COMMONWEALTH of VIRGINIA

Commonwealth Transportation Board

W. Sheppard Miller, III
Chairperson

1221 East Broad Street
Richmond, Virginia 23219

(804) 482-5818

DRAFT MINUTES
MEETING OF THE COMMONWEALTH TRANSPORTATION BOARD
WORKSHOP MEETING
VDOT Central Auditorium
1221 East Broad Street
Richmond, Virginia 23219
December 9, 2025

The workshop meeting of the Commonwealth Transportation Board was held in the Central Office Auditorium of the Virginia Department of Transportation in Richmond, Virginia, on December 9, 2025. The Chairman, W. Sheppard Miller, presided and called the meeting to order at 10:58 a.m. beginning with the Pledge of Allegiance.

Present: Messrs. Byers, Coleman, Davis, Good, Lawson, Laird, Minchew, Smoot, Stant, Ms. Dunlop, Ms. Green, Ms. Sellers, Mr. Brich, ex officio, Commissioner of Highways and Ms. Tiffany Robinson, ex officio, Director of the Department of Rail and Public Transportation

Absent: Messrs. Gribbin and Fowlkes

Agenda 1. Delegation of Authority to Correct Virginia Manual on Uniform Traffic Control Devices Version 11.0
Mark Cole, Virginia Department of Transportation
Referenced by attachment of Presentation.

Agenda 2. Powhite Parkway Project
Environmental Impact Statement - Preferred Alternative Briefing
Scott Smizik, Virginia Department of Transportation
Referenced by attachment of Presentation.

Agenda 3. *Interstate 81 – Annual Report*
Ben Mannell, Virginia Department of Transportation
Laura Farmer, Virginia Department of Transportation
Referenced by attachment of Presentation.

Agenda 4. I-81 2025 Corridor Improvement Plan
Rob Williams, Virginia Department of Transportation
Referenced by attachment of Presentation.

The Chair suspended the meeting at 1:13 p.m. on December 9, 2025, for lunch.
The Vice Chair reconvened the suspended meeting at 2:09 p.m. on December 9, 2025,

Agenda 5. Authorized Debt Programs of the Commonwealth Transportation Board
Laura Farmer, Virginia Department of Transportation
Referenced by attachment of Presentation.

Agenda 6. Locality Sustained Performance Program
Performance Year 2026
Terry Short, Virginia Department of Transportation
Referenced by attachment of Presentation.

Agenda 7. Economic Development Access Program
Amherst County – Dillard Industrial Sites
Terry Short, Virginia Department of Transportation
Referenced by attachment of Presentation.

Agenda 8. *SMART SCALE Typology Change Request*
Thomas Jefferson Planning District Commission
Brooke Jackson, Office Intermodal Planning and Investment
Referenced by attachment of Presentation.

Agenda 9. *MERIT Briefing*
Jennifer Mayton, Virginia Department of Rail and Public Transportation
Referenced by attachment of Presentation.

Agenda 10. Governor's TPOF Project Funding
John Lawson, Deputy Secretary of Transportation
Referenced by attachment of Presentation.

Agenda 11. Shenandoah Valley Rail Trail Update
John Lawson, Deputy Secretary of Transportation
Referenced by attachment of Presentation.

Agenda 12. Director’s Items
Tiffany Robinson, Virginia Department of Rail and Public Transportation
Referenced by attachment of Presentation.

Agenda 13. Commissioner’s Items
Stephen Brich, Virginia Department of Transportation

Agenda 14. Secretary's Items
Shep Miller, Secretary of Transportation

ADJOURNMENT:
The meeting adjourned at 4:37 p.m. on December 9, 2025.
Respectfully Submitted:
Carol Mathis,
Assistant Secretary to the Board

# # #

COMMONWEALTH of VIRGINIA

Commonwealth Transportation Board

W. Sheppard Miller, III
Chairperson

1221 East Broad Street
Richmond, Virginia 23219

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COMMONWEALTH TRANSPORTATION BOARD
WORKSHOP AGENDA

VDOT Central Office Auditorium
1221 East Broad Street
Richmond, Virginia 23219
December 9, 2025
10:15 a.m.

1. Delegation of Authority to Correct Virginia Manual on Uniform Traffic Control Devices Version 11.0
   Mark Cole, Virginia Department of Transportation

2. Powhite Parkway Project
   Environmental Impact Statement - Preferred Alternative Briefing
   Scott Smizik, Virginia Department of Transportation

3. Interstate 81 – Annual Report
   Ben Mannell, Virginia Department of Transportation
   Laura Farmer, Virginia Department of Transportation

4. I-81 2025 Corridor Improvement Plan
   Rob Williams, Virginia Department of Transportation

5. Authorized Debt Programs of the Commonwealth Transportation Board
   Laura Farmer, Virginia Department of Transportation

6. Locality Sustained Performance Program
   Performance Year 2026
   Terry Short, Virginia Department of Transportation

7. Economic Development Access Program
   Amherst County – Dillard Industrial Sites
   Terry Short, Virginia Department of Transportation

8. SMART SCALE Typology Change Request
   Thomas Jefferson Planning District Commission
   Brooke Jackson, Office Intermodal Planning and Investment

9. MERIT Briefing
   Jennifer Mayton, Virginia Department of Rail and Public Transportation

10. Governor's TPOF Project Funding
    John Lawson, Deputy Secretary of Transportation

11. Shenandoah Valley Rail Trail Update
    John Lawson, Deputy Secretary of Transportation

12. Director's Items
    Tiffany Robinson, Virginia Department of Rail and Public Transportation

13. Commissioner's Items
    Stephen Brich, Virginia Department of Transportation

14. Secretary's Items
    Shep Miller, Secretary of Transportation

# # #

DELEGATION OF AUTHORITY TO CORRECT VIRGINIA MANUAL ON UNIFORM TRAFFIC CONTROL DEVICES (MUTCD) VERSION 11.0

Mark A. Cole, P.E.
State Traffic Operations Engineer

December 9, 2025

Recent adoption of Virginia MUTCD, version 11.0

- **CTB recently adopted Virginia MUTCD, version 11.0**

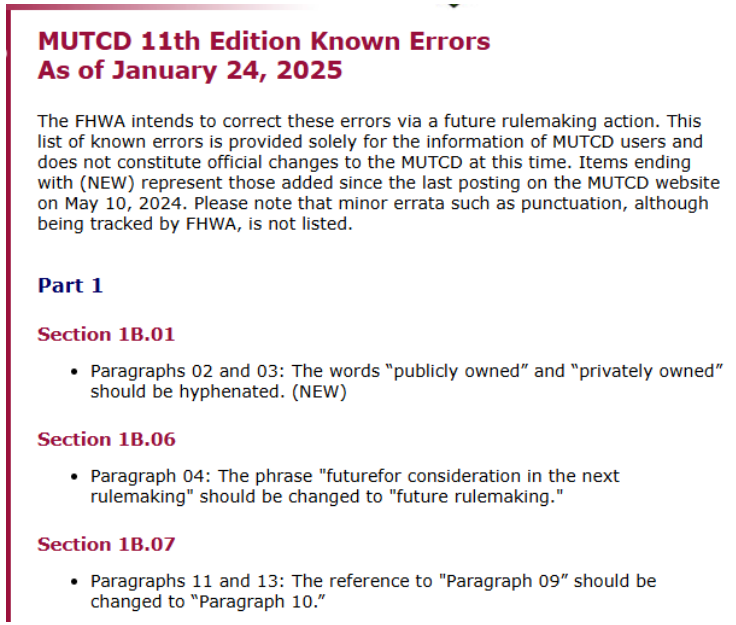
- **Based on National MUTCD**

- **Incorporate Virginia-specific deviations from the National MUTCD**
  - **Account for the Code of Virginia**
  - **Identify MUTCD options to be applied uniformly**
  - **Include Virginia-specific signs**

Errata to be corrected

- **FHWA has identified numerous minor errors in the national MUTCD**
  - Collection of known errors posted on FHWA website
  - FHWA is expected to take action to correct the errors in the national MUTCD

FHWA MUTCD website:



MUTCD 11th Edition Known Errors
As of January 24, 2025

The FHWA intends to correct these errors via a future rulemaking action. This list of known errors is provided solely for the information of MUTCD users and does not constitute official changes to the MUTCD at this time. Items ending with (NEW) represent those added since the last posting on the MUTCD website on May 10, 2024. Please note that minor errata such as punctuation, although being tracked by FHWA, is not listed.

Part 1

Section 1B.01

- Paragraphs 02 and 03: The words "publicly owned" and "privately owned" should be hyphenated. (NEW)

Section 1B.06

- Paragraph 04: The phrase "futurefor consideration in the next rulemaking" should be changed to "future rulemaking."

Section 1B.07

- Paragraphs 11 and 13: The reference to "Paragraph 09" should be changed to "Paragraph 10."

- **Virginia MUTCD is based on national MUTCD, so Virginia MUTCD must be amended after correction of national MUTCD**
  - VDOT may identify other minor errors in the Virginia MUTCD which would also need to be corrected

Errata to be corrected

- **Examples of known errors from FHWA MUTCD:**

Standard:

10 **Interchange Sequence signs located in the median shall be installed at overhead sign height (see Section ~~2A.14~~).**

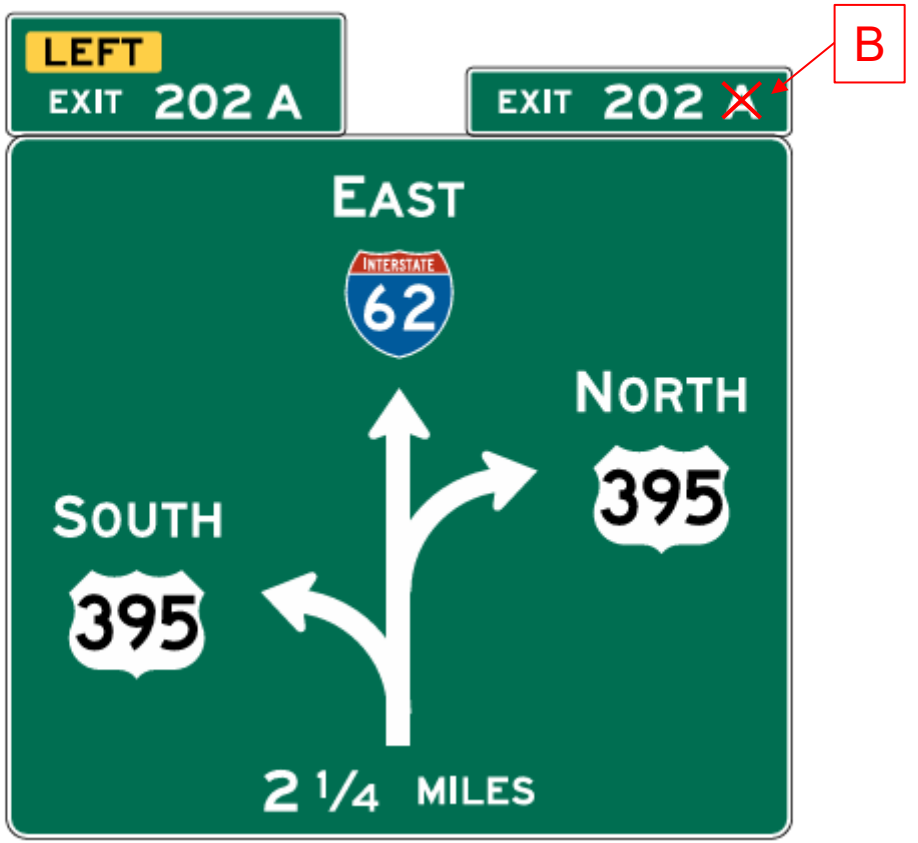
2A.13

turn

E – U-Turn and ~~through~~ lane-use arrow



D – Successive exit ramps from opposite sides of a roadway

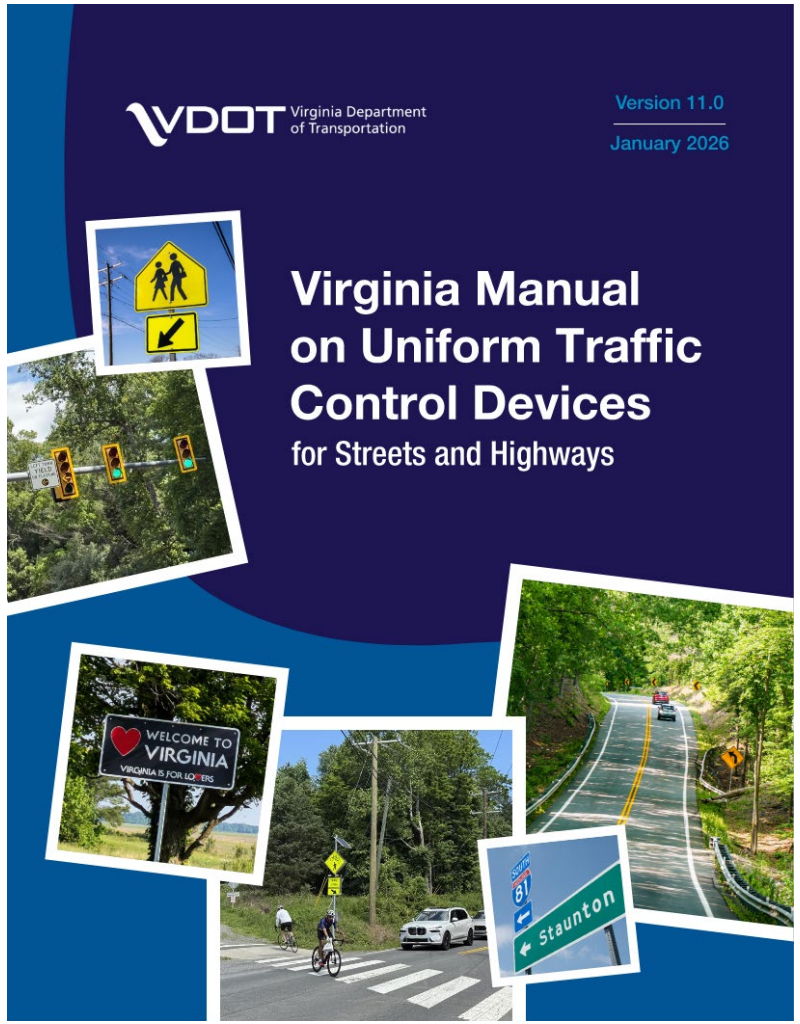


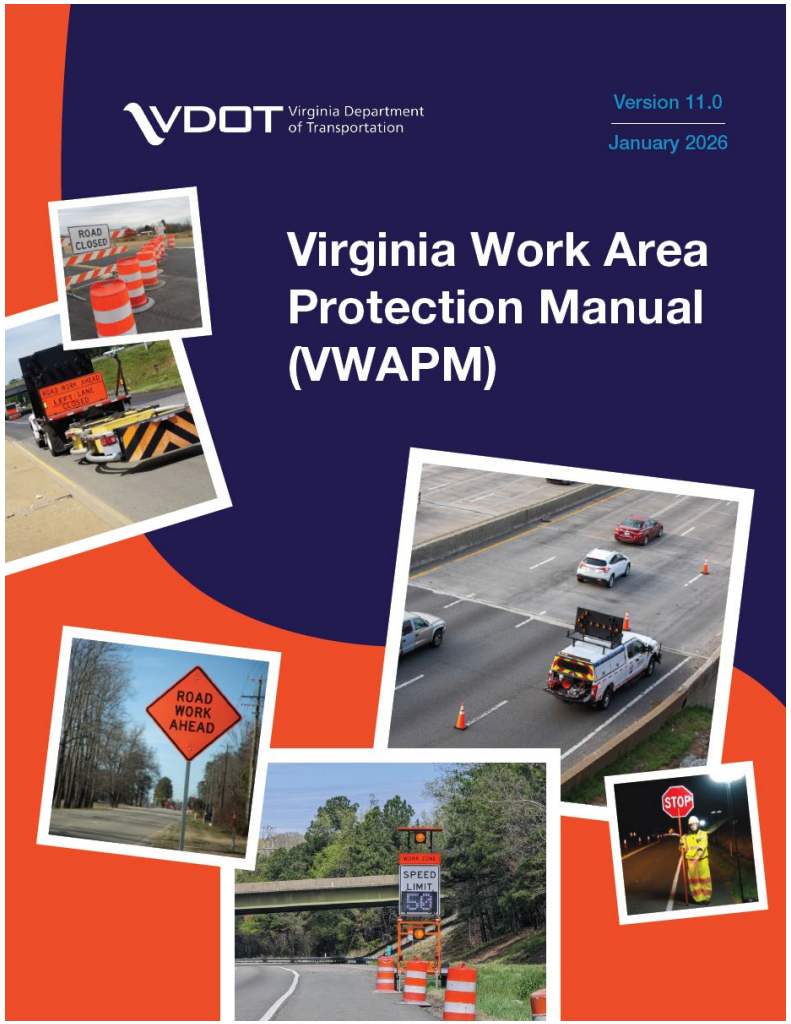
Request for CTB Action – January CTB Meeting

- **Authorize the Commissioner to submit regulatory action(s) to amend 24 VAC 30-315 to correct minor errors**
  - VDOT staff will file the exempt regulatory action(s) on Town Hall.
  - The amendments will then go through Executive Branch review, after which they will be published in the Virginia Register for the public to review.
  - The amendments become effective after the close of the public comment period.

- **Future major revisions to the Virginia MUTCD will continue to be brought to the CTB for its approval and action.**

Questions?


VDOT Virginia Department of Transportation
Version 11.0
January 2026
Virginia Manual on Uniform Traffic Control Devices
for Streets and Highways
WELCOME TO VIRGINIA
VIRGINIA IS FOR LOVERS
Staunton


VDOT Virginia Department of Transportation
Version 11.0
January 2026
Virginia Work Area Protection Manual (VWAPM)
ROAD CLOSED
ROAD WORK AHEAD
SPEED LIMIT
STOP


VDOT
Virginia Department of Transportation

POWHITE PARKWAY PROJECT

Environmental Impact Statement (EIS) - Preferred Alternative Briefing

Scott Smizik
Assistant Environmental Division Director

December 9, 2025

Presentations to CTB on the Powhite Parkway EIS

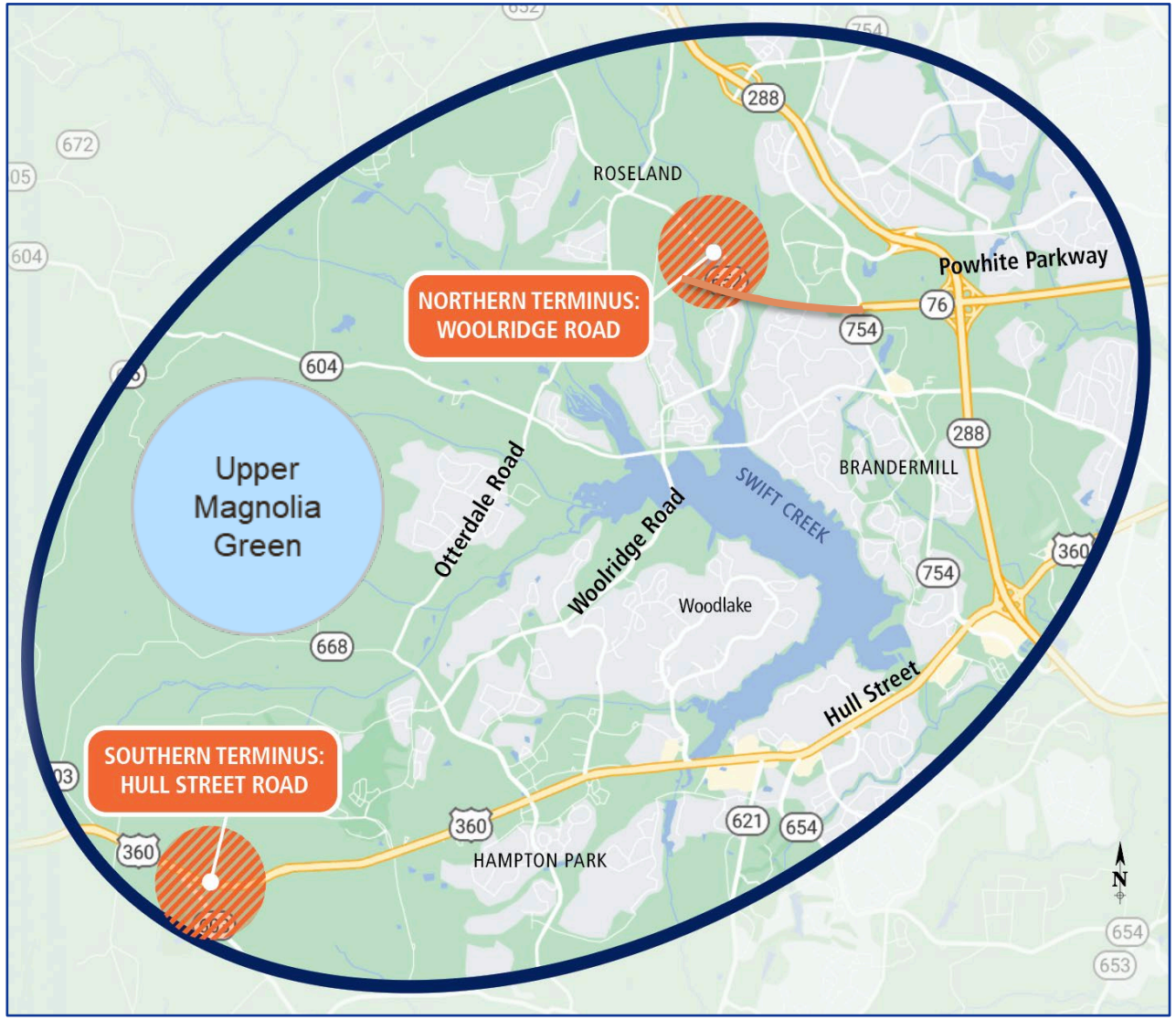


Per § 33.2-208 Location of Routes

Study Area

Legend:

- Termini of EIS Study
- EIS Study Area
- Widening and Extension of Powhite Parkway from Charter Colony Parkway to Woolridge Road (separate project)
- Upper Magnolia Green Development (separate project)



Public Involvement to Date

Virtual Study Introduction (December 2023/January 2024)

- Study introduction, seeking input on transportation needs within the study area
- Social media campaign, public survey, and pre-recorded presentation on website, 30-day public comment period

Public Information Meeting (PIM) (October/November 2024)

- Study status update, initial presentation of preliminary alternative concepts
- One in-person meeting, two community office hours, 30-day public comment period

Notice of Intent (NOI) (July/August 2025)

- 30-day public comment period following Federal Highway Administration's issuance of the NOI
- Social media campaign, public comment form, and pre-recorded presentation on website, 30-day public comment period

Public Hearing and Comment Period (November/December 2025)

- Being held to support CTB's future location decision (Per § 33.2-208 Location of Routes)
- One in-person meeting, comment period that spans from November 25, 2025, to December 19, 2025

Agency Involvement to Date

In October 2023, environmental review agencies were invited to share data and participate in the development of the EIS, including:

U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, Virginia Department of Environmental Quality, and Chesterfield County

Monthly Environmental Agency Meetings hosted by VDOT

- Ongoing since October 2023

Primary themes of agency input

- Level of NEPA document, range of alternatives, influence of surrounding projects

Purpose and Need Statement

The purpose of the Powhite Parkway Project is to enhance transportation conditions from Hull Street Road to Woolridge Road in western Chesterfield County, Virginia. In order to meet the purpose, the Project must address the following needs:



Relieve congestion on existing roadways and at intersections within the project study area

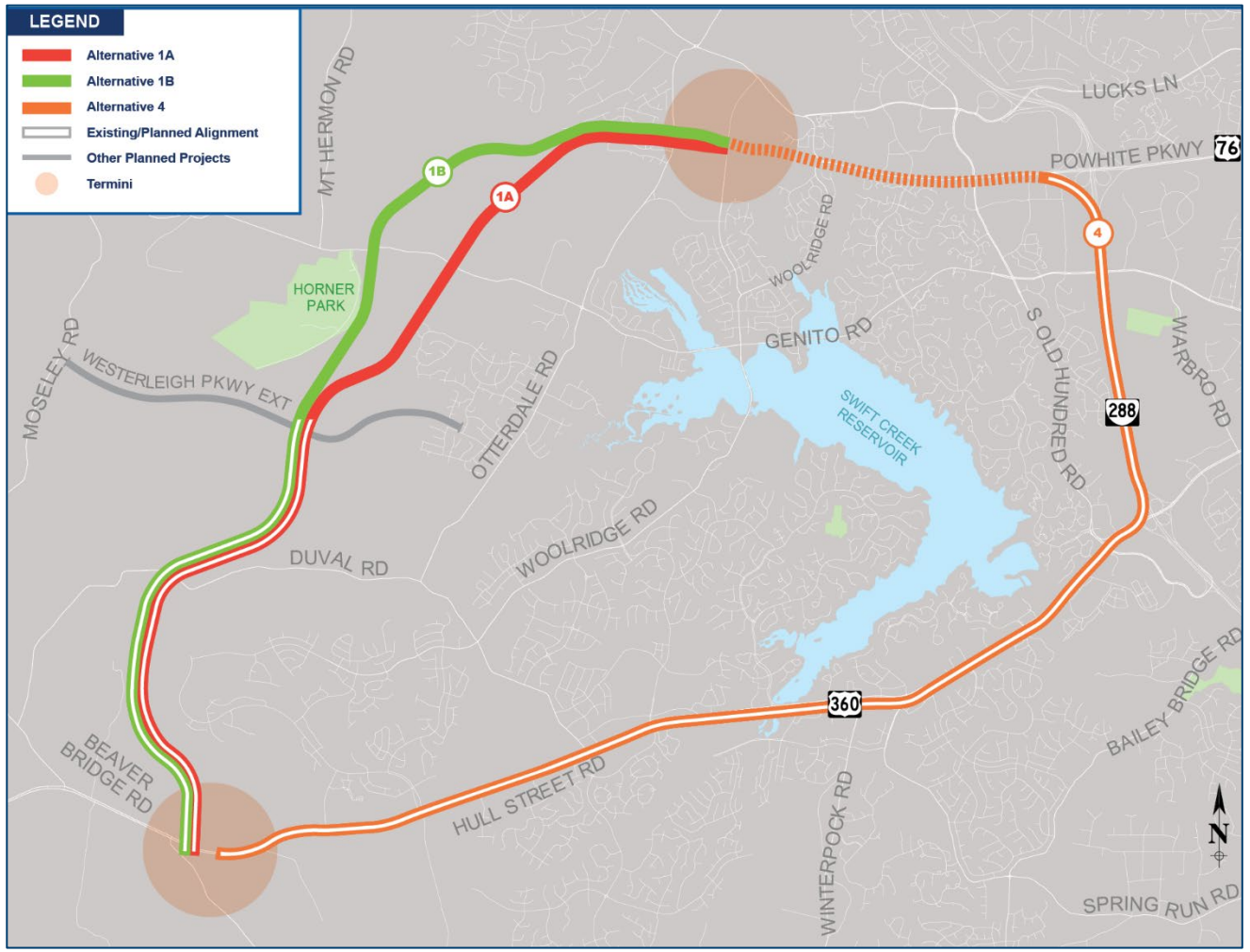


Improve regional connectivity and accessibility between Hull Street Road and Woolridge Road

Standalone Alternatives Retained for Full Analysis in the EIS

Alternative 1A

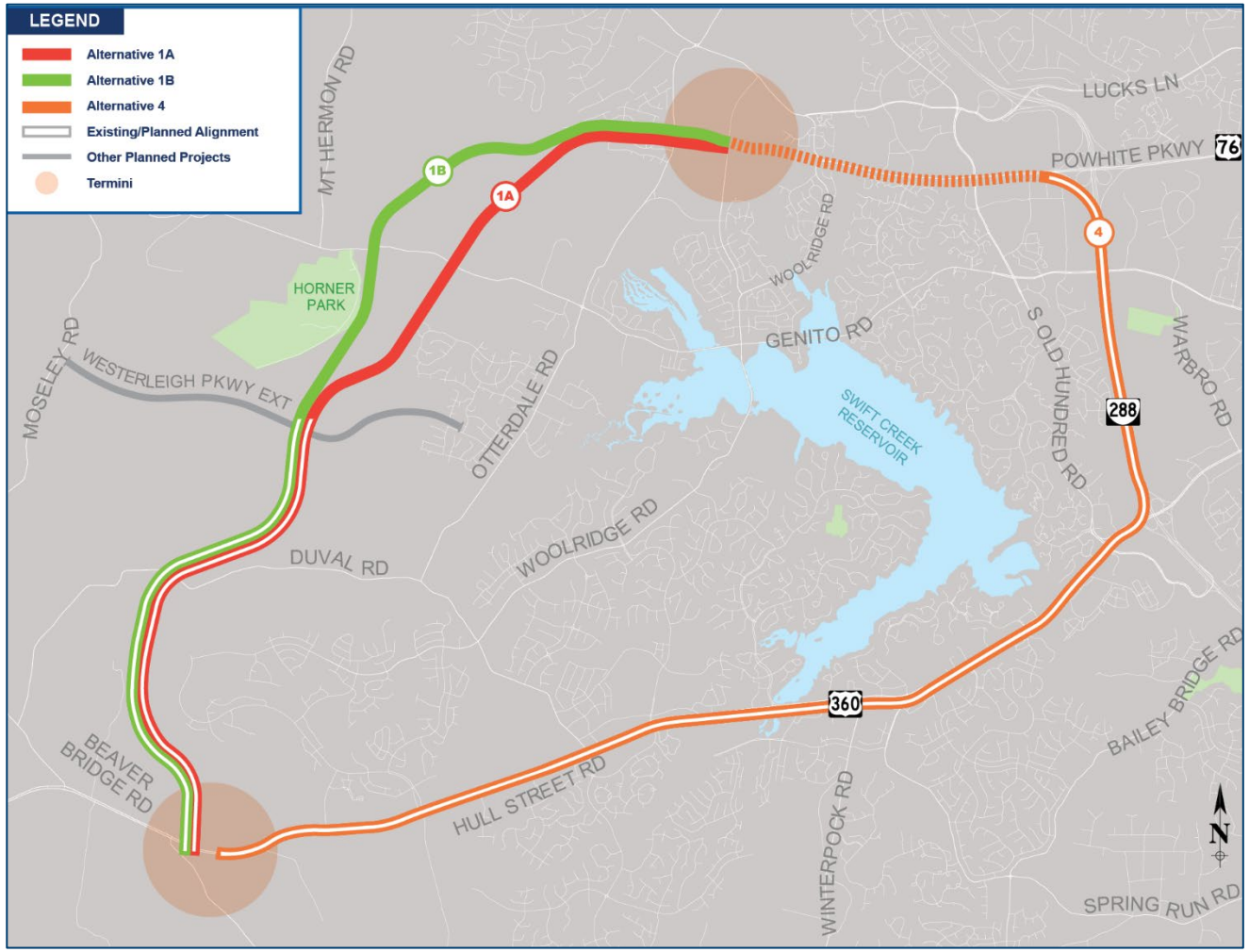
- Endorsed by Chesterfield County's Board of Supervisors on November 19, 2025 & follows existing County Right of Way
- New four-lane roadway from Hull Street Road to Woolridge Road
  - Reconstruction/expansion of a planned two-lane road from Hull Street Road to the Westerleigh Parkway Extension
  - New location from Westerleigh Parkway Extension to Woolridge Road
- Assumed access provided at key intersections
- Anticipated overpass at Otterdale Road



Standalone Alternatives Retained for Full Analysis in the EIS

Alternative 1B

- New four-lane roadway from Hull Street Road to Woolridge Road
  - Reconstruction/expansion of a planned two-lane road from Hull Street Road to the Westerleigh Parkway Extension
  - New location from Westerleigh Parkway Extension to Woolridge Road
- Assumed access provided at key intersections
- Anticipated overpass at Otterdale Road



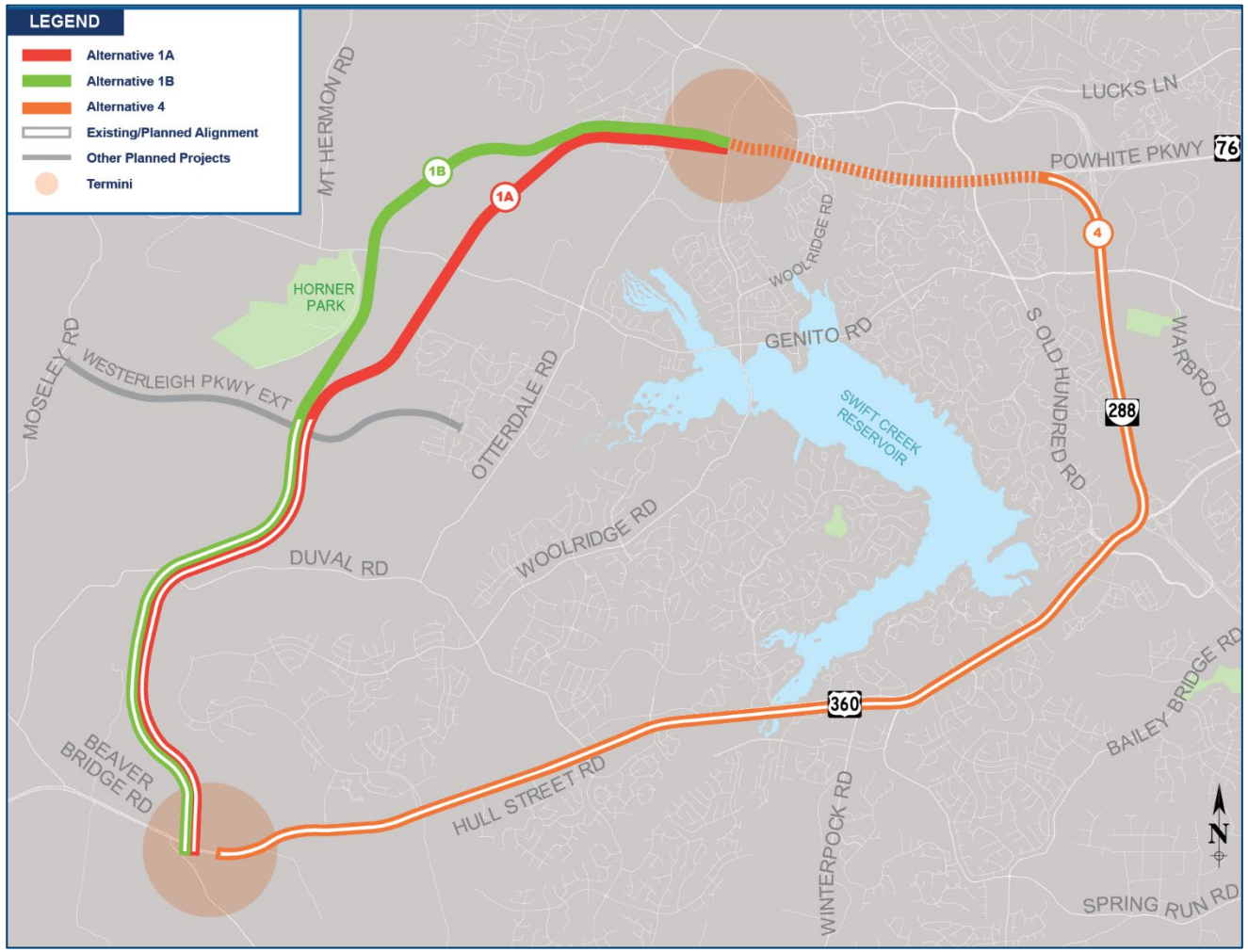
Standalone Alternatives Retained for Full Analysis in the EIS

Alternative 4

- Add an additional travel lane in each direction to Route 288 and Hull Street Road
- Anticipated interchange improvements along Route 288
- Anticipated intersection enhancements along Hull Street Road

No Build Alternative

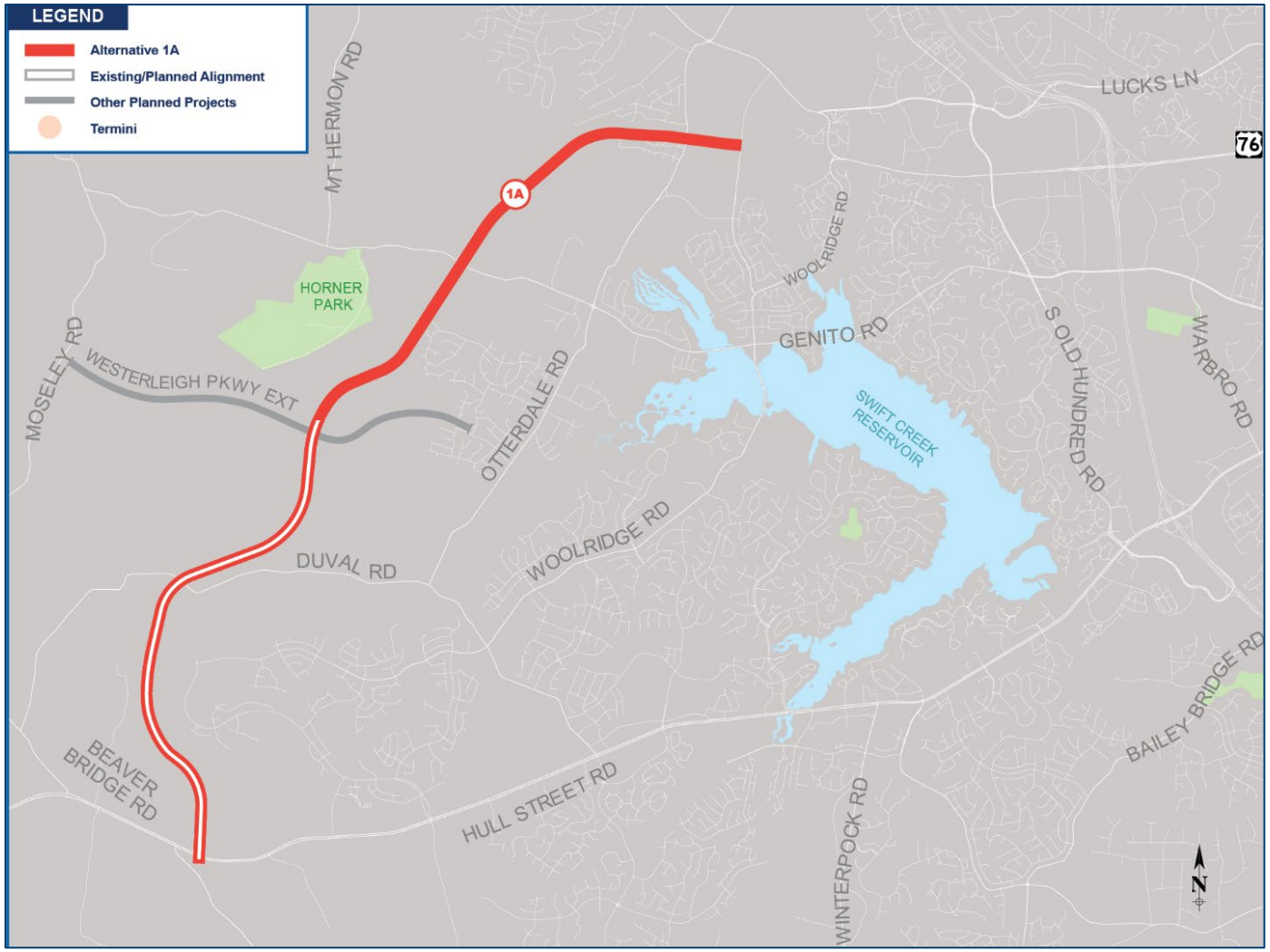
- Required as a baseline/comparison to other alternatives



Recommended Preferred Alternative

Alternative 1A

- Endorsed by Chesterfield County's Board of Supervisors on November 19, 2025
- Follows existing Chesterfield County-owned right of-way, minimizing potential property impacts
- Chesterfield County would be committed to developing and designing this alternative to:
  - Stay within the existing easement corridor footprint through the Weatherbury Mitigation Bank
  - Avoid adverse effects or use to the historic Otterdale School



Summary of Key Environmental Impact Analyses

EVALUATION MEASURE/ RESOURCE CATEGORY	VDOT'S RECOMMENDED PREFERRED ALTERNATIVE ALTERNATIVE 1A Adds Additional Lanes + New Four Lane Roadway	ALTERNATIVE 1B Adds Additional Lanes + New Four Lane Roadway	ALTERNATIVE 4 Adds Additional Lanes + Intersection/Interchange Improvements
Alternative Length (miles)	8	9	11
Alternative Area (acres)	424	438	629
PRELIMINARY PLANNING-LEVEL RESOURCE IMPACTS			
Properties Potentially Impacted (#)	61	65	345
Potential Relocations (#)	3	4	14
Estimated Stream Impacts (linear feet)	7,713 – 11,319	7,077 – 10,683	6,680
Estimated Wetland Impacts (acres)	14 – 19	11 – 16	13
Potential Park Property Impacts (acres)	0	8.2	1.3
Historic Properties (#)	1	0	0
Land Use Conversion (acres)	257 – 424	271 – 438	629
PRELIMINARY PLANNING-LEVEL COST ESTIMATE			
Order of Magnitude Cost (in 2032 dollars)	$730 – $830 million	$810 – $920 million	$1,000 – $1,130 million

Anticipated NEPA Schedule

Activity	Timeframe
Location Public Hearing on Recommended Preferred Alternative	December 9, 2025
CTB Location Decision on Preferred Alternative	January 2026
EIS Issued for Public Review/Public Hearing	Fall 2026
FHWA NEPA Decision	Mid 2027*

* The preferred alternative will be documented in PlanRVA's long-range transportation plan and transportation improvement program (TIP) in September 2026, as well as in the statewide transportation improvement program (STIP) prior to an FHWA NEPA decision

-Schedule based on FHWA's two-year time limit for EISs (23 CFR § 771.138(a)(1))
-Schedule subject to change as NEPA process advances

INTERSTATE 81 – ANNUAL REPORT

Ben Mannell, AICP Transportation and Mobility Planning Division
Laura Farmer, Chief Financial Officer

December 9, 2025

I-81 Corridor Improvement Program Progress Report

Pursuant to § 33.2-3602, the Report must include:

- **The safety and performance of the Interstate 81 Corridor**
  - **Number of incidents**
  - **Average duration of incidents**
  - **Number and average duration of incidents involving lane closures**
  - **Person-hours of delay along the Interstate 81 corridor**
- **An assessment of the effectiveness of the operational strategies and capital projects implemented and funded through the Program**
- **The status of capital projects funded through the Program**
- **The current and projected balances of the Fund**

Corridor Performance

I-81 is experiencing a decrease in two performance measures, especially in the southbound direction, comparing 2022 to 2023

- Equivalent property damage only (EPDO) crashes
- Person-hours of delay

Table 2. EPDO Crashes Excluding 2020 Data

End of Two-Year Period	Northbound	Southbound	Total	Percent Change from Previous Period
2022	1,813	1,714	3,527	+3.4%
2023	1,548	1,431	2,979	-15.5%
2024	1,721	1,239	2,960	-0.6%

Table 3. Person-Hours of Delay (Thousands)

End of Five-Year Period	Northbound	Southbound	Total	Percent Change from Previous Period
2022	100,502	96,329	196,831	+3.0%
2023	96,587	91,066	187,653	-4.7%
2024	98,124	89,100	187,224	-0.2%

Tables from Annual Report

Effectiveness of Improvements

- Performance measure data fluctuated by segment throughout the corridor in the years since the plan was developed
- Number of lane-impacting incidents lasting longer than one hour and number of hours of lane closures increased in 2023 but leveled off in 2024

Table 4. Total Lane-Impacting Incidents

End of Two-Year Period	Northbound	Southbound	Total	Percent Change from Previous Period
2022	820	784	1,604	-36.5%
2023	974	960	1,934	+20.6%
2024	994	986	1,980	+2.4%

Table 5. Hours of Lane Closures

End of Two-Year Period	Northbound	Southbound	Total	Percent Change from Previous Period
2022	1,574	1,530	3,104	-11.0%
2023	2,079	2,124	4,203	+35.4%
2024	2,085	2,116	4,201	+0.0%

Tables from Annual Report

Performance Evaluation in Future

In future years, it will continue to be challenging to evaluate the impact of completed construction projects on the performance measures for the following reasons.

- **Height of construction activity will occur 2026 and after, so corridor performance may continue to worsen before it gets better**
- **Impacts of active work zones**
- **Lack of a sufficient time for projects to be implemented and to develop a performance trend**

Status of Projects funded through the Program

With current funding and project estimates, all planned projects currently in the adopted I-81 CIP are anticipated to be completed by 2035

	Project Type	Status	Total Projects	Estimated Completion
Capital	Widening	12	12	2035
	Acceleration/Deceleration Lane Extension	25 10	35	2029
	Auxiliary Lane	1 3	4	2027
	Truck Climbing Lane	3 2	5	2027
	Curve Improvements	9	9	Completed
Operations	Safety Service Patrol Expansion	1	1	Completed
	Towing and Recovery Incentive Program	1	1	Completed
	Camera Installation	42	42	Completed
	Changeable Message Sign Installation	30	30	Completed

Legend: Complete | Programmed

Source: Virginia Department of Transportation, 2025

Revenue and Expenditures to Date

Interstate 81 Improvement Fund (in millions)

Activity through June 30, 2025 *(Preliminary)*

Sources	Actuals Through FY 2025
I-81 Fuels Tax	$465.7
Interstate Operations and Enhancement Program Allocation (State and Federal)	436.3
General Fund	245.0
Other Sources Prior to FY 2021/Other	71.5
Interest Income	48.5
Total	**$1,224.9**
Bonds/TIFIA Loan	**199.4**
Total	**$1,466.4**

Activity	Total
Expenditures	
Pay-Go Project Expenditures	$405.6
Bond / TIFIA Fund Project Expenditures	116.9
Debt Service	18.0
Financing Costs/Administration	1.4
Total	**$541.9**
Balance Remaining	
Fund Balance	$762.4
Bond Balance	0.0
Federal IOEP Balance	37.4
Federal Earmark	42.0
TIFIA Balance	82.6
Total Available	**$882.4**
Expenditures and Balance Remaining Total	**$1,466.2**

Totals differ due to rounding

Sources – Revenue Performance and Projections:

Source	Through FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	Total
I-81 Regional Fuels Tax	$465.7	$88.6	$89.5	$91.4	$93.4	$95.4	$95.4	**$1,019.4**
I-81 Allocation from IOEP	$436.3	$97.4	$107.3	$112.8	$120.9	$128.1	$133.6	**$1,136.4**
General Fund[1]	$245.0	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0	**$245.0**
Other Sources[2]	$71.5	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0	**$71.5**
Interest Income	$48.5	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0	**$48.5**
Prior Year Revision	$0.0	($3.3)	$0.0	$0.0	$0.0	$0.0	$0.0	**($3.3)**
Subtotal	**$1,267.0**	**$182.7**	**$196.8**	**$204.2**	**$214.3**	**$223.5**	**$229.0**	**$2,517.5**
Planned Debt for Construction	$199.4	$199.4	$334.2	$0.0	$266.9	$0.0	$0.0	$999.9
Total	**$1,466.4**	**$382.1**	**$531.0**	**$204.2**	**$481.2**	**$223.5**	**$229.0**	**$3,517.4**

Sources:

Regional Fuels Tax estimate provided by the Virginia Department of Taxation, December 2024

Interstate Operations and Enhancement Program, Commonwealth Transportation Fund Six-Year Financial Plan, June 2025

Uses - Support I-81 Corridor Improvement Program

Uses (in millions)	Through FY 2025*	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	TOTAL
Debt Service	$18.0	$12.7	$10.6	$9.5	$14.2	$18.1	$18.1	**$101.2**
Remaining Fuel Tax Revenue	446.5	70.8	77.1	80.5	77.8	76.9	76.9	**906.5**
Interstate / IOEP Allocation / Other	801.3	97.4	107.3	112.8	120.9	128.1	133.6	**1,501.4**
Administration and Financing Costs	1.2	1.8	1.8	1.4	1.4	0.4	0.4	**8.4**
Total	**$1,266.9**	**$182.7**	**$196.8**	**$204.2**	**$214.3**	**$223.5**	**$229.0**	**$2,517.4**
Planned Debt to support Construction	199.4	199.4	334.2	-	226.9	-	-	**1,000.0**
Total with Planned Debt	**$1,466.4**	**$382.1**	**$531.0**	**$204.2**	**$481.2**	**$223.5**	**$229.0**	**$3,517.4**

*As of June 30, 2025; preliminary and unaudited

Next Steps

- **CTB adopts the annual report at the January 6, 2026 meeting and it is provided to the General Assembly**

I-81 2025 CORRIDOR IMPROVEMENT PLAN

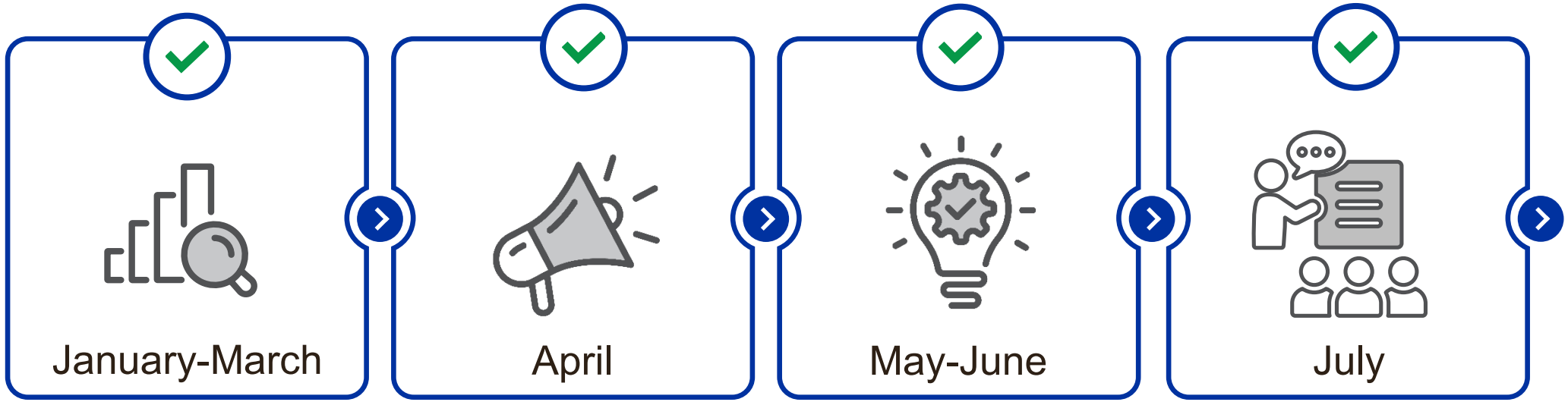
Commonwealth Transportation Board Update

Rob Williams, AICP

December 9, 2025

I-81 Corridor Improvement Plan Update Process

Steps completed for the 2025 I-81 CIP Update



Identified and analyzed the top 25% worst performing one-mile segments

Engaged the public to validate performance issues and gather feedback on potential solutions

Developed potential solutions to address the performance issues

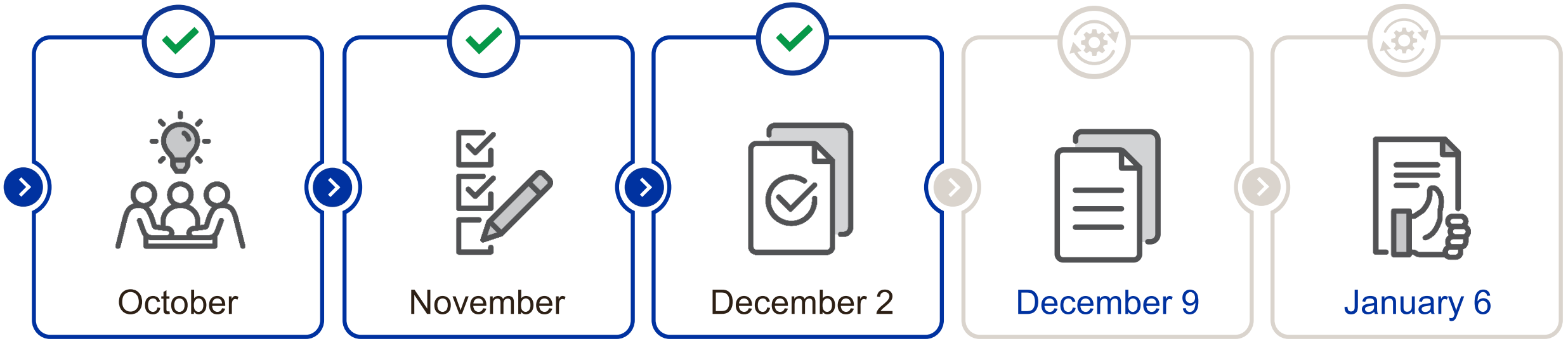
Conducted public engagement to present and receive feedback on the potential solutions

Continued on Next Slide

✓ Step is complete

I-81 Corridor Improvement Plan Update Process

Steps remaining for the 2025 I-81 CIP Update



Prioritize potential solutions using SMART SCALE-like process and share results

Share shortlist of solutions and cost estimates with CTB and I-81 Advisory Committee

I-81 Advisory Committee submits recommended projects to the CTB

CTB considers I-81 Advisory Committee recommendations

CTB adopts the I-81 Plan

✓ Step is complete

Step is incomplete

Round 2 Public Outreach - July
Potential Solutions Takeaways

IN-PERSON MEETINGS

4
MEETINGS

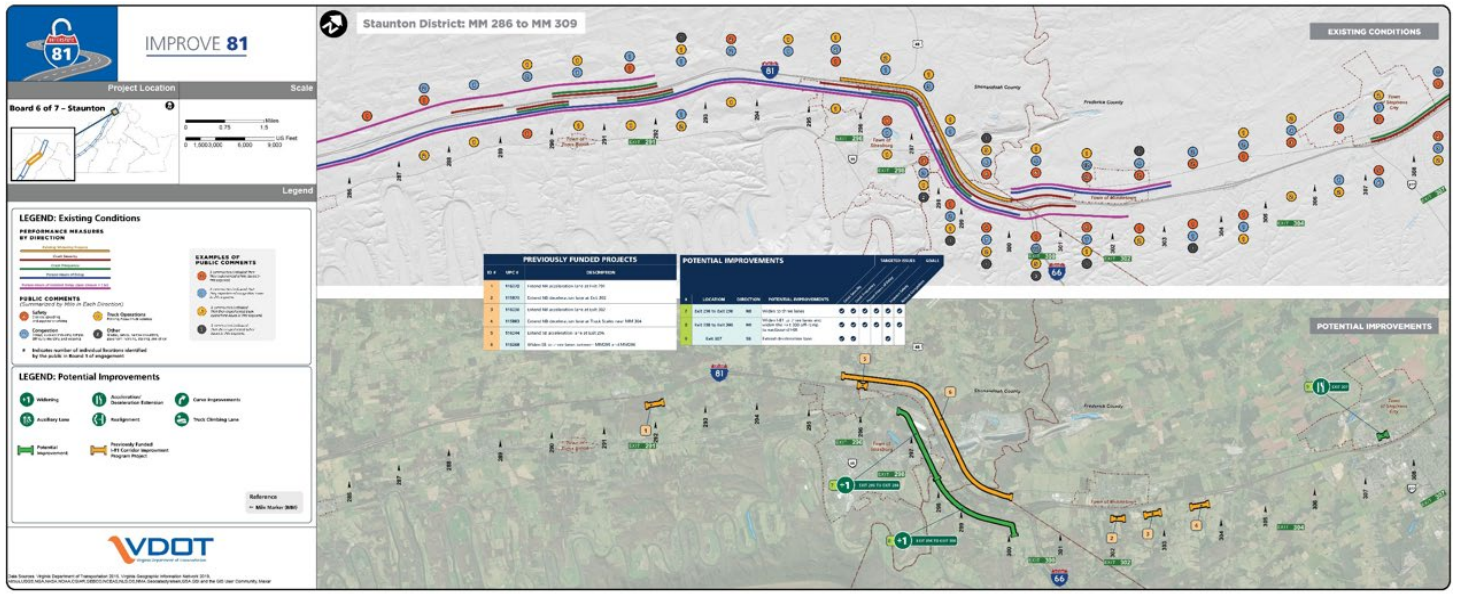
~100
PARTICIPANTS



VIRTUAL ENGAGEMENT

1,136
COMMENTS

1,674
PARTICIPANTS



87% of respondents agreed with the overall list of potential solutions presented

Round 3 Public Outreach - Solutions Refinement

- Open October 27 to November 9, 2025

VIRTUAL & IN-PERSON ENGAGEMENT

409
COMMENTS

4
MEETINGS

312
PARTICIPANTS



- Public reiterated the need for capacity and safety improvements
- Additional comments addressed concerns for wildlife crossings, enforcement and roadway lighting

Staff Recommended Funding Scenario - Capital

Bristol District

Project	County	Mile Marker From/To	Direction	Corridor Prioritization Rank
Acceleration Lane Extension	Washington	25.1 to 25.7	NB	2
Acceleration Lane Extension	Washington	29.5 to 30.1	NB	3
Auxiliary Lane	Washington	4.5 to 5.0	NB	7
Acceleration Lane Extension	Washington	19.9 to 20.2	NB	11
Acceleration Lane Extension	Washington	24.8 to 24.4	SB	20
Widening (+1 Lane)	Washington	9.9 to 14.9	NB/SB	22
Grand Total Rough Order of Magnitude Range*	**$370-486M**			

* Cost estimates are conceptual and subject to refinement as projects are vetted prior to the December I-81 Advisory Committee and CTB presentations.

Staff Recommended Funding Scenario - Capital

Salem District

Project	County	Mile Marker From/To	Direction	Corridor Prioritization Rank
Acceleration Lane Extension	Botetourt	162.0 to 160.9	SB	6
Truck Climbing Lane	Pulaski	104.9 to 103.4	SB	15
Truck Climbing Lane	Montgomery	105.6 to 108.7	NB	16
Grand Total Rough Order of Magnitude Range*	**$271-425M**			

* Cost estimates are conceptual and subject to refinement as projects are vetted prior to the December I-81 Advisory Committee and CTB presentations.

Staff Recommended Funding Scenario - Capital

Staunton District (1 of 2)

Project	County	Mile Marker From/To	Direction	Corridor Prioritization Rank
Acceleration Lane Extension	Rockingham	251.1 to 250.7	SB	1
Acceleration Lane Extension	Shenandoah	265.2 to 265.5	NB	4
Deceleration Lane Extension	Frederick	307.5 to 307.3	SB	5
Acceleration Lane Extension	Augusta	227.8 to 228.1	NB	8
Acceleration Lane Extension	Shenandoah	269.3 to 268.2	SB	9
Auxiliary Lane	Augusta	220.8 to 221.5	NB	10
Widening (+1 Lane)	Augusta	221.7 to 216.7	SB	12
Widening (+1 Lane)	Rockbridge	204.8 to 209.9	NB/SB	13

* Cost estimates are conceptual and subject to refinement as projects are vetted prior to the December I-81 Advisory Committee and CTB presentations.

Staff Recommended Funding Scenario - Capital

Staunton District (2 of 2)

Project	City/County	Mile Marker From/To	Direction	Corridor Prioritization Rank
Widening (+1 Lane)	Augusta	209.9 to 212.9	NB/SB	14
Widening (+1 Lane)	Augusta/Rockingham	237.4 to 242.2	NB/SB	19
Widening (+1 Lane)	Shenandoah	298.6 to 300.3	NB	30
Grand Total Rough Order of Magnitude Range*	**$1.0-1.9B**			

* Cost estimates are conceptual and subject to refinement as projects are vetted prior to the December I-81 Advisory Committee and CTB presentations.

I-81 Advisory Committee Feedback

At their December 2, 2025 meeting, the I-81 Advisory Committee endorsed the staff recommended funding scenario

Next Steps - I-81 CIP Update

- Receive I-81 Advisory Committee recommendation on funding scenario
- CTB considers Advisory Committee feedback on funding scenario at December 9, 2025 Meeting
- CTB adopts final funding scenario and update to the I-81 CIP at January 6, 2026 meeting

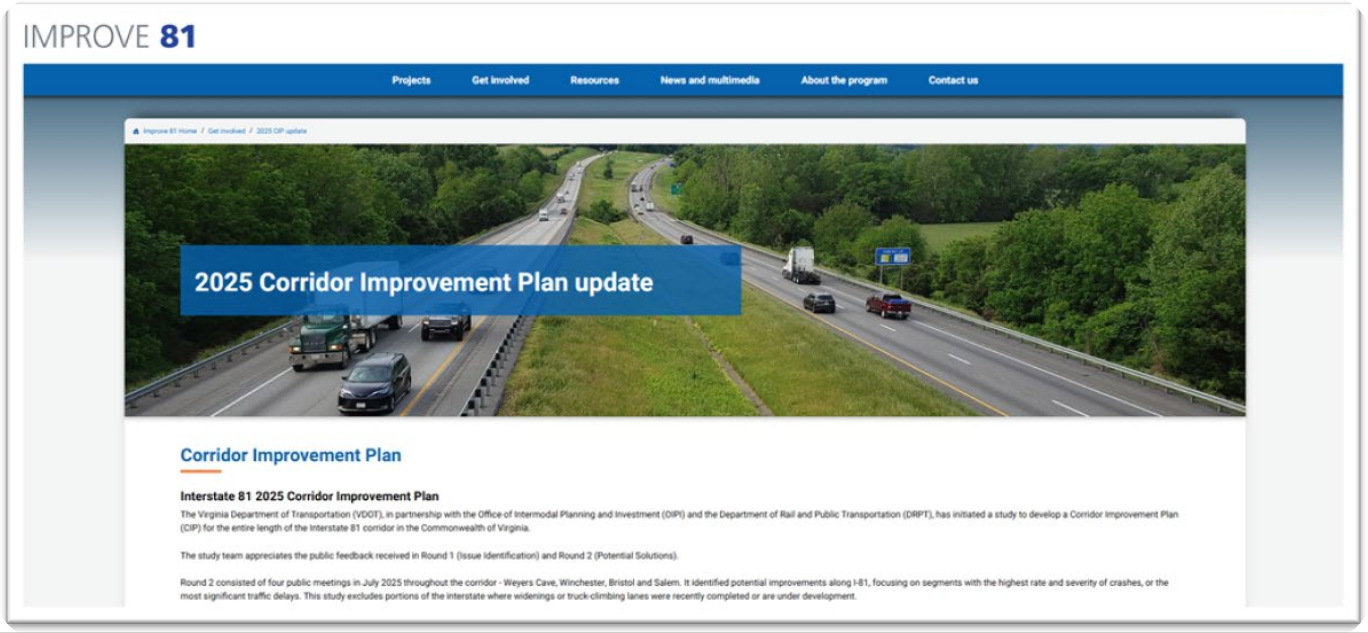
Questions

Study Manager: Rob Williams, AICP

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AUTHORIZED DEBT PROGRAMS OF THE COMMONWEALTH TRANSPORTATION BOARD

Laura Farmer

December 9, 2025

Commonwealth Debt

- **Commonwealth Debt is authorized under Article X, Section 9 of the Constitution of Virginia**
- **There are four categories of Commonwealth Debt**
  - **9(a) - Debt to meet emergencies and redeem previous debt**
    - Full faith and credit of the Commonwealth
  - **9(b) - General Obligation debt for distinctly specified capital projects and sinking funds**
    - Full faith and credit of the Commonwealth
    - Authorized by majority vote of each house in the General Assembly and submitted to the people at an election and approval of a majority of those voting
    - If debt is for public road purposes, debt service payments shall first be made from the revenues segregated by law for the construction and maintenance of highways
  - **9(c) - Debt for certain revenue-producing capital projects specified in the authorizing law**
    - Secured by a pledge of net revenues derived from rates, fees or other charges AND the full faith and credit of the Commonwealth
    - Authorized by two thirds vote in each house of General Assembly
  - **9(d) - Obligations to which section not applicable**
    - The restrictions of this section shall not apply to any obligation incurred by the Commonwealth or any institution, agency or authority thereof if the full faith and credit of the Commonwealth is not pledged or committed to the payment of such obligation

Commonwealth Transportation Board Debt

- **Pursuant to the State Revenue Bond Act of 1950, The Commonwealth Transportation Board ("CTB") has the power to issue revenue bonds to finance the cost of projects**
- **CTB is authorized by legislation to determine the method and structure of the sale**
- **CTB bonds are sold in the national tax-exempt bond market to both retail (individual) and institutional investors**
  - **Competitive Sale**
    - Bonds are offered to the municipal market and awarded to the bidder offering the lowest true interest cost (TIC)
  - **Negotiated Sale**
    - Bonds are offered through a negotiated agreement with a syndicate of investment banks serving as underwriters
  - **Maturities**
    - Serial – Certain amount of principle comes due in annual installments
    - Term – Bundle principal payments into one larger maturity
  - **39 years or Less**
    - The final maturity on a bond issue should not exceed the useful life of the asset being financed
    - Most CTB issued debt has a final maturity of 25 years or less
- **The CTB must authorize the issuance and method of sale**
- **The Treasury Board must approve the terms and structure of the sale**

Commonwealth Transportation Board Debt – Refunding Opportunities

Authorization of the Issuance and Sale of Revenue Refunding Bonds

The CTB authorizes the issuance and sale of the Bonds in one or more series from time to time, pursuant to the following terms and conditions:

(a) the minimum debt service savings threshold for any series of Bonds shall be (i) no less than three percent (3%) savings on a present value basis compared to the existing debt service on the Refunded Bonds or (ii) such other threshold as may be approved by the Treasury Board of the Commonwealth (the "Treasury Board"); and

(b) the fiscal year in which occurs the final maturity date of the Bonds of any series shall be no later than the fiscal year in which occurs the final maturity date of the respective Refunded Bonds.

VDOT advances the authorizing resolution every two years for consideration. The last resolution was effective on July 1, 2024 and expires on June 30, 2026

Commonwealth Transportation Board Debt *(continued)*

- **Prior to 1986, bonds were issued for toll roads with dedicated toll revenue repaying the debt service. More recently, new debt programs have played a larger role in highway funding and Virginia has issued debt to support construction projects within the Construction Program**

- **CTB has issued three of the four types of debt allowed by the Commonwealth; 9(b), 9(c) and more commonly 9(d)**
  - **9(b)**
    - Powhite Parkway Extension Toll Road
  - **9(c)**
    - George P. Coleman Memorial Bridge
    - Dulles Toll Road
  - **9(d)**
    - Route 28 Transportation Improvement District ("Route 28" Project)
    - U.S. Route 58 Corridor Development Program ("Rt. 58" program)
    - Northern Virginia Transportation District Program ("NVTD" program)
    - Oak Grove Connector
    - Federal Highway Reimbursement Anticipation Notes ("FRANs")
    - Capital Projects Revenue Bonds ("CPR")
    - Federal Transportation Grant Anticipation Revenue Notes ("GARVEEs")
    - Interstate 81 Corridor Program Revenue Bonds
    - Virginia Passenger Rail Facilities Bonds
    - Special Structures Program Revenue Bonds

Summary of Commonwealth Transportation Board Debt Outstanding*

Program	Type	Maturity	Outstanding Amount
Dulles Toll Road	9(c)	2008	$ -
Powhite Parkway Extension Toll Road	9(c)	2011	-
George P. Coleman Memorial Bridge	9(c)	2021	-
Federal Highway Reimbursement Anticipation Notes (FRANs)	9(d)	2015	-
Oak Grove Connector	9(d)	2022	-
Route 28 Project	9(d)	2027	15,138,914
Northern Virginia Transportation District Program	9(d)	2034	33,110,000
U.S. Route 58 Corridor Development Program	9(d)	2048	324,760,000
Federal Transportation Grant Anticipation Revenue Notes (GARVEEs)	9(d)	2040	640,765,000
Capital Projects Revenue (CPR) Bonds	9(d)	2046	1,862,415,000
Interstate 81 Corridor Revenue Bonds	9(d)	2057	92,263,307
			$2,968,452,221

*Reflects amount outstanding after May 15, 2025 payment and September 15, 2025 for GARVEEs.

Dulles Toll Road

- The Dulles Toll Road extends 12.2 miles between the Capital Beltway (I-495) and Sully Road (Dulles International Airport)
- Chapter 221 of the 1979 Acts of Assembly authorized $57 million to construct the road and Chapter 615 of the 1989 Acts of Assembly authorized an additional $34 million to widen the road
- $57 million was issued in 1982 and $34 million was issued in 1989
  - These bonds were refunded in 1987, 1993, 1996, 2002, 2003 and 2006
- The bonds were paid off in fiscal year 2008
- The Dulles Toll Road was formally transferred to Metropolitan Washington Airports Authority in 2009

Powhite Parkway Extension

- The Powhite Parkway Extension Toll Road extended from the terminus of the existing Powhite Parkway at Chippenham Parkway (Route 150) for approximately 9.1 miles to Route 288, and for approximately 1.3 miles to Old Hundred Road. The toll road is a 4-lane highway, two in each direction
- Chapter 373 of the 1984 Acts of Assembly authorized $78 million and those bonds were issued in 1986
  - $74,225,000 was refunded in 1993 and $44,270,000 was refunded in 2003
- Additional funding for the construction of the facility was provided from an advance from the Toll Facilities Revolving Account, the Construction Fund and a note from Chesterfield County.
- The bonds were paid off in fiscal year 2011
- The Powhite Parkway Extension has remaining debts to VDOT
- It is anticipated that all obligations will be repaid in FY 2027, and the toll facility will be decommissioned

George P. Coleman Memorial Bridge

- The George P. Coleman Memorial Bridge provides a crossing of the York River for U.S. Route 17 between Gloucester and York Counties. The Coleman Bridge is approximately 1.5 miles in total length over the York River
- Legislation enacted by the 1940 Acts of Assembly authorized the issuance of bonds to finance the purchase of ferries, bridges and the construction of the George P. Coleman Bridge
  - $19 million of State of Virginia Toll Revenue Bonds were issued in 1949
- Legislation enacted by the 1993 session of the Virginia General Assembly authorized the issuance of $38.1 million for the widening and improvement of the Coleman Bridge
  - The Treasury Board issued $43.3 million in December 1994
  - The bonds were refunded in 1996, 1998, 2002 and 2016
- In August 1996, the reconstructed bridge began operation as a toll facility
- The bonds were paid off in fiscal year 2021 with remaining debt due to VDOT's Toll Facility Revolving Account
- In accordance with Item 441 D.1 of Chapter 725 (2025 Appropriation Act), no later than January 1, 2026, all rates, fees, tolls and other charges will cease to be collected
  - Tolling ceased in August 2025

Route 28 Transportation Improvement District

- The 1988 Session of the General Assembly enacted bond legislation authorizing the issuance of Transportation Contract Revenue Bonds in an amount not to exceed $160.7 million to finance the costs of acquisition and construction of roadways and related improvements on State Route 28 in Fairfax and Loudoun Counties

- On September 1, 1988, the CTB and the Route 28 Highway Transportation Improvement District Commission (the "Commission") entered into a contract pledging tax revenues along with state primary allocations to pay debt service on the bonds issued to finance the construction of the Route 28 project
  - The District is comprised of portions of Fairfax and Loudoun Counties

- In 1988, CTB issued $138 million to finance the cost of construction of the Phase I projects.

- In 2002, CTB issued $36 million to finance the design and construction of Phase II improvements and refunded $86.6 million of the 1988 bonds
  - The 2002 bonds were issued under a new Master indenture, in which CTB agreed that it shall not issue any more Route 28 bonds

Route 28 Transportation Improvement District *(continued)*

- CTB has taken advantage of refunding all eligible outstanding bonds to maximize interest savings
- In December 2022 and October 2023, cash balances from the Project Completion Fund were used to redeem outstanding bonds related to Series 2012
- Only the capital appreciation bonds issued in 2002 remain outstanding. The bonds will be paid off in fiscal year 2027
- The Commission, through the Fairfax County Economic Development Authority has issued its own bonds totaling $130 million
    - The Commission plans to use the Project Completion Fund balances and all other cash reserves for early prepayment of all remaining debt in 2027

Federal Highway Reimbursement Anticipation Notes (FRANs)

- FRANs were a Grant Anticipation Revenue Vehicle type fund source meaning the capacity to issue was dependent upon the amount of federal reimbursements
  - FRANS were indirect GARVEE Bonds – not related to specific federal projects
- The General Assembly enacted legislation in the 2000 session, and amended in the 2002 and 2005 Regular Sessions, to authorize the Transportation Board to issue FRANs in an amount not to exceed $1.2 billion for the purpose of providing funding to federally eligible projects
- The CTB issued three series in 2000, 2002 and 2005 totaling $1.15 billion
- The authority to issue additional "new money" FRANs expired on July 1, 2011, pursuant to Chapters 830 and 868 of the 2011 Acts of Assembly, which became effective July 1, 2011
- The bonds were paid off in fiscal year 2016

Oak Grove Connector

- **The Oak Grove Connector is a southerly extension of Interstate 464 and is a 4-lane freeway that connects I-464 to Route 168 (Great Bridge Bypass) in the City of Chesapeake**

- **Section 58.1-816.1 of the Code of Virginia created a special non-reverting fund know as the Transportation Improvement Program Set-aside Fund as part of the Transportation Trust Fund (1993) consisting of:**
  - **Annual collections of the state recordation attributable to any local jurisdiction which adopts an ordinance to dedicate and use its share of state recordation tax distributions for transportation purposes**
    - City of Chesapeake enacted an ordinance on March 28, 1995 dedicating its recordation taxes to pay future debt service on bonds issued
  - **Updates in the 2020 Appropriation Act provided these funds from state transportation revenues (Chapter 552, Item 452, D. 1.)) - Transferred $1 million from the Commonwealth Transportation Fund (Previously from Recordation Taxes dedicated to Fund from the City)**
  - **Any other funds appropriated by the General Assembly**
  - **Interest earnings on the Set-aside fund**
  - **Certain local revenues**
    - On June 15, 1997, the City of Chesapeake entered into an agreement with CTB to allocate funds equal to the debt service on bonds less the recordation taxes

Oak Grove Connector *(continued)*

- The 1995 Session of the General Assembly authorized the issuance of Transportation Revenue Bonds in an amount not to exceed $32.5 million
- The CTB issued $33.2 million of Transportation Revenue Bonds for the Oak Grove Connector projects
- These bonds were refunded in 2006 and 2016
- The bonds were paid off in fiscal year 2022

Northern Virginia Transportation District Program

- Section 33.2-2401 of the Virginia Code, The General Assembly declares it to be in the public interest that the economic development needs and economic growth potential of Northern Virginia be addressed by a special transportation program to provide for the costs of providing an adequate, modern, safe, and efficient transportation network in Northern Virginia that shall be known as the Northern Virginia Transportation District Program (the Program), including environmental and engineering studies, rights-of-way acquisition, construction, improvements to all modes of transportation, and financing costs

- The Program consists of the projects listed in clause (i) of subsection B of § 33.2-2400.

- The General Assembly, in section 33.2-2401 of the Virginia Code, created a special non-reverting fund know as the Northern Virginia Transportation District Fund as part of the Transportation Trust Fund consisting of:
  - Transfers of $40 million from the Commonwealth Transportation Fund (Previously from Recordation Taxes dedicated to Fund from transportation district totaling approximately $20 million and a $20 million commitment to Northern Virginia Transportation Authority)
  - Any public right-of-way use fees appropriated by the General Assembly
  - Any state or local revenues which may be deposited pursuant to a contract between a participating jurisdiction and the CTB
  - Any other funds appropriated by the General Assembly
  - Interest earnings on the NVTD fund

Northern Virginia Transportation District Program *(continued)*

- The General Assembly enacted legislation in 1993, which was amended in the 1994, 1998, 1999, 2002 and 2005 Regular Session that authorized the Transportation Board to issue Transportation Revenue Bonds in an amount of $500.2 million plus an additional amount for issuance costs
- Bonds were issued in 1993, 1995, 1996, 1999, 2001, 20002 and 2009 totaling $477.87 million
  - A portion of the 2009 bonds were issued as Build America Bonds
- CTB has taken advantage of refunding all outstanding bonds to maximize interest savings
- Current issued bonds will be paid off in fiscal year 2034
- The NVTD Fund has two annual commitments required in the *Code of Virginia*
  - $20 million is transferred to the Washington Metropolitan Area Transit Authority Capital Fund
  - $20 million is transferred to the Northern Virginia Transportation Authority Fund

Capital Projects Revenue Bonds

- **Chapter 896 of the 2007 Virginia Acts of Assembly authorized the issuance of $3 billion of Commonwealth of Virginia Capital Projects Revenue Bonds ("CPR")**
  - **Annual Sales are limited to $300 million, with carry over of unsold amount**
    - Annual amounts were accelerated in 2011 and 2012 by the Governor's Transportation Bill to allow for $1.8 billion
  - **Authorization was increased in 2009 to $3.18 billion to replace $180 million of General Funds (GF) provided in 2007 and subsequently taken**
  - **Authorization was increased by $50 million in 2018 (Chapter 854 of the 2018 Acts of Assembly) to $3.23 billion to match federal funds provided for capital projects by the Washington Metropolitan Area Transit Authority**

- **Proceeds are to be used for:**
  - **20% dedicated to Transit Capital**
  - **4.3% dedicated to Rail Capital**
  - **Balance to be used to provide for federal match, enhance the Revenue Sharing Program and Statewide and Regional Projects**

- **CPR bonds are secured by the Priority Transportation Fund ("PTF")**
  - **The Code of Virginia requires the revenues of the PTF provide 100% of the annual debt service**
  - **For planning and debt management purposes, VDOT maintains a 1.15x revenue to debt service coverage ratio**

Capital Projects Revenue Bonds *(continued)*

- CTB has issued 9 series of new money bonds totaling $2.97 billion
  - A portion of the 2010 bonds were issued as Build America Bonds
- CTB has taken advantage of refunding all outstanding bonds to maximize interest savings
  - VDOT staff is currently working with advisors and bond counsel on a planned refunding of Series 2016 in 2026 with a potential savings of $6.3 million (current rates, with 4.6% present value savings to refunded par).
- The final new money issuances are planned for fiscal years 2027 and 2029 (preliminary; subject to change)
- The current issued debt will be paid off in fiscal year 2046 with the new debt being paid off in fiscal year 2054

Federal Transportation Grant Anticipation Revenue Notes

- Chapter 830 and 868 of the Acts of Assembly of 2011 authorized the issuance of $1.2 billion of Federal Transportation Grant Anticipation Revenue Notes (“GARVEEs”)
  - This program is the successor program to the FRANs program
  - Revolving and is limited the outstanding GARVEEs and FRANs to $1.2 billion (All FRANs were retired in September 2015)
  - Limited the maturity to 20 years though only 15-year maturities have been issued
- GARVEE bonds are secured by
  - Project specific federal reimbursements
  - Legally available revenues from the Transportation Trust Fund (“TTF”)
  - Other such funds designated by the General Assembly for such purposes
- A memorandum of agreement (“MOA”) with Federal Highway Administration (“FHWA”) for the GARVEE program was executed in December 2011 and last updated in July of 2025
  - Attachment A identifies the approved GARVEE supported projects
- For planning and debt management purposes, VDOT maintains a 4x coverage ratio of the Federal Highway Reimbursements in the current or prior federal fiscal year

Federal Transportation Grant Anticipation Revenue Notes *(continued)*

- **Indirect reimbursements fund monthly deposits towards next debt service (directly to the Trustee) and upon receipt of project specific reimbursements from FHWA, the indirect reimbursements are released back to the Federal Fund within TTF**

GARVEE Bond Allocations

- **First application of GARVEE Bonds was to provide for the Public Contributions for advancing Public-Private Partnerships**

Bond allocation eligibility governed by Appropriation Act language

- **In FY 2017, the GARVEE Bonds made available for allocation were to be applied to the High-Priority Projects Program and the Construction District Grant Program**
  - In the application of proceeds, it must have been ensured that each program was provided with the same overall amount of monies though the mix of bond proceeds, state revenues, and federal revenues provided to each program may vary as deemed appropriate by the secretary.
- **Effective in FY 2025, the GARVEE Bonds made available for allocation can be applied to projects eligible for High-Priority Projects Program and the Construction District Grant Program or eligible for Interstate Operations and Enhancement Program (IOEP)**

Federal Transportation Grant Anticipation Revenue Notes *(continued)*

- CTB has issued 8 series of new money bonds totaling $1.5 billion
  - One refunding series in 2017
- Future planned sales will occur based on project schedules. A refunding and new money transaction is tentatively scheduled for early summer 2026
- The current issued debt will be paid off in fiscal year 2039 with new money being paid off in fiscal year 2041

Route 58 Corridor Development Program

- U.S. Route 58 is Virginia's longest roadway stretching from the Atlantic Ocean to the southwestern tip of the state
- The U.S. Route 58 Corridor Development Program was established by the Virginia General Assembly in 1989 to enhance economic development potential across the largely rural portion of the state and improve travel on the mostly two-lane and hilly road
- Section 33.2-2300 of the Virginia Code created a special non-reverting fund known as the U.S. Route 58 Corridor Development Fund as part of the Transportation Trust Fund consisting of:
  - $40 million of annual collections from the Commonwealth Transportation Fund (Formerly $40 million General Fund prior to FY 2021 and the 2020 Transportation Omnibus Legislation)
  - Any other funds appropriated by the General Assembly
  - Interest earnings on the U.S. Route 58 fund
- The General Assembly enacted legislation in 1989, which was amended in the 1999 Regular Session and 2013 Regular Session, that authorized the Transportation Board to issue Transportation Revenue Bonds in an amount not to exceed $1.3 billion

Route 58 Corridor Development Program *(continued)*

- With the increased authorization in 2013 (Chapter 296), the completion of the following portions of the Project shall have priority over any other portions of the Project
  - Crooked Oak Section
  - Vesta Section
  - Lover's Leap Section (prioritized over other sections)

- Other transportation funding legislation in the same year (Chapter 766) required $20 million from the highway construction share of the Transportation Trust Fund be deposited into the Route 58 Corridor Development Fund beginning in fiscal year 2020 to support increased debt service and project costs.

- In 2020, Chapters 1230 and 1275 added the Final Section of Corridor Q - Route 121/460 Poplar Creek, Phase B as another prioritized highway section to use funding from the Route 58 Program.

Route 58 Corridor Development Program *(continued)*

Financing Status

- CTB has issued 7 series of new money bonds totaling $1.1 billion with significant improvements to Route 58 since the program began
- CTB has taken advantage of refunding all outstanding bonds to maximize interest savings
- Remaining authorization is scheduled to be issued in fiscal year 2027 (preliminary; subject to change)
- Current issued bonds will be paid off in fiscal year 2048 with the new money issued being paid off in fiscal year 2052

Interstate 81 Corridor Program Revenue Bonds

- Chapter 1230 of the Acts of Assembly of 2020 Reconvened Session, enactment item 15 authorized the issuance of $1 billion of Interstate 81 Corridor Program Revenue Bonds
  - These bonds are for the sole purpose of paying costs incurred or to be incurred in relation to the Interstate 81 Corridor Improvement Plan and the Interstate 81 Corridor Improvement Program
  - Limited the maturity to 39 years
- I-81 Corridor Bonds are payable, subject to appropriation by the General Assembly, solely from I-81 Regional Fuels Tax Revenue
  - Consists of wholesale motor vehicle fuels sales tax on transactions occurring in the I-81 Regional Fuels Tax localities at a rate of 9.3 cents per gallon on gasoline and gasohol and 9.4 cents per gallon on diesel (as of July 1, 2025)
  - The rate shall be adjusted annually based on the greater of (i) change in the US Average Consumer Price Index for all items, all urban consumers (“CPI-U”), or (ii) zero
- The Master Indenture requires the entire amount of monthly regional fuels tax revenue be transferred to the debt service fund until it accumulates a balance equal to the principal and interest requirements for the fiscal year
- The inaugural series of bonds were issued in fiscal year 2022 in the amount of $102,936,677 (including premium) and has a final maturity of 2057

Interstate 81 Corridor Program Revenue Bonds *(continued)*

- TIFIA loans were secured in December 2022 for project activity as well
  - 2022 Rural Loan: up to $14,958,923
  - 2022 Regular Loan: up to $82,554,209
- The next tranche of TIFIA rural loans (four loans) is in the beginning stages of the financing process and totals $189,878,636
- The TIFIA lender, the Build America Bureau, indicated that the loans would be processed and provided based on their lending capacity, on a first come first serve basis
- Financial Planning Division staff continue to work with our financial advisors to monitor the cashflow needs and determine the most sufficient way to leverage the revenues and maximize completion of the Program

Virginia Passenger Rail Facilities Bonds

- Chapter 1230 of the Acts of Assembly of 2020 Reconvened Session, enactment item 14 authorized the issuance of $1 billion of Commonwealth of Virginia Passenger Rail Facilities Bonds
  - These bonds are for the sole purpose of Rail Improvements, as defined in the Bond Act (namely the Long Bridge Project)
  - Limited the maturity to 39 years
- Virginia Passenger Rail Facilities Bonds are payable, subject to appropriation by the General Assembly, solely from toll revenue of the Transform 66 Inside the Beltway Express Lanes
- This financing will likely advance within the next 12-18 months. It is currently estimated that the toll revenue can support approximately $504 million in financing.
- An agreement among Virginia Passenger Rail Authority, CTB and VDOT will be executed to facilitate the financing
- Current models show that leveraging TIFIA loans will maximize the benefit for the Commonwealth
  Letter of Interest has been submitted to the Build America Bureau of the USDOT.

Special Structures Program Revenue Bonds

- **Chapter 327 of the Acts of Assembly of 2025 Session, enactment item 2 authorized the issuance of $1 billion of Special Structures Program Revenue Bonds**
  - **These bonds are for the sole purpose of paying costs incurred or to be incurred in relation to the Special Structures Plan developed in accordance with § 33.2-374 of the Code of Virginia to implement the Program and the Special Structures Program established in accordance with § 33.2-374 of the Code of Virginia**
  - **The aggregate principal amount issued in any single fiscal year, shall not exceed $200 million, exclusive of any amounts issued for refunding bonds for debt service savings**
  - **Maturity may not exceed 25 years from the date of issue, except for borrowing from the U.S. Department of Transportation** ***(not anticipated at this time)***

- **Special Structures Program Bonds are secured by, subject to appropriation by the General Assembly,**
  - **Revenues received from the Special Structures Fund**
    - $80 million annually
    - Adjusted each year based on the greater of (i) the change in CPI-U or (ii) 0%
  - **Legally available revenues from the Transportation Trust Fund**
  - **Any other legally available funds**

- **Currently allocated within the SYIP for the Norris Bridge Project**

  Bonds will be issued in accordance with the project's schedule
- **Additional bonds authorized up to the $1 billion will be planned for appropriate improvements within the Special Structures Program**

Additional information

- Historically, most debt authorized to be issued by the CTB is dedicated to project or program specific financing efforts with dedicated revenue streams for debt service.
- The GARVEE Bond Program provides flexibility to the CTB on allocation of bonds; however, the projects must be eligible for eligible for High-Priority Projects Program and the Construction District Grant Program or eligible for Interstate Operations and Enhancement Program (IOEP)
- VDOT Finance staff coordinates all issuances with advisors and Treasury Board staff to ensure market timing is informed and we understand the required debt service commitment
- In terms of debt financing costs, the cost of the debt is understood and VDOT forecasts inflation for project delivery.
  - We do not have a mechanism to capture the value of the improvement delivered to the community.


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LOCALITY SUSTAINED PERFORMANCE PROGRAM (LSPP)

Performance Year 2026

Terry R. Short, Jr., AICP
Local Assistance Division Director

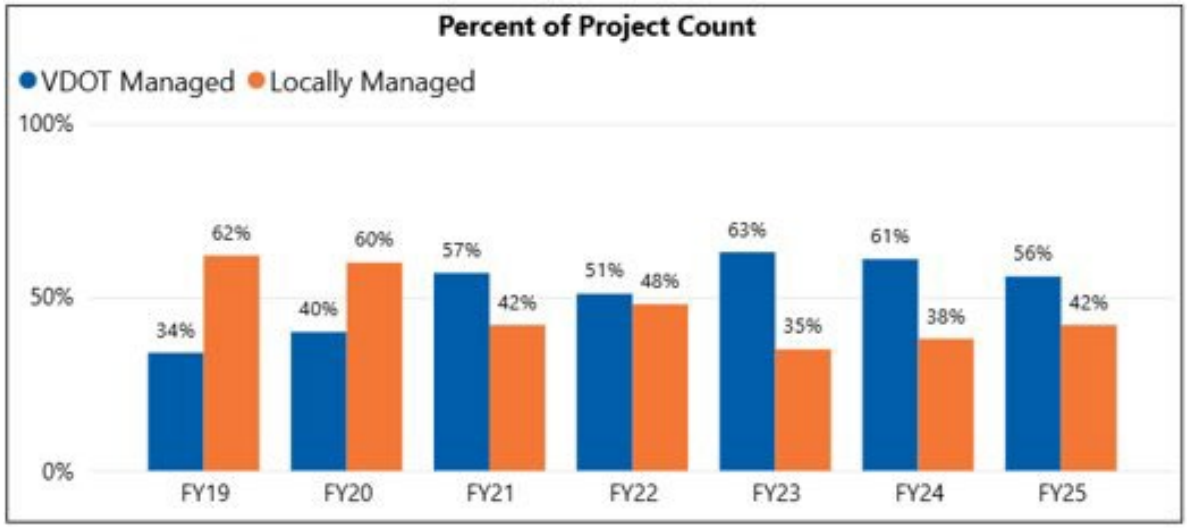
December 9, 2025

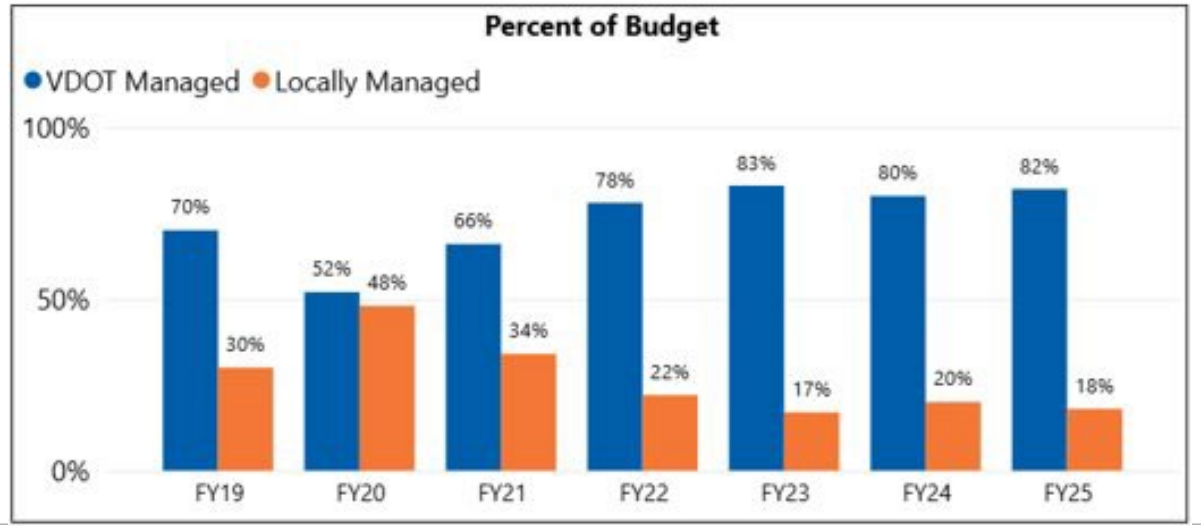
Local Participation

FY25 Project Development

Administered By	Number of Projects	Total Budget
VDOT	198	$1,832,916,774
Locally	147	$397,888,207
Rail	6	$2,701,374
Total	**351**	**$2,233,506,355**

FY 19 – 25 Project Development Mix





Locality Sustained Performance Program (LSPP)

October 2023 CTB Performance Policy for Locally Administered Projects

- Creates an Annual Review under Locality Sustained Performance Program
- Using LSPP Metrics alongside Dashboard to measure Programmatic Success of Locality
- Results can inform recommendations to CTB regarding future allocations



COMMONWEALTH of VIRGINIA

Commonwealth Transportation Board

W. Sheppard Miller, III
Chairperson

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Richmond, Virginia 23219

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Agenda item # 8

RESOLUTION
OF THE
COMMONWEALTH TRANSPORTATION BOARD

October 18, 2023

MOTION

Made By: Ms. Hynes **Seconded By:** Mr. Merrill
Action: Motion Carried, Unanimously

Title: Performance Policy for Locally Administered Projects

Locality Sustained Performance Program

The greatest impact to the Program is concentrated in a few localities

- **Number of Localities with Active Locally Administered SYIP projects: 83**
  - Total Number of Projects: 1,124
  - Total Fed/State Allocations: $2.63 billion
- **Number of Localities with 5 or more Active SYIP projects: 36 (43%)**
  - Total Number of Projects: 945 (84%)
  - Total Fed/State Allocations: $2.36 billion (90%)

43% of Localities Account for 84% of all Local Projects and 90% of all VDOT Funding for Locally Administered Projects

LSPP focuses on localities with 5 or more Active SYIP Projects

LSPP Performance Metrics

1. **On-Time Performance**
   - Dashboard Performance (review of past two years)
   - Milestone Performance (review of current milestones on active projects)
   - Delayed Advertisements (review of “Carry Over” from previous Scheduled FY)

2. **Reasonable Progress**
   - Phase/Authorization starting within a reasonable timeframe

3. **Fiscal Management**
   - Minimize VDOT allocations programmed in the current or previous fiscal years that remain unexpended

LSPP Performance Metrics - On-time Performance

Measures the ability of a locality to meet scheduled delivery time-frame using three sub-metrics:

- **Dashboard Performance**
  => 70% on-time for Past Two Years
- **Current Milestone Performance**
  => 70% for all current milestones on all active projects
- **Delayed Advertisements**
  < 25% of Projects have “Carry Over” Advertisements from previous Scheduled FY

➢ **Failing to achieve targets for two of these three sub-metrics results in Deficiency for the On-time Metric**

LSPP Performance Metrics – Reasonable Progress

Measures the ability of a locality to deliver major authorization milestones within a reasonable period of time

- Major Authorization Milestones = Preliminary Engineering, Right of Way, Construction Advertisement, and Construction Award
- “Reasonable” currently defined as a 90-day grace period

➢ **Failing to achieve 70% of active project authorizations results in Deficiency for the Reasonable Progress Metric**

LSPP Performance Metrics – Fiscal Management

Measures the ability of a locality to effectively manage state and federal allocations available for project expenditure

- Comparison of project expenditures to available funding (i.e., allocations) for all the locality's projects
- Total unexpended allocations should be <80% or <$100M of available allocations
- Available allocations do not include locality, supplemental funding to the projects

➢ **Failing to achieve <80% or <$100 million in unexpended allocations results in Deficiency for the Fiscal Management Metric***

***Vetting of metric results with the locality is intended to identify any mitigating circumstances beyond the locality's control**

LSPP Performance Metrics - Criteria

Locality is identified as deficient when –

a) Deficient for all three metrics; or

b) Deficient for two metrics; or

c) Deficient for metric #3 (Fiscal Management over $100M)

- **Localities identified as deficient are required to collaboratively work with VDOT to develop a Project Development Improvement Plan (PDIP)**
- **PDIP is approved by Locality Executive, District Engineer, Local Assistance Division Director, and the Chief of Policy**

PY25 Project Development Improvement Plans (PDIP) – Review

Examples from PY25 PDIPs:

Root Causes:

- Staffing not aligned with Localities' Project Portfolio
- Late execution of agreements
- RW phase not scheduled or inadequate time
- Poor relations with utility companies
- Reimbursements not submitted timely
- Lack of Sufficient Bids/Contractors

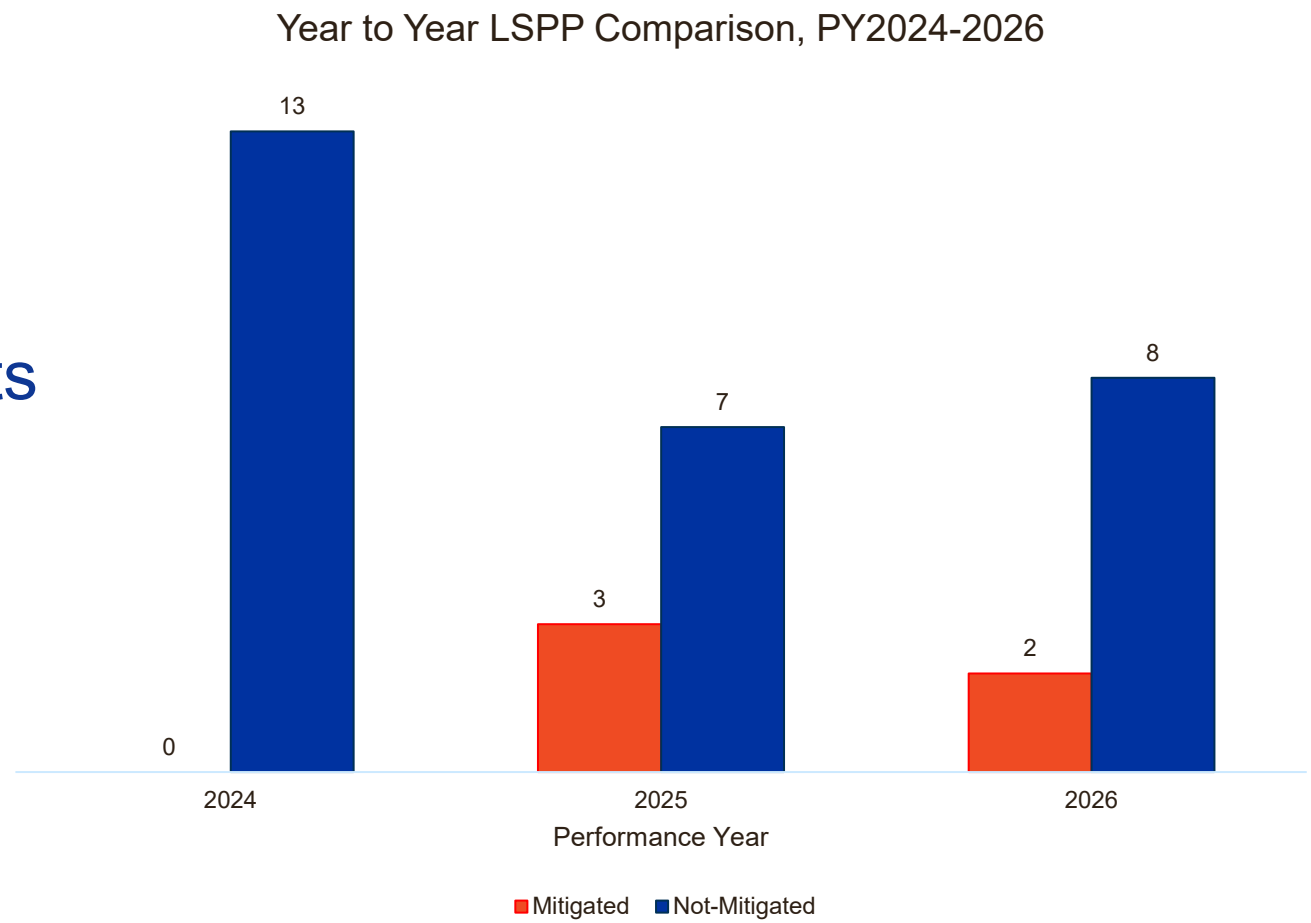


PDIP Strategies Employed by Localities:

- Dedicated **Staffing** for funded project, addition of subject matter experts
- Improving **Processes and Procedures** to increase quality and expedite reimbursements
- Prioritize work on **Carryover** projects
- **Cancel** projects
- Regular & targeted **Communication**

LSPP – Year to Year Comparison

- List of localities has remained similar for the last 2 years
- PDIP strategies are resulting in positive/measured improvements for several localities
- LSPP enhances coordination, communication and partnership



PY25 LSPP to Performance Year 2026 Comparison

PY25 EVALUATION:

- 10 localities enter Locality Sustained Performance Program (LSPP)
- 3 localities provided mitigating factors and considered non-deficient

PY26 EVALUATION

- 2 localities attaining performance goals and will be removed from LSPP for PY26

PY25 to PY26 - LSPP List Comparison

PY25 Evaluation – November 2024				
District	**Locality**	**On-Time**	**Reasonable Progress**	**Fiscal Management**
Bristol	Bristol	⚑	●	⚑
Bristol	~~Wytheville~~	●	⚑	⚑
Culpeper	Charlottesville	⚑	⚑	⚑
Fredericksburg	Stafford County	⚑	⚑	●
Hampton Roads	Virginia Beach	⚑	⚑	⚑
Hampton Roads	~~Williamsburg~~	⚑	●	⚑
Northern Virginia	Alexandria	●	⚑	⚑
Northern Virginia	Falls Church	⚑	⚑	●
Northern Virginia	Loudoun County	⚑	⚑	●
Richmond	~~Richmond~~	●	●	⚑

PY26 Evaluation – November 2025				
District	**Locality**	**On-Time**	**Reasonable Progress**	**Fiscal Management**
Bristol	Bristol	⚑	●	⚑
Culpeper	Charlottesville	⚑	⚑	⚑
Hampton Roads	Virginia Beach	●	⚑	⚑
Hampton Roads	Portsmouth	⚑	⚑	●
Hampton Roads	Williamsburg	⚑	●	⚑
Northern Virginia	Alexandria	⚑	⚑	⚑
Northern Virginia	Falls Church	⚑	⚑	●
Northern Virginia	Loudoun County	⚑	⚑	●
Richmond	~~Richmond~~	●	●	⚑
Richmond	~~Petersburg~~	⚑	⚑	⚑

●	Meeting Performance Target
⚑	Not Meeting Performance Target
~~	Mitigated Locality

LSPP PY26 Locality List

District	Locality	On-Time	Reasonable Progress	Fiscal Management
Bristol	Bristol			
Culpeper	Charlottesville			
Hampton Roads	Virginia Beach			
Hampton Roads	Portsmouth			
Hampton Roads	Williamsburg			
Northern Virginia	Alexandria			
Northern Virginia	Falls Church			
Northern Virginia	Loudoun County			

Underway & Next Steps

- *December 2025* – Notify Localities of LSPP Status
- *January – February 2026* – Districts and Locality Finalize New Project Development Improvement Plans (PDIPs) and updates to existing plans, as appropriate
- *Fall 2026* – Annual Report to CTB


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ECONOMIC DEVELOPMENT ACCESS (EDA) PROGRAM

Amherst County – Dillard Industrial Sites

Terry R. Short Jr., AICP
Local Assistance Division

December 9, 2025

Economic Development Access (EDA) Program

- **Provides funding to design and construct roads that serve new or expanding economic development sites**
  - Localities submit applications for EDA Funding to VDOT, and the Commonwealth Transportation Board (CTB) considers and approves project allocations
- **Projects can be either design-only projects or construction projects**
  - **Design-only projects: Funds are used solely for the design of a new road or improvements to an existing road**
  - **Construction projects: Funds are used for both the design and construction of a new road or improvements to an existing road**
    - Traditional: where an existing qualifying establishment is expanding or a new named qualifying establishment is under firm contract to build
    - Bonded: where no establishment is under firm contract to build or when the identity of the qualifying establishment is held confidential

Fund Source	Design-Only Projects		Construction (Bonded or Unbonded)	
	MEI	Non-MEI	MEI	Non-MEI
State	$500,000	$150,000	$1,000,000	$700,000
State/Local Match	$150,000/$150,000	$50,000/$50,000	$1,000,000/$1,000,000	$150,000/$150,000

Major Employment and Investment (MEI) Summary

- **Economic development sites which have received an MEI designation by the Virginia Economic Development Partnership (VEDP) are eligible for a higher amount of EDA funding**
  - The Dillard Industrial Sites application is eligible for the higher amount of funding
- **An MEI project is defined in the Code of Virginia as being a high-impact regional economic development project in which a private entity is expected to make a capital investment in real and tangible personal property exceeding $250 million and create more than 400 new full-time jobs**
- **The EDA Program provides allocations for design-only projects**
  - **Non-MEI projects: Maximum allocation of $200,000**
    - ($150,000 unmatched, $50,000 matched)
  - **MEI projects: Maximum allocation of $650,000**
    - ($500,000 unmatched, $150,000 matched)

MEI Design Only Project – Amherst County

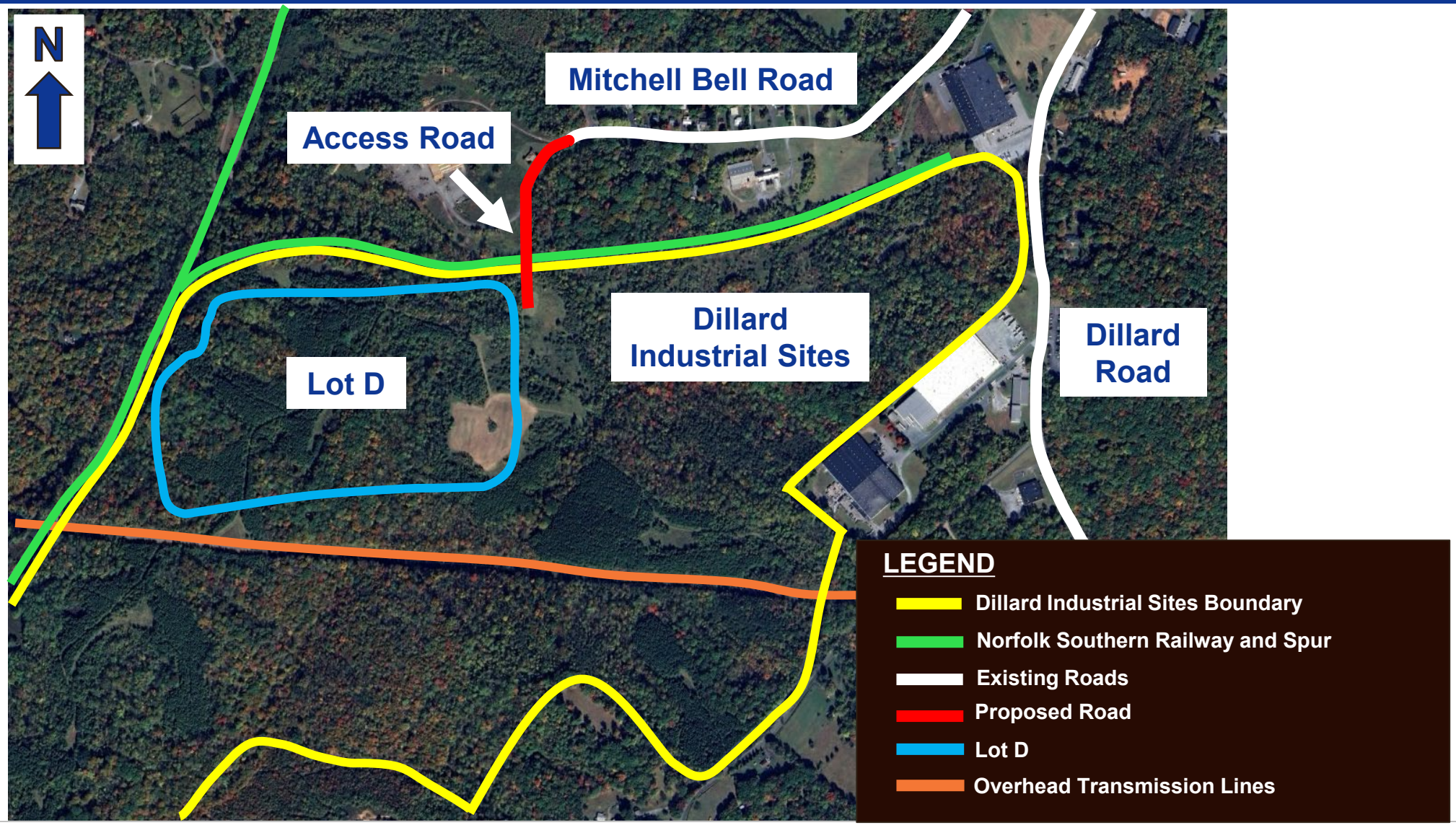


MEI Design Only Project – Amherst County

- **The proposed project will design an extension of Mitchell Bell Road to provide direct access to a 157-acre parcel known as Lot D.**
- **On November 17, 2025, the Virginia Economic Development Partnership (VEDP) designated the Dillard property in Amherst County as an MEI site**

- **Project design details:**
  - **Design a 0.21 mile long, 24-foot-wide extension of Mitchell Bell Road**
  - **Proposed Project Allocation: $649,000 ($798,000 total design cost)**
    - State Funds: $500,000 unmatched and $149,000 matched

MEI Design Only Project – Amherst County



Next Steps

- January 2026 meeting, the CTB will be presented with a Resolution proposing to establish a new EDA project
- If approved by the CTB, VDOT and Amherst County will enter into Standard State-Aid Agreement
- VDOT will administer this project


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SMART SCALE
Typology Change Request

Brooke Jackson, P.E. – SMART SCALE Program Manager

Office of Intermodal Planning and Investment

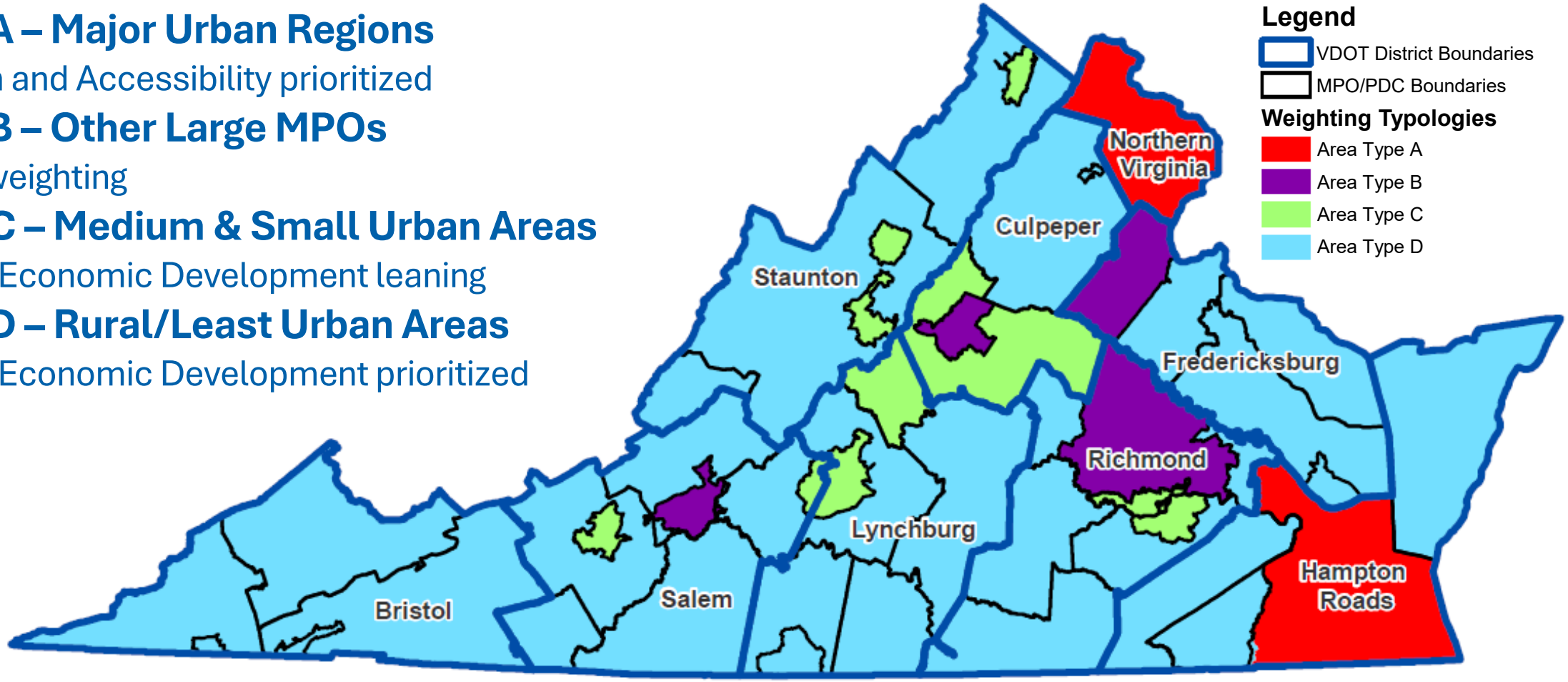
December 2025

Typology Background

- **Code of Virginia, § 33.2-214.1, requires the SMART SCALE prioritization process to consider different factor weightings by location (at a minimum, the district-level)**
- **Acknowledges the different needs and geography across the Commonwealth**
- **Several typology options were considered by the CTB, including:**
  - District-based weighting of factors (9 different area types)
  - Urban and rural weighting of factors (18 different area types)
  - PDC and MPO-based weighting of factors (35 different area types)
- **Staff recommended 4-6 typologies based on analysis of relevant factors across the Commonwealth, including population growth, density, safety, economic performance, and pollution**
  - Ultimately, four area types were adopted, and MPOs and PDCs collaborated on which of the four they would like to apply within their boundaries

Current Typology

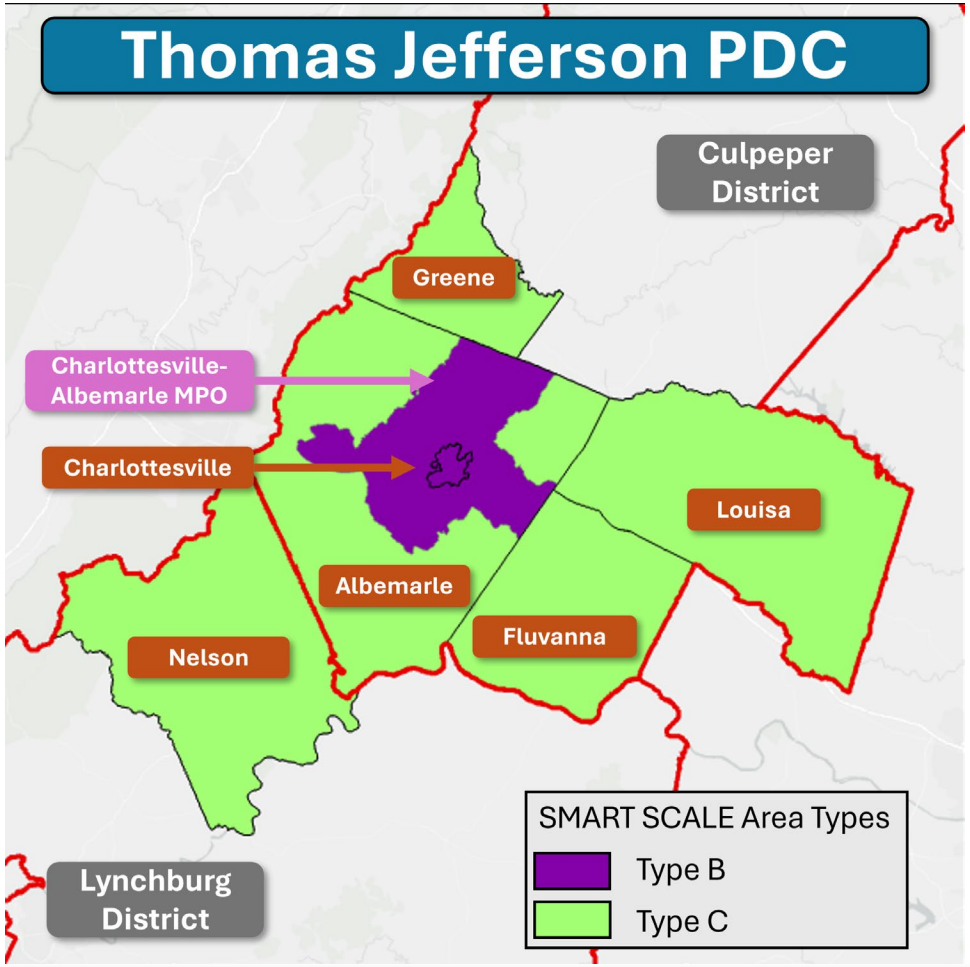
- **Area Type A – Major Urban Regions**
  Congestion and Accessibility prioritized
- **Area Type B – Other Large MPOs**
  Balanced weighting
- **Area Type C – Medium & Small Urban Areas**
  Safety and Economic Development leaning
- **Area Type D – Rural/Least Urban Areas**
  Safety and Economic Development prioritized

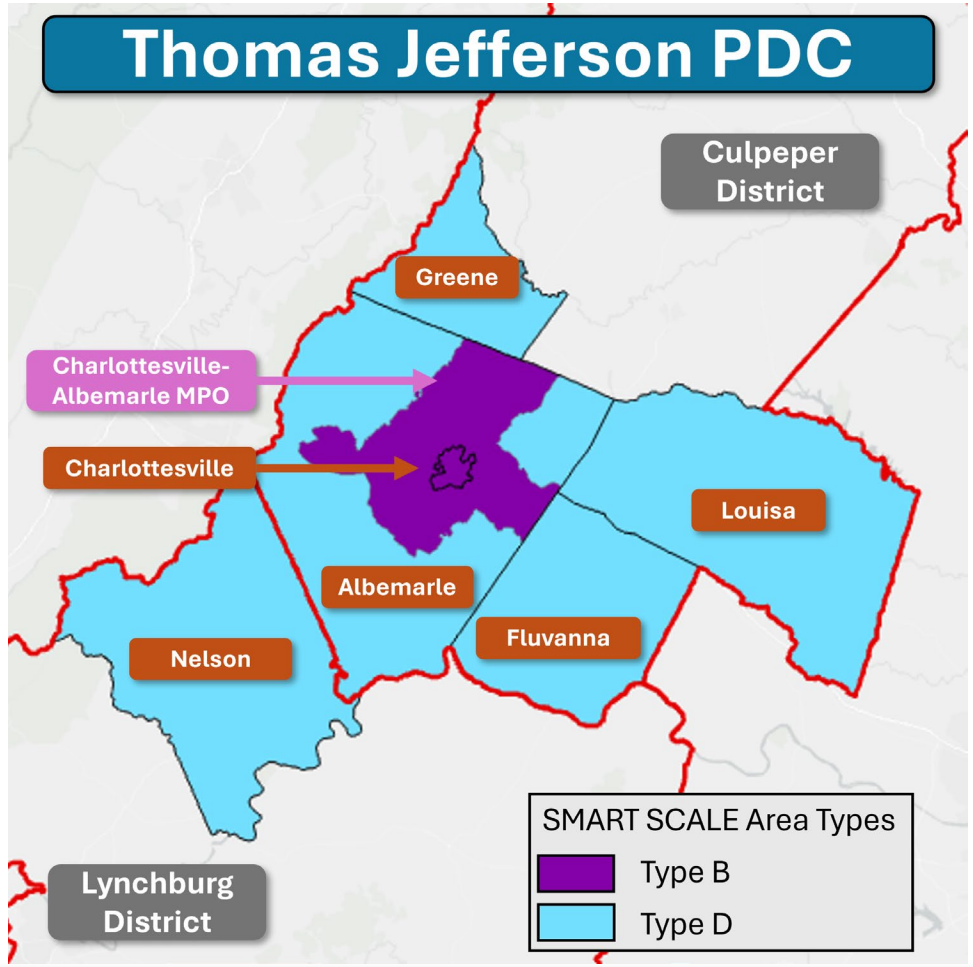


Typology Change Request

- **Process to Change Typology**
  1. Applicant Initiated
  2. OIPI receives a formal request to change the Area Type.
     - Resolution of Support from the MPO or PDC is required
  3. Request is presented to and acted on by the CTB
- **Historically, there have been three adopted changes**
  1. HRTPO - maintained Southampton County and City of Franklin as Area Type D, even as HRTPO Area Type A boundaries were expanded into the rural localities
  2. Fredericksburg Area MPO (FAMPO) from Area Type A to B
  3. New River Valley PDC from Area Type C to D
- **Thomas Jefferson PDC has requested a change from Area Type C to Area Type D**
  - Requesting Alignment - Currently, TJPDC is the only rural PDC (defined as outside of an MPO) that is designated Area Type C. All others are currently Area Type D.

Typology Change Request – Impacted Localities





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Thank you.

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Virginia Department of Motor Vehicles

Virginia Department of Aviation

DRPT
Virginia Department of Rail and Public Transportation

Office of INTERMODAL Planning and Investment

MVDB
Motor Vehicle Dealer Board
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VIRGINIA SPACE

MERIT Program Review:

Summary of Findings and Recommendations

December 9, 2025

DRPT
VIRGINIA DEPARTMENT OF RAIL AND PUBLIC TRANSPORTATION

Agenda

MERIT - Making Efficient and Responsible Investments in Transit

- MERIT Program Review Rationale, Timeline, and Progress to Date
- MERIT Operating Assistance: Summary of Findings and Recommendations
- MERIT Capital Assistance: Summary of Findings and Recommendations
- Public Comments and TSDAC Resolution
- DRPT Recommendation

MERIT Program Review Rationale, Timeline, and Progress to Date

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Legislative Requirements of Program Review

Use of the Commonwealth Mass Transit Fund (§ 33.2-1526.1)

- 24.5% of the funds shall be allocated to support operating costs of transit providers and shall be distributed by the Board on the basis of service delivery factors, based on effectiveness and efficiency as established by the Board. Such measures and their relative weight shall be evaluated *every three years* and shall be finalized 6 months prior to the fiscal year of implementation.

Statewide Prioritization for the Commonwealth Mass Transit Fund (§ 33.2-214.4)

- DRPT, in conjunction with TSDAC, shall develop a process for the distribution of the funds allocated pursuant to subdivision D 1 of §33.2-1526.1 and the incorporation by transit systems of the service delivery factors set forth therein into their transit development plans.
- Before redefining any component of the service delivery factors, the Board shall consult with the Director of DRPT, TSDAC, and interested stakeholders, and shall provide for a 45-day public comment period. https://law.lis.virginia.gov/vacode/33.2-1526.1/

Policy Considerations for MERIT Operating and Capital

- Stronger, more meaningful emphasis on performance-based metrics
- Standardized verification of effective agency asset utilization and need
- Additional incentives to promote operational efficiency, route optimization/innovation, and good grants management practices
- Develop metrics to evaluate the return on investment
- Incorporation of nation-wide best practices where appropriate

Goals:

1. Strive to remain best in class in our review/scoring/award of grant funds.
2. Deliver the most value and best outcomes for our customers as efficiently as possible.

CTB-TSDAC-DRPT Roles and Responsibilities

Roles and responsibilities of CTB, TSDAC, and DRPT must be consistent with § 33.2-214.4

CTB	TSDAC	DRPT
• Sets priorities and adopts policies for implementation of the MERIT Operating formula and MERIT Capital prioritization process consistent with state code	• Works with DRPT and stakeholders to develop formula concepts and makes recommendations for MERIT Operating Assistance policy improvement	• Develops technical guidance and definitions for implementation of the MERIT Operating formula

Timeline and Progress To-Date

Steps Completed To-Date:

- **March 2025:**
  - CTB Rail and Transit Subcommittee: Process Kickoff
- **April 2025:**
  - TSDAC: MERIT Operating & Capital Review Discussion
- **May 2025:**
  - TSDAC: Update on MERIT Operating & Capital Review
- **July 2025:**
  - CTB: Briefing on proposed ideas for MERIT Operating & Capital Changes
  - TSDAC: Briefing on proposed ideas for MERIT Operating & Capital Changes, Discussion, and Feedback
- **August 2025:**
  - TSDAC: Briefing on refined MERIT Operating & Capital Changes
- **September 2025:**
  - One-on-One meetings with TSDAC Members, Transit Service Providers, and other Stakeholders
- **October 2025:**
  - TSDAC: Review of feedback from stakeholders, proposed refinements, discussion, and feedback
  - October 6, 2025: Release for 45-day Public Comment
- **November 2025:**
  - November 20, 2025: End of 45-day Public Comment
  - TSDAC: Review Public Comment and provide final review and feedback on proposed changes

Next Steps:

- **December 2025:**
  - CTB presentation
- **TBD:**
  - Further deliberations by TSDAC
  - CTB review and approval by June 30, 2026

Evaluation of MERIT Operating Assistance: Summary of Findings and Recommendations

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Current Operating Assistance Formula Challenges

- Current formula is **input-heavy** (50% operating cost) and not fully aligned with performance goals
- Trend-based adjustments are **complex** with multiple metrics moving independently, neutralizing each other
- Performance impact is **diluted** after multiple redistributions
- Multi-factor trend adjustments make allocations **unpredictable and highly variable** year-to-year
- Program structure **lacks transparency** and **does not consistently reward efficiency**.

Proposed Operating Assistance Formula Adjustments / Improvements

- Rebalance the sizing metrics:
  - 35% Operating Cost (proxy for service type + cost of living + service-area size)
  - 35% Ridership
  - 15% Vehicle Revenue Hours
  - 15% Vehicle Revenue Miles
- Establish a **dedicated Performance Set-Aside** using single-year absolute performance ratios:
  - 50% Passengers per Cost
  - 25% Passengers per Vehicle Revenue Hour
  - 25% Passengers per Vehicle Revenue Mile
- Eliminate trend-based calculations to create a **simpler, more transparent** method.
- Limit redistribution cycles so that performance is **not diminished** after agencies hit the 30% cap.

Benefits of Proposed New Operating Assistance Formula

- More **outcome focused** than current formula
- **Directly performance-based** and aligned with CTB policy goals with set-aside replacing trend-based adjustment of sizing
- **Improves predictability** by simplifying, reducing # metrics and increasing transparency
- Rewards agencies that **carry more riders per dollar** and operate efficiently.
- Provides a stable framework for future enhancements once PMT and mode-level data tools are improved.

Alternative Operating Assistance Allocation Approaches for Future Consideration

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Future Considerations for MERIT Operating Assistance Formula

DRPT to study collecting additional data to better capture nuances between service patterns of Virginia agencies:

- Tiered Allocations by Mode (motor bus, paratransit, commuter bus, etc.)
- Tiered Allocations by Transit Agency Type (Large Urban, Small Urban/Rural)
- Passenger Miles Traveled (PMT)
- Locally Derived Income (LDI)
- Cost of Living

Evaluation of MERIT Capital Assistance: Summary of Findings and Recommendations

DRPT
VIRGINIA DEPARTMENT OF RAIL AND PUBLIC TRANSPORTATION

Current Capital Assistance Formula Challenges

- Some projects don't fit neatly into existing categories/scoring methodologies
- Vehicle expansion projects can have different match ratios and scoring methodologies based on number of vehicles requested
- Some incentive scoring categories are not achieving intended results

Proposed Capital Assistance Formula Adjustments / Improvements

- Update project categorization
  - Add new subcategories for State of Good Repair projects
  - Add new subcategories for Major projects (projects with cost >$3 million)
- Redefine vehicle expansion projects under one methodology
- Revise incentive point categories
  - Eliminate underutilized incentive categories and those that don't align with changing federal priorities
  - Add incentive categories for good grants management

Benefits of Proposed New Capital Assistance Formula

- Better aligns scoring methodology with type of project
- Formalizes existing DRPT processes
- Simplifies methodology for vehicle expansion projects
- Incentivizes agencies to progress grant funded projects

Public Comments and TSDAC Recommendation

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Summary of Public Comments

- **Support for Potential Operating/Capital Changes**
  - Bay Transit: Fits rural door-to-door service model
  - Four County Transit: Aligns with cost-control priorities
  - Virginia Municipal League: Appropriate, meet statutory requirements and overdue on the capital side
- **Requests for Clarification & Data**
  - Virginia Transit Association, Williamsburg Area Transit Authority & Loudoun County
- **Concerns About Process & Timing**
  - Virginia Municipal League, Coalition for Smarter Growth, DASH, Arlington County: Urged more time for review and stakeholder engagement.
  - Virginia Transit Association, Community Transportation Association of Virginia: Requested additional time and called for greater transparency regarding process and outcomes.
  - Fairfax County: Unclear policy goals; suggested more discussion.
- **Funding Impact**
  - Virginia Association of Counties: Concern about revenue losses without increased funding.
- **Strong Opposition**
  - OmniRide: Requested inclusion of operators from concept development, unclear/flawed goals.

TSDAC Resolution and Context

Resolution:

"The Transit Service Delivery Advisory Committee, in order to provide a full evaluation of proposed adjustments in the MERIT operating and capital programs, requests that the Commonwealth Transportation Board delay consideration of any changes to the MERIT program until no later than June 30, 2026 so that TSDAC has the opportunity to review and comment on any proposed revisions."

Additionally, TSDAC:

- Commended DRPT leadership, staff and consultants on the analysis and outreach
- Desires to review and make recommendations on operating and capital program changes as a package

DRPT Recommendation

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Timeframe for CTB Action

- In light of the TSDAC's resolution seeking a delay, and considering the 10 months of work invested by DRPT staff, consultants, and stakeholders, DRPT recommends that the CTB resolve to take future action on the MERIT operating and capital assistance formula changes, **no later than the June 2026 Action Meeting**.
- This timeline requires DRPT to propose a formal recommendation for MERIT operating and capital assistance formula changes no later than the **May 2026 CTB Workshop Meeting**.
- This delay will allow additional time for evaluation while also ensuring the CTB is presented with an action item prior to the end of the fiscal year.

DRPT Recommendation to CTB

DRPT's formal recommendation to the CTB in May 2026 should:

1. Apply more outcome-focused and less input-focused metrics than the current formula
2. More directly address performance-basis
3. Incentivize cost-efficiency and reward agencies that carry more riders per dollar; and
4. Provide a stable framework for future enhancements once PMT and mode-level data tools are improved.

Questions?

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Governor Directed TPOF Funding

John Lawson
Deputy Secretary of Transportation

December 9, 2025

Background

- Pursuant to Chapters 546 and 547 of the 2023 Acts of Assembly, assistance from the TPOF may be provided in the form of a grant or a loan to an applicant or a direct allocation by the Governor.
- The Governor may direct TPOF funds to the CTB for transportation projects determined to be necessary to support major economic development initiatives or to enhance the economic development opportunities of the Commonwealth's transportation programs, if recommended by the Secretary of Transportation and the Secretary of Commerce and Trade

Projects

- **Boulders Road Extension, Albemarle County**
  - Rivanna Futures
  - $20 million

- **West Area Arterial Collector, Chesterfield County**
  - Upper Magnolia
  - $35 million

Next Steps

- Conduct public meetings
- Submit the West Area Arterial Collector project to MEI Commission for consideration
- CTB action in January

Boulders Road Extension Project

Albemarle County, VA

December 2025

Jeff Richardson, County Executive

Trevor Henry, Deputy County Executive

Project Details

Roadway Improvements

- New roadway distance of 2,300 linear feet
- Roundabout to provide efficient access to several parcels, near Boulders Court
- Crossing of unnamed intermittent tributary
- Quadruple box culvert crossing at Herring Branch
- Intersection improvements at Austin Dr, including dedicated right-hand and left-hand turn lanes

Cost

Estimate: $42 million

- TPOF: $20.0M
- AstraZeneca: $12.0M
- Albemarle local: $10.0M

Administration approach

Locally-administered project using Design-Build procurement, with collaborative support from the Culpeper District


EX. STREAM
EX. STREAM
EX. STREAM

Current Land Use & Economic Development Activity

Rivanna Station

- Military intelligence sub-installation on 76 acres
- 3,000 employees, primarily civilian
- Opened in 2001, expanded in 2010
- Anchor to $1.2 billion regional national security/intelligence sector (#2 sector in region)

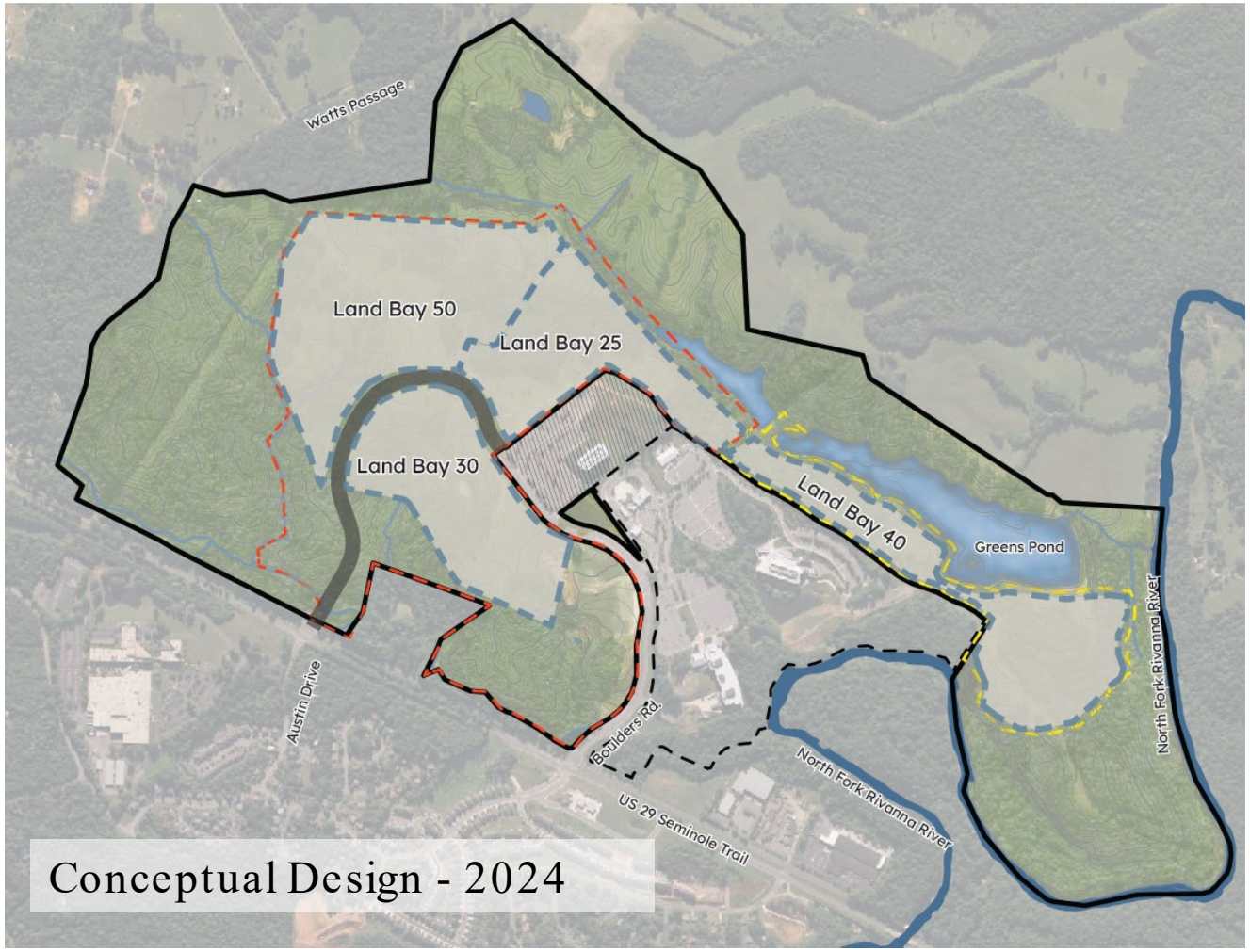
Boulders One

- Approximately 400 employees on 5.5 acres
- Privately owned office building


Boulders 1
Rivanna Station
Seminole Trail
Boulders Rd
Boulders Ct
Whitney Ct
Heather Ct
Silk Wood Ct
Elm Tree Ct
Fanning Branch
North Fork Rivanna River
City Electric Supply
Charlottesville
29

Rivanna Futures

- 463 acres purchased by Albemarle in 2023
- 172 acres in Development Area, Zoned Light Industrial/ Office
- Goal: protect Rivanna Station, grow innovation campus



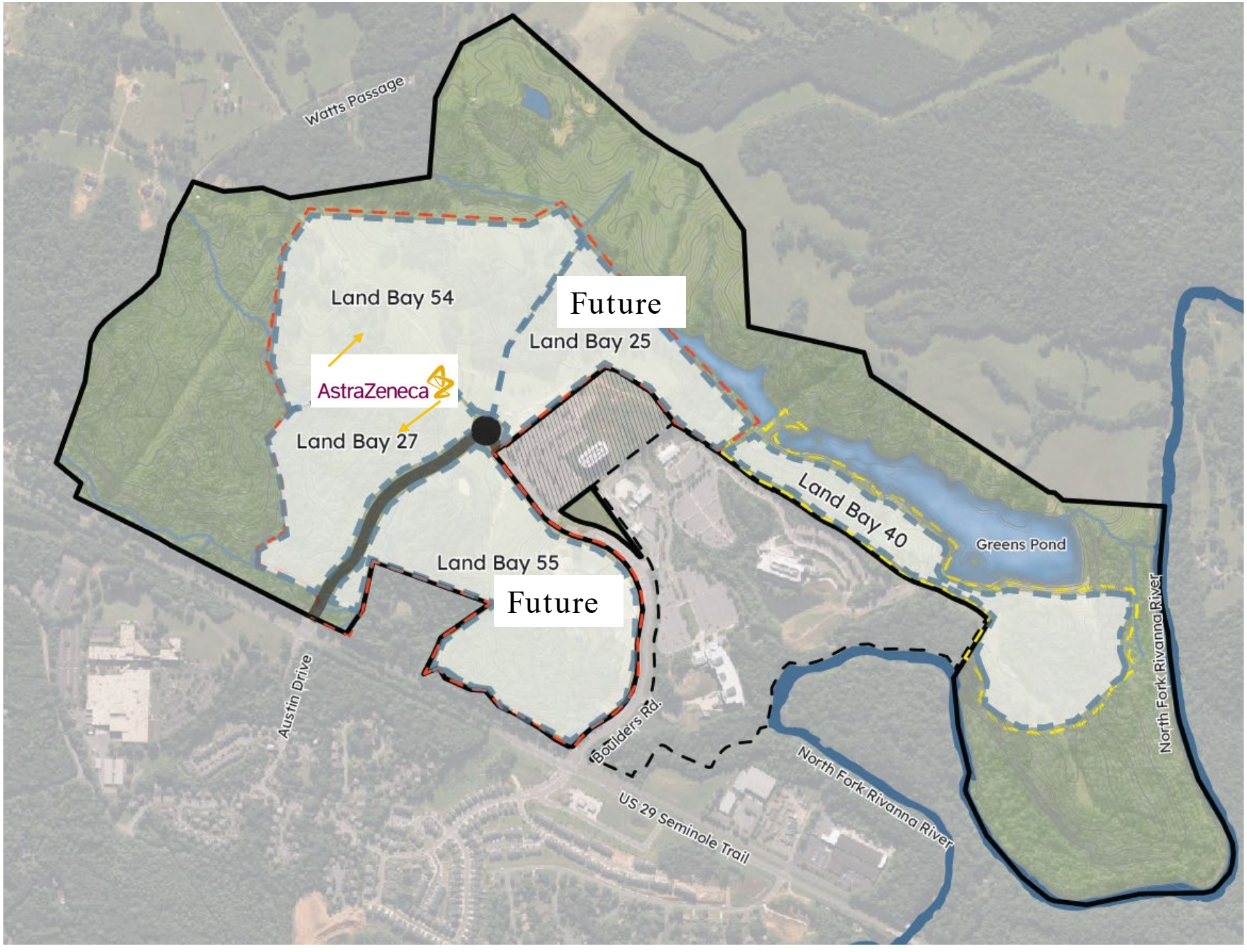
Future Land Use & Economic Development Activity

AstraZeneca

- 82 acres
- $4.5 B manufacturing campus
  - Facility 1 opens ~2028/29
  - Facility 2 opens ~2029/30
- 600 direct jobs

Future

- 80 acres of developable Light Industrial / Office
  - Across 2 sites, 25 acres and 55 acres


Watts Passage
Land Bay 54
Future
Land Bay 25
AstraZeneca
Land Bay 27
Land Bay 40
Greens Pond
Land Bay 55
Future
Austin Drive
Boulders Rd.
US 29 Seminole Trail
North Fork Rivanna River
North Fork Rivanna River

Summary Land Use & Economic Development Activity

Tenant	Acreage	Jobs
Rivanna Station	76	3,000
Boulders One	6	~500
AstraZeneca	82	600
Future Available	80	TBD *Estimated 1,050-1,660 direct jobs*

Rationale

- Boulders Road is the only access serving the 3,500 existing employees serving Rivanna Station's mission.
  - Military intelligence installation/operational security concern
- AstraZeneca
  - 600 additional employees, 24/7 operations
  - ~10 truck trips per week
  - Redundant access required to ensure uninterrupted flow of staff and materials
- Future development
  - 80 undeveloped acres zoned Light Industrial


AstraZeneca
AstraZeneca


COUNTY OF ALBEMARLE
FOUNDED AD 1744
VIRGINIA



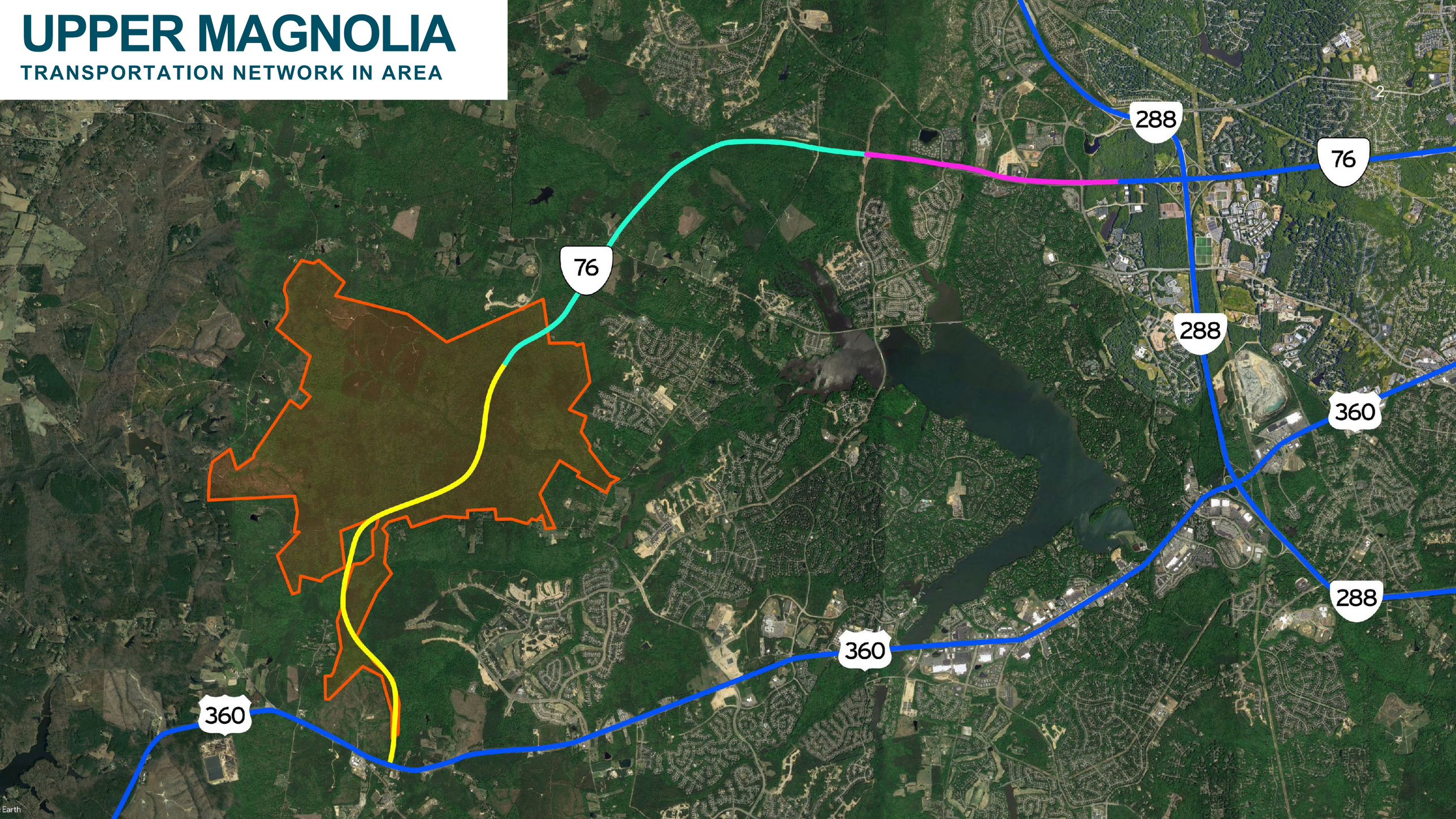
CHESTERFIELD COUNTY

UPPER MAGNOLIA

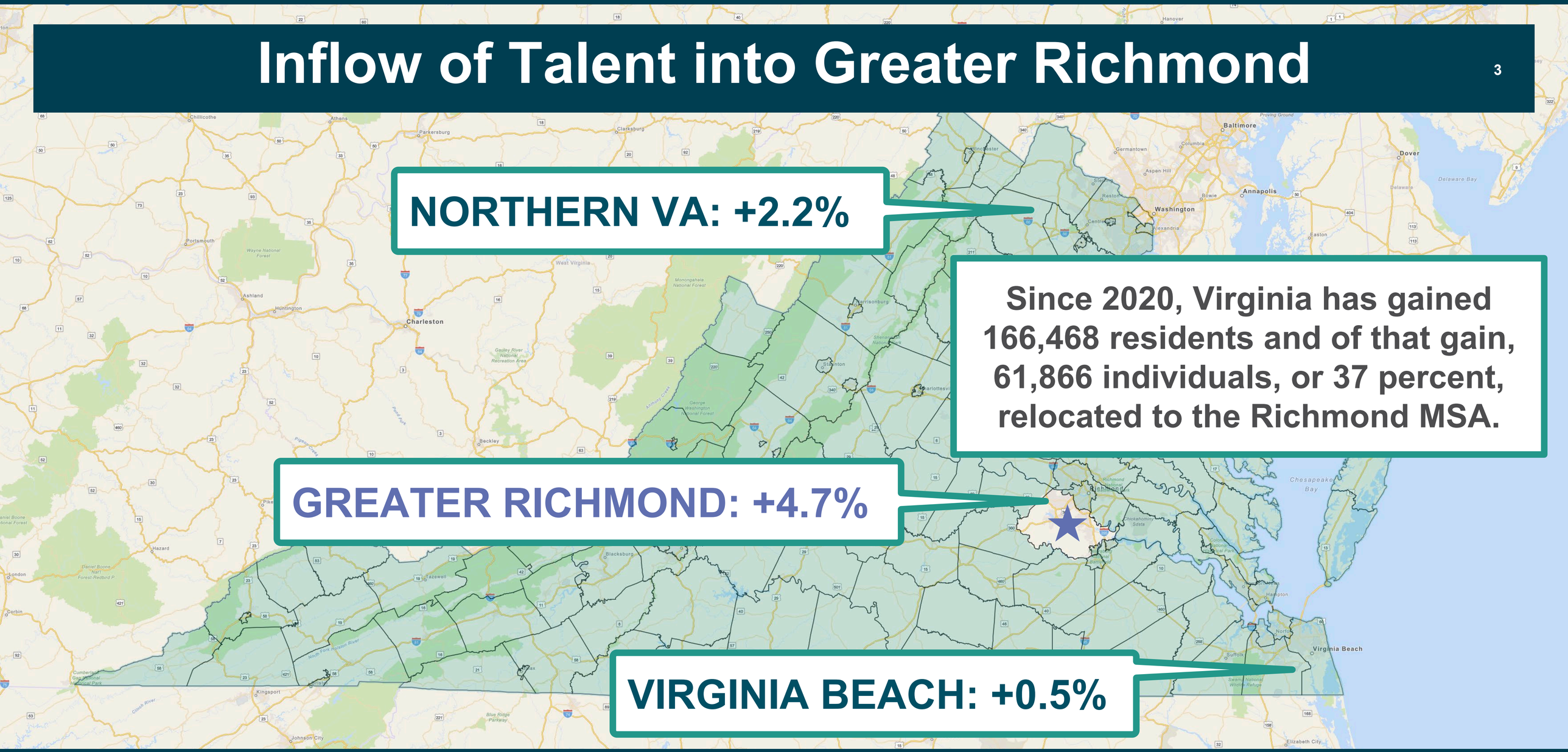
DECEMBER 09, 2025

UPPER MAGNOLIA

TRANSPORTATION NETWORK IN AREA



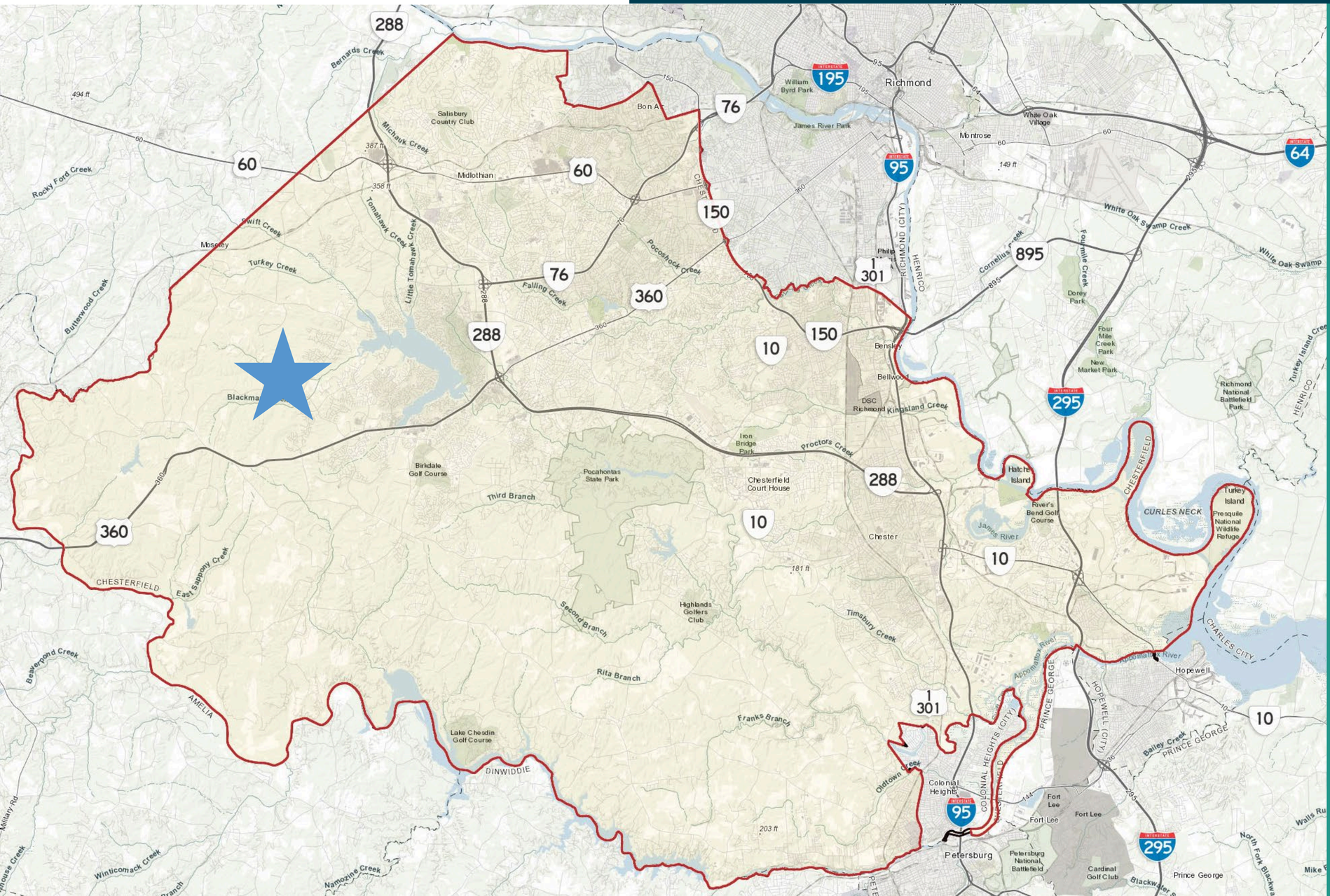
Inflow of Talent into Greater Richmond



MSA Population Percent Change from 2020 to 2024

UPPER MAGNOLIA

Strong Local Population Growth



394,825 On July 1, 2024

+ 30,277 From April 1, 2020

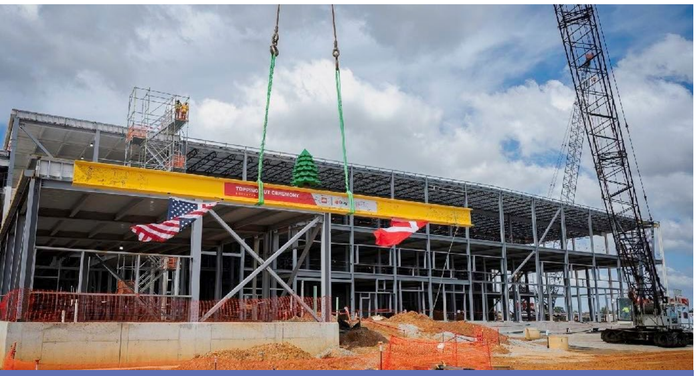
49% of All Growth in MSA

Chesterfield County registered the largest nominal increase among 133 jurisdictions throughout Virginia.

Source: Weldon Cooper Center for Public Service

CHESTERFIELD, VA

New Investment & Jobs — 2020 to 2025



The LEGO Group



Plenty Unlimited, Inc.



Chirisa Technology Parks



Commonwealth Fusion Systems



Dover Food Group



Google

New Announced Investment:

$11.342 Billion

Announced Facilities:

52 projects

Announced New Jobs:

6,583

Announced Square Footage:

7,853,892

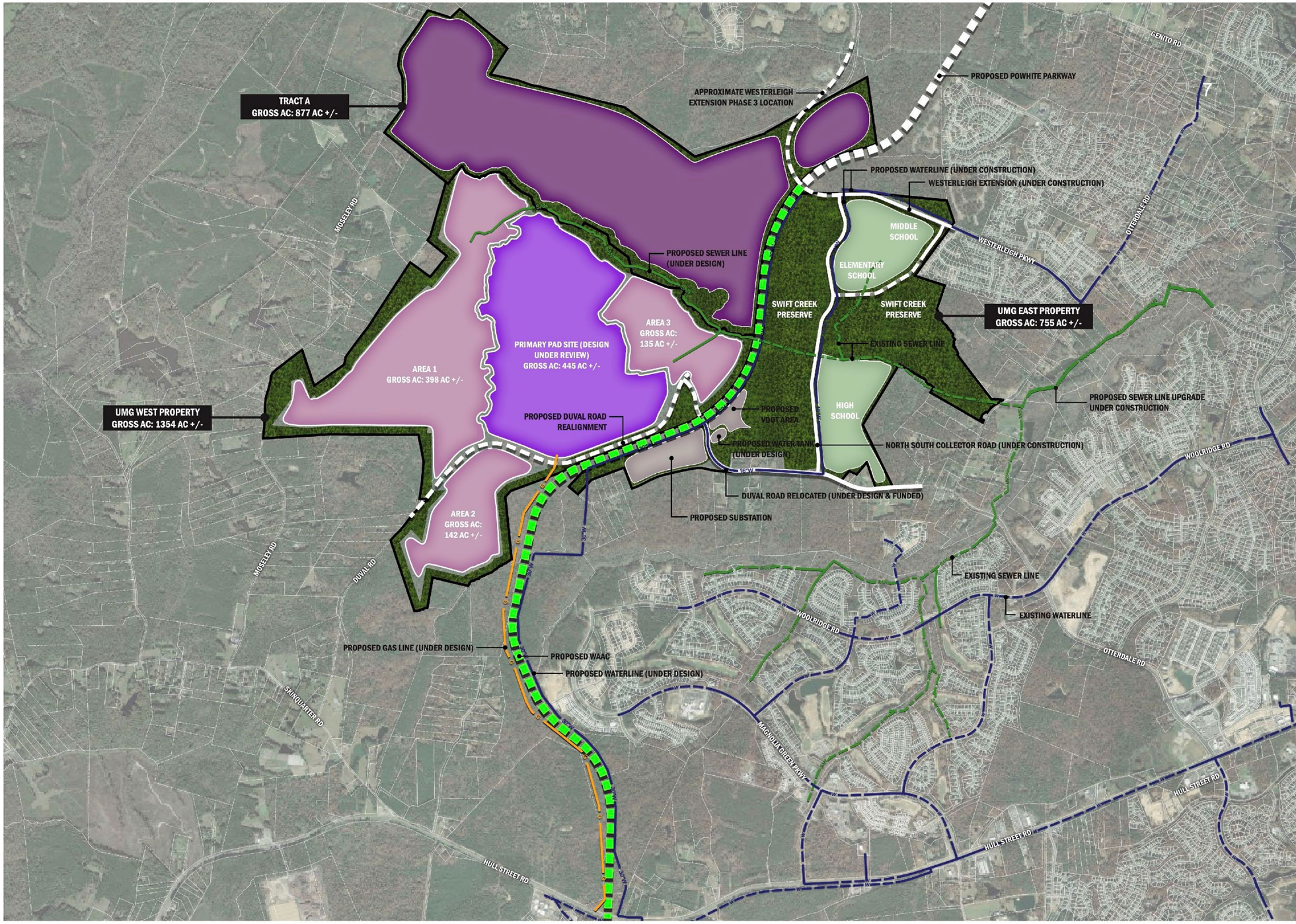
SUMMARY

- Chesterfield County has a shortfall of $35 million for the construction of the two lane West Area Arterial Collector (WAAC) within the ultimate four lane limited access highway right of way for future Powhite Parkway. This road serves as a critical access point to one of the state's premier economic development sites.
- Chesterfield County has invested $471.3M in local funds to construct road improvements necessary to support growth in the Upper Mag area.
- Powhite Parkway Extension - Phase 1 ($200M) - Fully funded.
- Powhite Parkway Extension - Phase 2 ($500M) - NEPA review underway - 80% of right-of-way dedicated or committed.

UPPER MAGNOLIA OVERVIEW

WAAC Total Cost Estimate:

- **$101.5M (2025)**
  - **$10.5M VBRSP commitment**
  - **$56M Local commitment**
  - **$35M shortfall**



SPEED TO MARKET

WAAC (Hull Street to Westerleigh) – being worked on by Chesterfield County Economic Development Authority

- Project actively being designed as two-lane facility only. (West Area Arterial Collector - WAAC)
- Wetland impacts permits approved and in hand.
- Early Works package under review with construction to begin immediately. When approved, it will allow for clearing, grubbing, and grading to commence pending funding identification.
- With funding, full construction can begin in Q2 ’26 with completion Q3 ’28.
- Without funding, Upper Magnolia Green cannot be delivered to a prospect within three years.

COMMONWEALTH of VIRGINIA
Office of the
SECRETARY of TRANSPORTATION

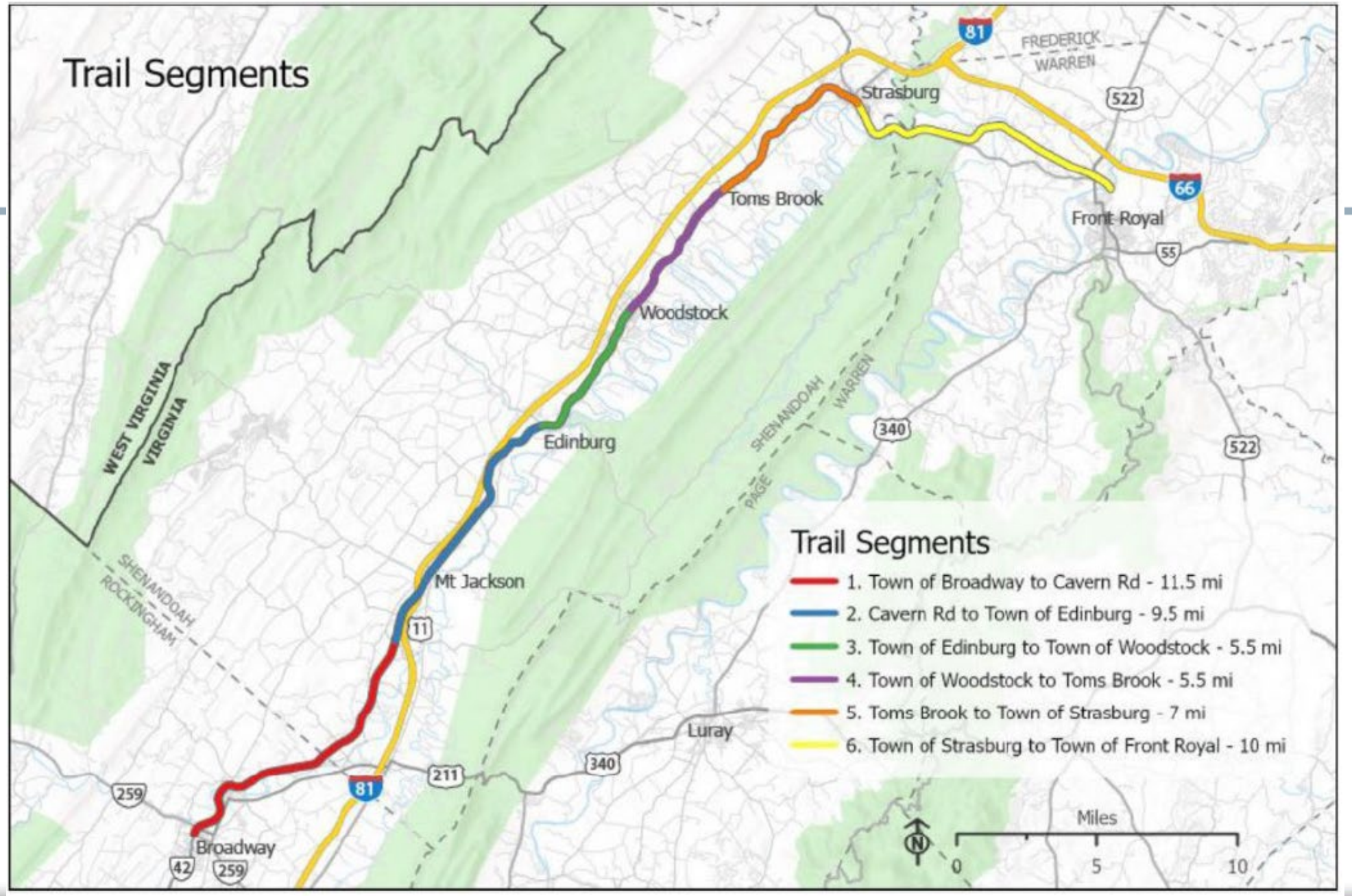
Shenandoah Valley Rail Trail Update

John Lawson
Deputy Secretary of Transportation

December 9, 2025

Background

- There is interest in developing a trail on the Norfolk Southern (NS)-owned rail corridor that traverses the Shenandoah Valley between the Town of Broadway in Rockingham County, and the Town of Front Royal in Warren County
- The General Assembly requested a feasibility study on a rails-to-trails conversion of the corridor through a joint study effort by the Department of Conservation and Recreation (DCR) and VDOT
  - The report from that effort was published in 2021 under the title, 'Feasibility Study for a Linear Park in the Shenandoah Valley'
  - Public survey and outreach found widespread support for the project


Trail Segments
Strasburg
Toms Brook
Woodstock
Edinburg
Mt Jackson
Broadway
Luray
Front Royal
FREDERICK
WARREN
SHENANDOAH
ROCKINGHAM
PAGE
WEST VIRGINIA
VIRGINIA
81
66
522
340
55
11
211
259
42
Trail Segments
1. Town of Broadway to Cavern Rd - 11.5 mi
2. Cavern Rd to Town of Edinburg - 9.5 mi
3. Town of Edinburg to Town of Woodstock - 5.5 mi
4. Town of Woodstock to Toms Brook - 5.5 mi
5. Toms Brook to Town of Strasburg - 7 mi
6. Town of Strasburg to Town of Front Royal - 10 mi
N
Miles
0
5
10

Background

- In 2023, the General Assembly provided funding for the development of trails
  - Stipulated that up to $35.0 million shall be allocated to the Shenandoah Valley Rail Trail (SVRT) for the purposes of land acquisition, initial planning, and site development and stated that the related efforts shall not preclude options that would maintain rail transportation in the corridor
- To address the budget language, VDOT assessed the constraints, considerations, and costs for constructing a trail alongside the subject rail line as an alternative to the previously studied rail-to-trail option

Trail with Rail Assessment

- **The assessment was completed in three phases:**
  - **Phase 1: Alternatives Analysis (March 2025)**
    Evaluated and identified typical sections that could accommodate a rail-with-trail alternative
  - **Phase 2: Corridor Assessment (September 2025)**
    Conducted field evaluations of track and structure conditions & perform public outreach campaign
  - **Phase 3: Assessment Findings (November 2025)**
    Developed cost estimates and documentation of assessment outcomes

Our Recommendations

- The trail concept should advance, together with preservation of the railroad corridor for potential future rail service
  - The corridor currently does not have rail service and the rail infrastructure would need extensive upgrades to reintroduce service
- With future rail service considerations, transfer the project to the Virginia Passenger Rail Authority (VPRA)
- VPRA would partner with the Shenandoah Valley Battlefield Foundation (SVBF) to execute development
- This approach is consistent with the 2021 feasibility study which identified involvement by a state agency or a regionally-sponsored nonprofit as potential methods of owning and maintaining the rail corridor

The Parties

- VPRA is responsible for promoting, sustaining, and expanding the availability of passenger and commuter rail service in the Commonwealth
  - Excursion trains and/or other passenger train service may be options in the future if the rail features are retained
  - Has experience working with railroad owners and operators

The Parties

- **The Shenandoah Valley Battlefield Foundation ("SVBF") is uniquely suited to be the managing partner for the Shenandoah Valley Rail Corridor**
  - **The Shenandoah Valley Battlefields National Historic District was established by Congress under The Shenandoah Valley Battlefields National Historic District (District) Act in 1996**
  - **The Shenandoah Valley Battlefield Foundation was formed to serve the role as the lead managing partner of the District**
  - **SVBF is charged to investigate the establishment of a Shenandoah Valley Battlefields National Historic District Walking Trail**
  - **Governor or his representative serves on the Board**

The Process

- Shenandoah Valley Battlefield Foundation (SVBF) would be the purchaser of the corridor
  - SVBF would have the right to restore rail infrastructure, introduce excursion passenger rail service and explore freight rail
- VPRA would have the right to introduce commuter or intercity passenger rail service in the distant future
- VPRA would serve as the state party to facilitate acquisition of the corridor by SVBF from NS and supply grant funding to SVBF for the development of the trail
  - VPRA and SVBF agree in concept

Commonwealth's Transactional Goals

- Facilitate SVBF's acquisition from NS of the 48-mile Shenandoah RR corridor between Front Royal and Broadway
- Supply residual grant funding to SVBF for trail design and construction
- Cap maximum financial contribution at $35M (the amount of funding appropriated by the General Assembly)
- Avoid taking on liabilities / responsibilities that would come with direct Commonwealth ownership
- Preserve corridor (land) for future RR use by easement granting the exclusive right (but not duty) to introduce intercity and/or commuter rail service in the future
- Reasonably preserve usable railroad assets from avoidable deterioration
- Have an option to acquire (at no or nominal cost) the purchased RR corridor if SVBF does not fulfill its duty to design and construct the recreational trail timely

Commonwealth's Duties and Rights

Commonwealth duties

- Supply $23M for corridor acquisition
- Supply residual grant funding (by reimbursements) to SVBF for trail development (with no additional financial commitment once grant funding is fully consumed)

Commonwealth rights

- Review and approve trail design plans
- Rehab rail and introduce commuter and/or intercity passenger rail
- Must consent before any abandonment proceedings started
- Acquire corridor (at no or nominal cost) upon SVBF default

SVBF's Duties and Rights

SVBF Duties

- Enter purchase/sale agreement with NS
- Satisfy STB approvals
- Design / construct a recreational trail
- Submit annual progress report to SOT
- Maintain railroad assets generally in equal or better condition compared to current
- Refrain from abandonment proceedings unless VPRA approves

SVBF Rights

- Rehab rail and introduce excursion service
- Explore opportunity and feasibility of freight rail

Next Steps

- **VPRA board meets on 12/16/2025**
  - Request VPRA board to authorize DJ Stadler to revise the VPRA budget to accept the funds from the CTB and provide funding for the SVRT effort

- **Request CTB action in January 2026**
  - Transfer of unspent funds to VPRA
  - CTB approval of MOA with VPRA concerning the use of the funds

Director's Report

December 2025

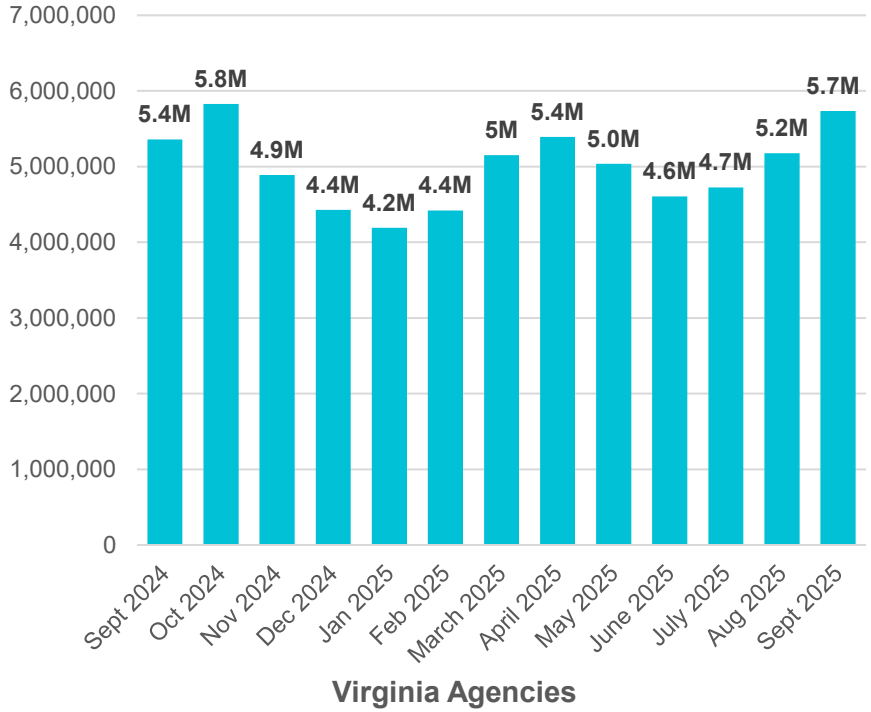
DRPT

VIRGINIA DEPARTMENT OF RAIL AND PUBLIC TRANSPORTATION

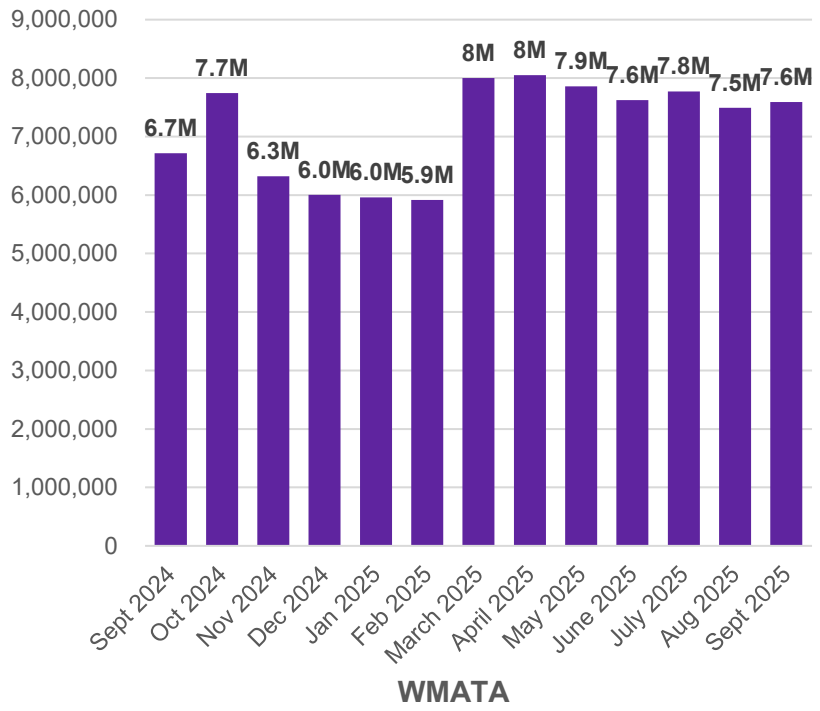


Statewide Transit Ridership

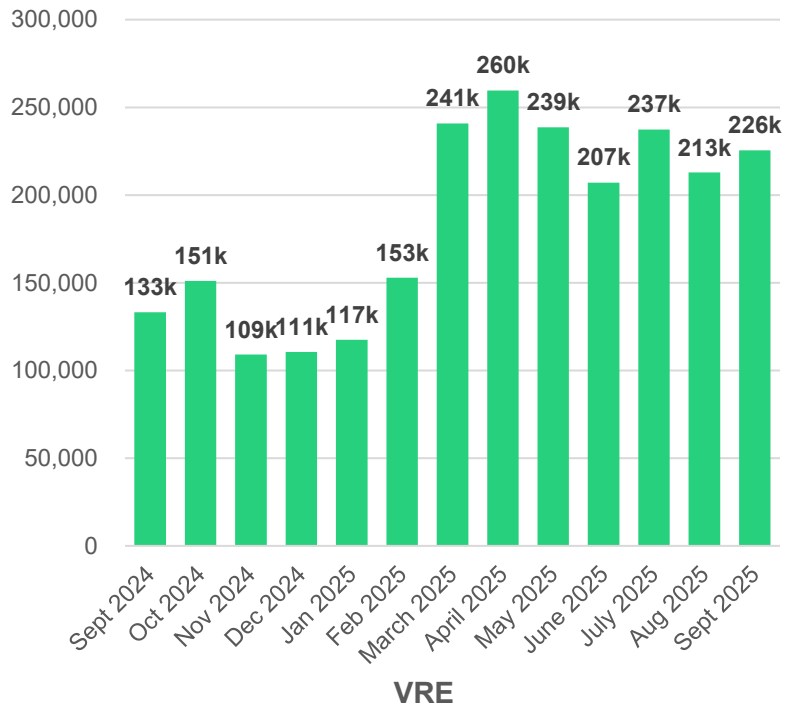
Statewide Transit Ridership – September 2024 to September 2025



Virginia Agencies



WMATA

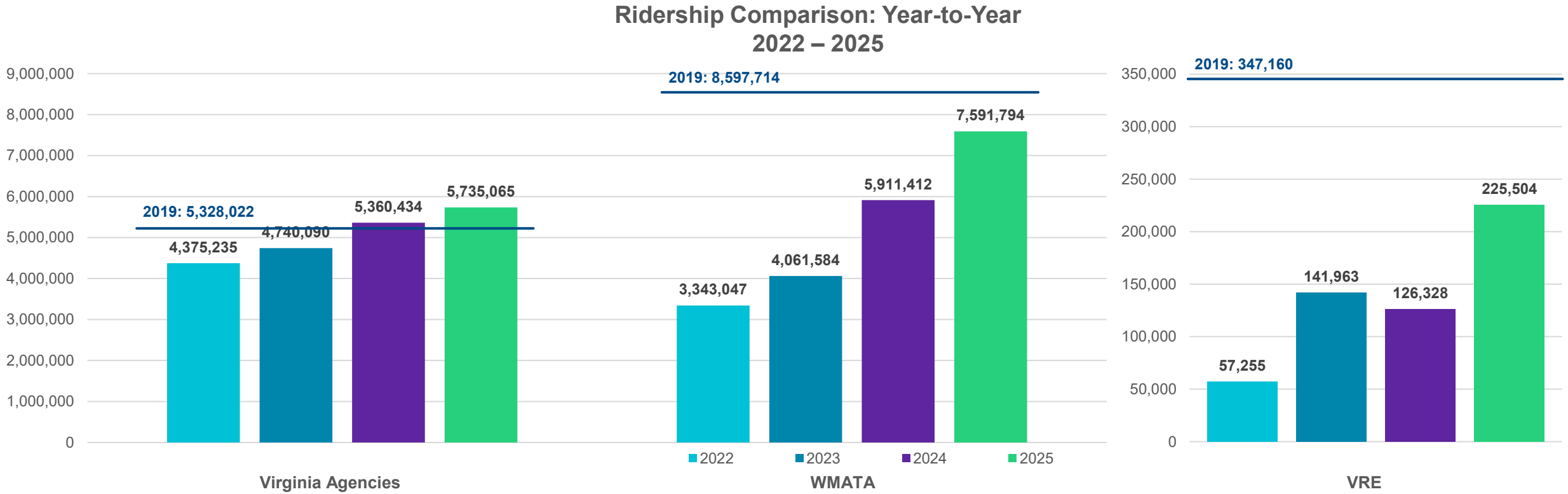


VRE

Agencies	Sept 2024	Oct 2024	Nov 2024	Dec 2024	Jan 2025	Feb 2025	March 2025	April 2025	May 2025	June 2025	July 2025	Aug 2025	Sept 2025	Total*
Virginia Agencies	5,360,434	5,828,176	4,889,995	4,427,193	4,190,344	4,422,095	5,149,919	5,392,036	5,038,705	4,605,627	4,726,900	5,178,330	5,735,065	59,584,385
VRE	133,247	150,972	109,026	110,625	117,466	152,882	240,794	259,585	238,518	207,130	237,363	212,798	225,504	2,262,663
WMATA	6,717,554	7,742,372	6,320,579	6,005,122	5,957,138	5,915,679	8,001,329	8,047,711	7,856,235	7,621,634	7,772,694	7,491,352	7,591,794	86,323,639
All Agencies + VRE + WMATA	**12,211,235**	**13,721,520**	**11,319,600**	**10,542,940**	**10,264,948**	**10,490,656**	**13,392,042**	**13,699,332**	**13,133,458**	**12,434,391**	**12,736,957**	**12,882,480**	**13,552,363**	**148,170,687**

*Last 12 Months

Statewide Ridership Comparison: September Year-to-Year



Mode	2022	2023	2024	2025	2025 vs 2022	2025 vs 2023	2025 vs 2024
Virginia Agencies	4,375,235	4,740,090	5,360,434	5,735,065	31%	21%	7%
VRE	57,255	141,963	126,328	225,504	294%	59%	79%
WMATA	3,343,047	4,061,584	5,911,412	7,591,794	127%	87%	28%
All Agencies + VRE + WMATA	**7,775,537**	**8,943,637**	**11,398,174**	**13,552,363**	**74%**	**52%**	**19%**

Virginia Breeze Ridership – September

In September 2025, ridership on VA Breeze routes totaled 5,316 which was:

- 186% higher than original estimates, and
- 5% higher than September 2024

In September 2025, the VA Breeze contributed to a reduction of 207 metric tons of CO_2 equivalent emissions.

Valley Flyer:

- Ridership – 12% higher than September 2024
- Farebox Rev. – 14% higher than September 2024

Piedmont Express:

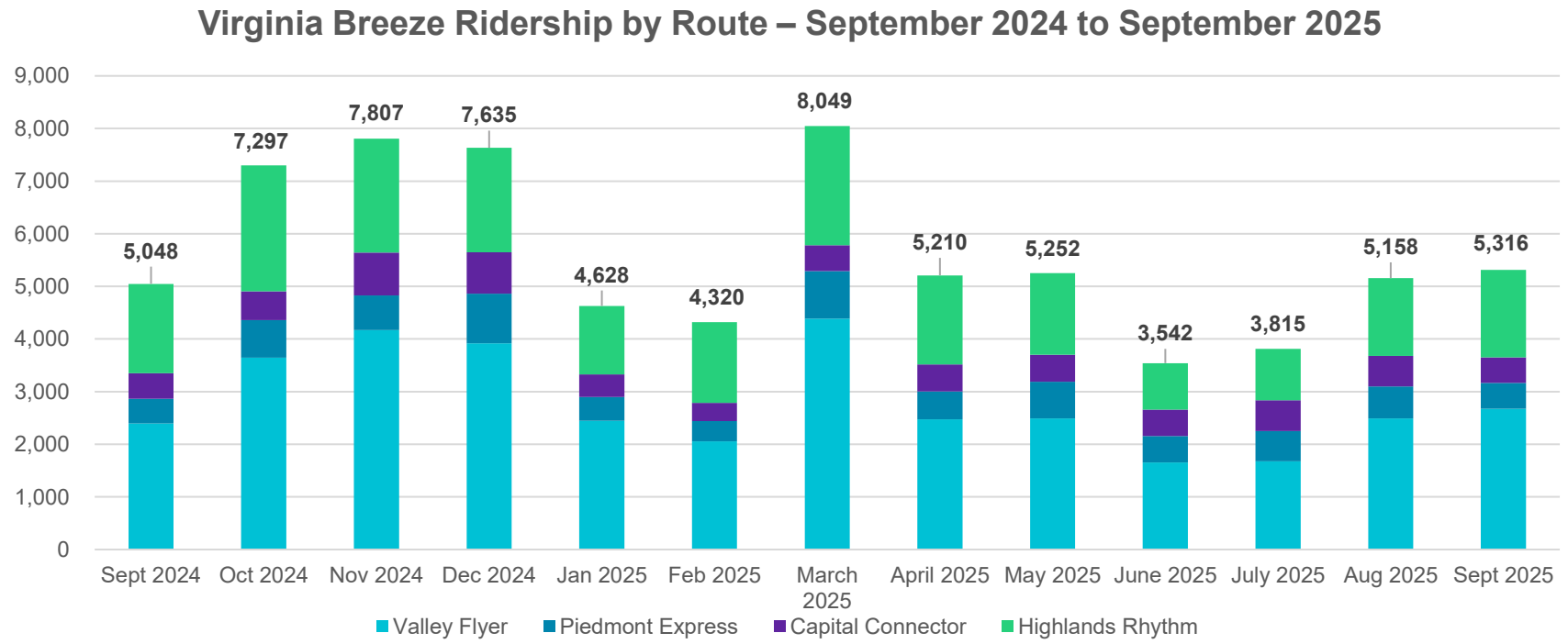
- Ridership – 5% higher than September 2024
- Farebox Rev. – 6% higher than September 2024

Capital Connector:

- Ridership – equal to September 2024
- Farebox Rev. – 7% higher than September 2024

Highlands Rhythm:

- Ridership – 2% lower than September 2024
- Farebox Rev – 2% lower than September 2024



Route	Sept 2024	Oct 2024	Nov 2024	Dec 2024	Jan 2025	Feb 2025	March 2025	April 2025	May 2025	June 2025	July 2025	Aug 2025	Sept 2025	Total*
Valley Flyer	2,399	3,645	4,171	3,920	2,448	2,057	4,385	2,475	2,489	1,655	1,675	2,493	2,676	34,089
Piedmont Express	467	717	656	940	448	384	908	531	702	499	577	606	490	7,458
Capital Connector	483	545	816	790	432	345	490	513	508	504	585	581	484	6,593
Highlands Rhythm	1,699	2,390	2,164	1,985	1,300	1,534	2,266	1,691	1,553	884	978	1,478	1,666	19,889
All Routes	**5,048**	**7,297**	**7,807**	**7,635**	**4,628**	**4,320**	**8,049**	**5,210**	**5,252**	**3,542**	**3,815**	**5,158**	**5,316**	**68,029**

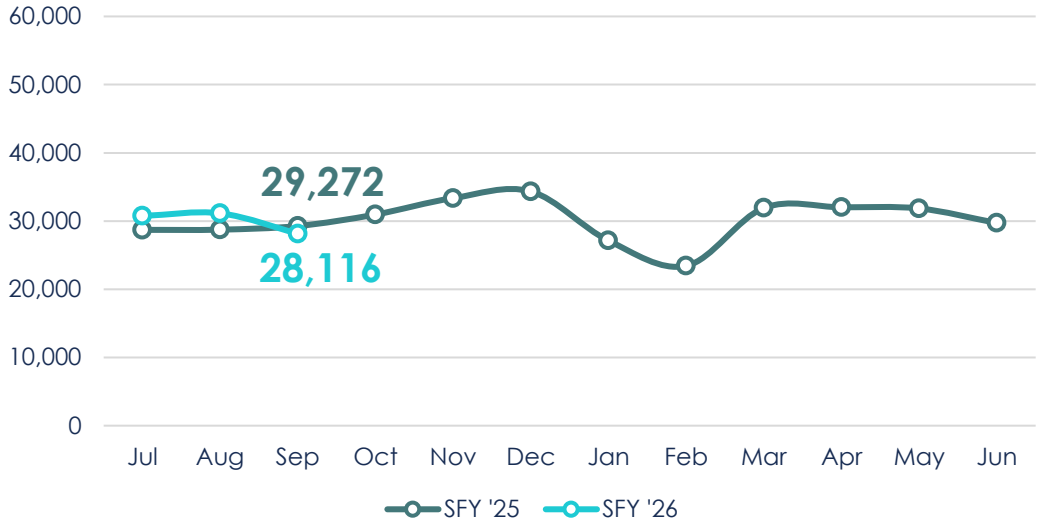
*Last 12 Months

Virginia-Supported Monthly Ridership by Route SFY ’26 vs. SFY ‘25

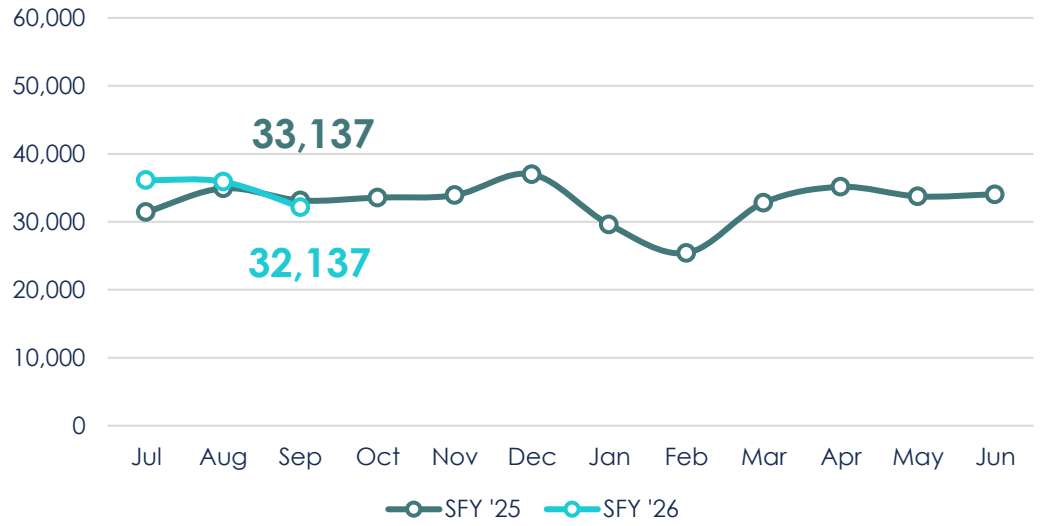
Four trains will be cancelled November 3rd due to freight partner trackwork outside of Norfolk.

All passengers were notified and rebooked on connector buses.

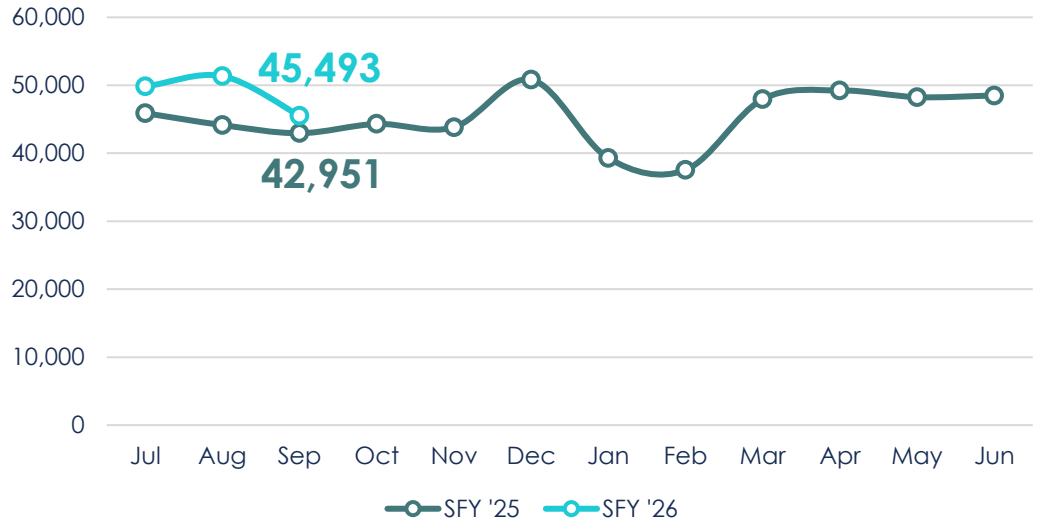
Route 46: Roanoke (-3.9%)



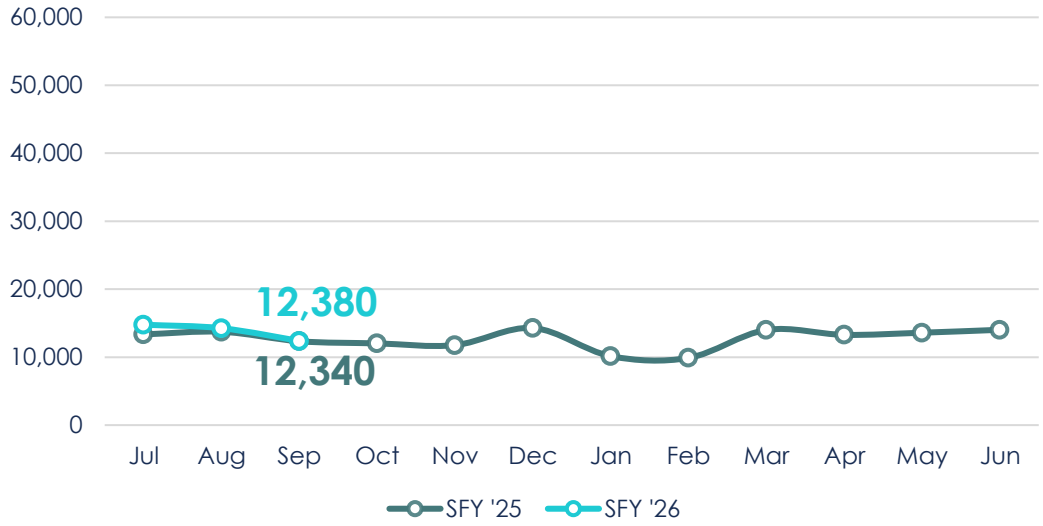
Route 47: Newport News (-3.0%)



Route 50: Norfolk (+5.9%)



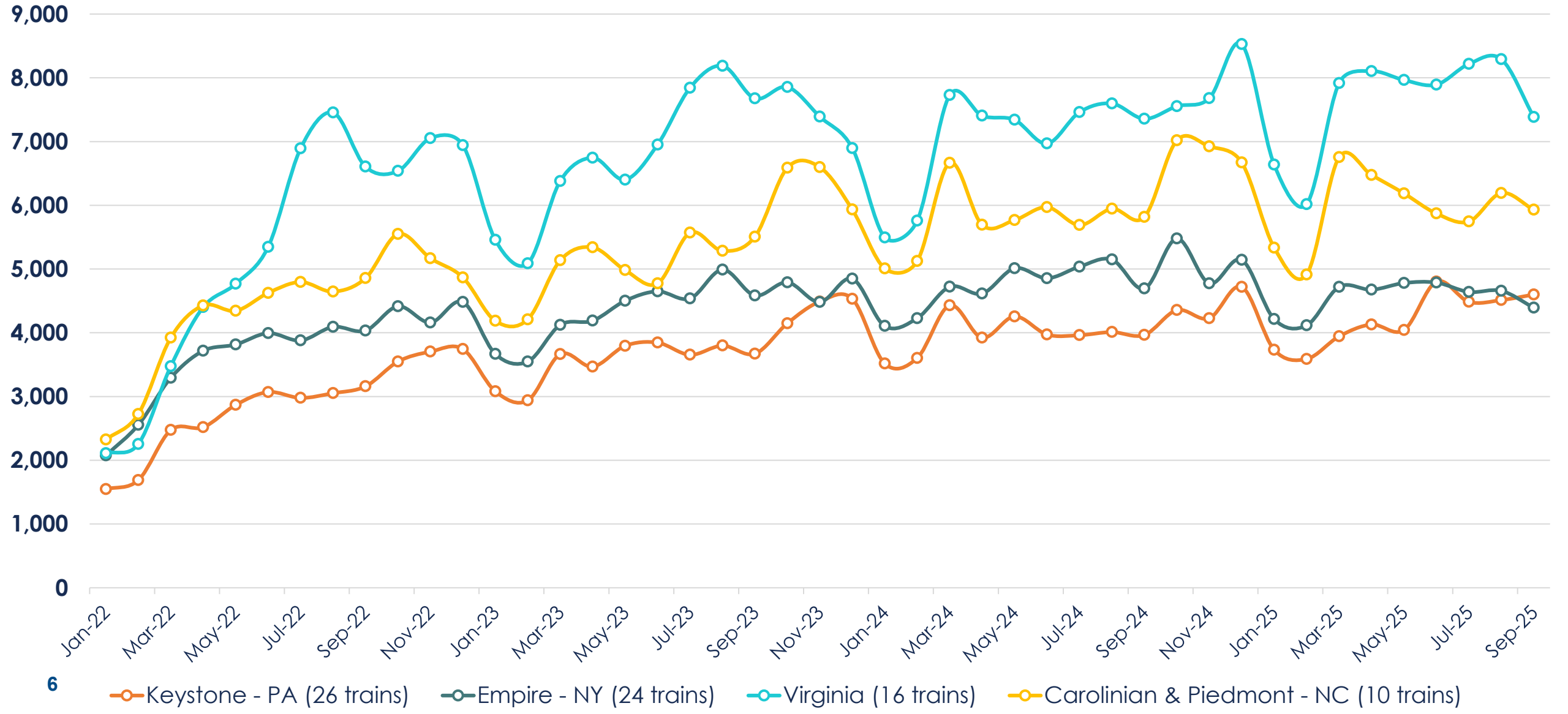
Route 51: Richmond (+0.3%)



VPRA

Virginia & Comparable State-Supported Service Ridership

Normalized: Monthly Ridership ÷ Daily Trains



DRPT Next Stop: 2030
DRPT's Strategic Plan

Create a positive impact on the Commonwealth

- Statewide transit ridership (including WMATA and VRE) in September 2025 was 13.6 million, up 19% from 11.4 million in September 2024.
- The Virginia Breeze transported 5,316 people in September 2025, up 5% from 5,045 in September 2024. Systemwide, the Virginia Breeze had a 76% On-Time Performance rate in September, its best rate in three years.
- DRPT will receive over $8M from the FTA Bus and Bus Facilities program to replace 78 rural transit buses and vans for 11 transit agencies. FTA made this announcement in November.
- DRPT has selected Academy as the operator for the new Tidewater Current intercity bus service, which will connect Hampton Roads to the Shenandoah Valley along the I-64 corridor. DRPT anticipates the service starting in Spring 2026.

Foster innovative practical solutions

- DRPT will participate in the HB2627 Autonomous Driving Systems Work Group, which will kick off the process to identify operational, technical, and legal issues presented by the operation of autonomous driving systems.
- On October 24, the Joint Commission on Healthcare (JCHC) met and received a report from its staff on strategies to address transportation barriers to health care, particularly in rural areas.
  - The report produced several findings and recommendations related to the FTA Section 5310 (enhanced mobility for seniors and individuals with disabilities) that DRPT funds.
  - The report also provided several options for members of the JCHC to adopt, including, increasing DRPT's matching funding for human services, add funding for DRPT to provide technical assistance for section 5310 grantees, establish a grant for mobility management services and regional transportation hubs, and establish a rural microtransit grant program.

DRPT Next Stop: 2030
DRPT's Strategic Plan

Convene with partners and stakeholders

- From November 18-20, DRPT hosted several workshops for new and returning transit grant recipients ahead of the FY27 SYIP.
- On November 19, DRPT attended the WMATA West Falls Church Joint Redevelopment Project Groundbreaking.
- DRPT attended the I-495 NEXT Express Lanes Ribbon Cutting Ceremony on November 21.
- On November 24, DRPT hosted a TSDAC meeting for the Committee regarding the three-year MERIT review.

Cultivate a sustainable well-managed organization

- On November 6, DRPT Rail Capital Programs Manager performed site inspections in Portsmouth, Norfolk and Chesapeake for the following Norfolk Portsmouth Belt Line (NPBL) in-progress projects:
  - Port Norfolk Rail Transload Facility (FY25 FREIGHT Program Grant)
  - Berkley Yard Lead and Switches Project (FY24 Rail Preservation Program Grant)
  - Southern Branch Rehabilitation Project (FY24 Rail Preservation Program Grant)
  - Programmatic Rail Infrastructure Upgrades project (FY26 Rail Preservation Program Grant)