorated according to the Revenue Sharing Guidelines. Allocations for these projects were approved by the CTB at its June 2018 action meeting.

The CTB revised its Revenue Sharing Policy and Guidelines at its July 2017 meeting. A summary table of these [policy changes](#) was developed and is referenced on the Local Assistance webpage for Revenue Sharing Program information.

LAD also completed its annual Revenue Sharing Program de-allocation review process as outlined in the CTB's Revenue Sharing Program Guidelines. At its January 2018 meeting, the CTB approved the de-allocation of \$15,766,253 from 49 projects. The CTB's Policy revision in 2017 resulted in greater restrictions on options to transfer Revenue Sharing Program funding from projects. As a result, Program state match allocations on cancelled projects must be returned to the Program's statewide balance account; \$11.9M of the de-allocation amount came from canceled projects. LAD staff has initiated its eighth annual review of candidate projects for de-allocation and continues to coordinate with localities and respective District staff to determine the list of projects to be recommended for de-allocation at the January 2019 CTB meeting.

A Programmatic Project Administration Agreement (PPAA) may be established for projects funded entirely through the Revenue Sharing Program and may only be extended for a term of six fiscal years. LAD staff worked with five localities to execute new agreements for those that were set to expire June 30th. In addition, LAD staff coordinated with five localities to execute an extension of their PPAA for another three years.

Local Assistance Division

Unpaved Roads/Rural Rustic Roads Program

The Rural Rustic Roads concept is a practical approach to paving Virginia's low volume unpaved roads, those with less than 1,500 vehicles per day. The Local Assistance Division maintains the Rural Rustic Road Program manual and compiles information annually on completed projects. Typically, the new hard-surfaced road is on the same horizontal and vertical alignment as the prior gravel impervious area. First enacted by the 2002 Session of the General Assembly of Virginia, subsequent revisions have been made to the Code, including a requirement that this method be considered as a first alternative for improving all unpaved roads. More than 1,200 hard-surfacing projects have been completed using the Rural Rustic Roads concept, at significantly less cost than if traditional reconstruction methods had been used. A summary of prior rural rustic projects is posted on the Local Assistance Division webpage.



CTB Formula Fund and SGR Local Application

The Primary Extension Paving Program includes funding from the CTB formula funds and State of Good Repair (SGR) Paving Funds and provides paving funds for these Primary Extensions maintained by municipalities with a combined condition index of less than 60. FY19 was the first year applications were submitted through the Smart Portal. The Smart Portal was populated with qualifying routes in each locality with route data pre-populated on each application. The CTB approved the prioritization process and methodology for selecting SGR Pavement and Bridge projects at their May 16, 2018 meeting. The approved resolution and prioritization process can be found at the following link: http://www.ctb.virginia.gov/resources/2018/may/reso/resolution_4_sgr.pdf. In May 2018, the CTB approved \$14M in CTB formula funds and \$5M in State of Good Repair paving funds to be allocated to primary extension projects for FY2019. With the CTB formula and State of Good Repair funding, 75 projects in 33 localities received funding. A link to the program and projects selected for FY19 can be found at the following link: http://www.virginiadot.org/business/local_assistance_division_funding_programs.asp#good.

The State of Good Repair Program for locally owned bridges provides funds for repair, reconstruction and replacement of structurally deficient state and locally owned bridges determined to be deteriorated by the CTB. LAD coordinates with the Structure and Bridge and Asset Management Divisions on this Program and provides informational updates to localities. FY19 was also the first year submittals were accepted through the SMART Portal. This program allocated \$54M in FY19 and funded an additional 28 structures in 15 localities. The selected bridge projects for FY18 through FY19 can be found at the same link referenced above.

High Volume Unpaved Road Funds: CTB policy allows for the utilization of a portion of the unpaved road funds set aside through §33.2-358 be used to provide a hard-surface to eligible high volume (more than 500 vehicles per day) unpaved roads. Funds are allocated annually by the CTB, based on applications submitted by Counties. The Board, on March 21, 2018, modified the High Volume Unpaved Road Program Policy to allow additional flexibility for the utilization of only a portion of the specified set aside funds (up to 10%) and increased the maximum allocation from \$300k to \$500k per County. Seven counties received funding for the FY19 application cycle totaling \$3M. An analysis performed by LAD for this application cycle indicated significant progress has been made in reducing the backlog of high volume unpaved roads.

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Communications and Outreach

LAD continues to publish the **Local Assistance Division Newsletter** tri-annually. The newsletter serves as an outreach avenue for the Department to provide general information, updates, and changes about locally administered projects and programs and their effects on local governments. The Division's external webpage is updated regularly to include mass communications to local governments as well as to reflect program and policy changes and new initiatives.

The **2018 Transportation Project Management Institute (TPMI)** was attended by VDOT, Industry, and local government project managers. LAD, the Learning Center, and the Project Management Office worked together to offer scholarships to local government participants to help offset the cost to local governments. Five local government project managers received full scholarships to attend the 2018 TPMI. Due to the increase in local project administration and management, UVA continued the Local Transportation Program session at the 2018 TPMI.

Throughout FY2018, a number of LAP topics were communicated to District Project Coordinators and other VDOT staff through the **LAD monthly videoconferences**. Items included Training Opportunities for Localities, Legislative Updates, Construction Division Roles/Responsibilities, SMART Scale Funding and Dashboard for Local Projects, Urban Manual Updates, Revenue Sharing Program Changes, and Local Programs Workshop updates.

The Local Assistance Division worked with several stakeholder groups to deliver strategies continued as established of the FY2017 VDOT Business Plan. Both the **Local Government and Local Projects District Advisory groups** were an active and integral part of developing and implementing strategies to improve local project delivery. In addition, these stakeholder groups helped to provide guidance in the implementation of the State of Good Repair (SGR) for locally owned pavements and bridges and the new Dashboard rollout.

Applicant Workshops on the Transportation Alternatives Program were held in four different locations statewide that provided information on the eligibility requirements and the application process for this program. Over 140 individuals attended these workshops.

LAD staff participated in two **FHWA sponsored peer exchanges**, one in West Virginia and one in Georgia. In Both cases, LAD staff was asked to highlight their processes, LAP manual and partnership efforts.



Staff Development and Accomplishments

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<http://www.virginia.gov/business/local-assistance.asp>

- LAD continues to hold monthly cross training sessions for staff. This program offers a combination of program overviews, presentations from other divisions and staff development.
- LAD staff participated in a two day retreat, held at the Hotel Roanoke, focusing on developing agenda and topics for the Local Programs Workshop to be held in Roanoke in September. With the assistance of Staunton District's Training Manager, the Division leveraged previous Staff development findings from the Strength Finders tool when developing Workshop topics.
- Michaela McCain rejoined the division as our Outreach Manager.
- John Leonard graduated from VDOT's Core Development Program and took over as the Urban Financial Manager position which was vacated by Sharon McGhee's retirement.
- Jordanka Kida joined LAD as a part time employee in April 2018 to assist with the UMIS/RIMS project. She previously worked in the Maintenance Division on this project.