

## Chapter 13: Program of Projects and Resource Allocation Plan

### What is a Program of Projects?

The previous chapter explained the process to identify the needs for walking, bicycling, scootering, and transit in the City of Norfolk. The more than 800 comments received added up to a list of potential projects that were much greater than could be constructed with currently available funds. Not all needs can be met today, and the process to obtain funding for improvement projects is complicated. The City of Norfolk receives funds from a variety of different sources for improvement projects, each with requirements and constraints.

Figuring out which projects can be funded by different funding sources is one piece of the puzzle. Another is identifying which projects meet the highest needs. Determining which projects meet the highest needs and match with appropriate funding sources is an important process. This chapter explains the process for doing so and introduces the City of Norfolk's current program of multimodal projects.

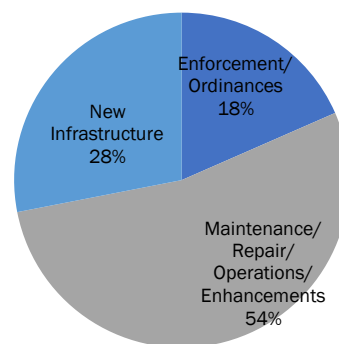
*The Program of Projects in this plan is a comprehensive list of improvement projects that, if constructed, will meet the highest needs for safer walking, bicycling, scootering, and transit.*

The Resource Allocation Plan, which is described in greater detail at the end of this chapter, is a smaller list of projects from the Program of Projects that the City can realistically move forward with in the near term.

### Projects to Meet the Needs

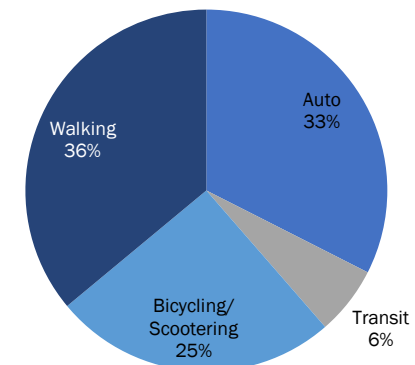
As explained in Chapter 12, Norfolk residents and other members of the public provided over 800 comments describing transportation needs within the City.

Multimodal Needs Comments  
by Comment Type



The more than 800 comments on multimodal needs were categorized into three categories.

Multimodal Needs Comments by Mode



The more than 800 comments on multimodal needs referred to walking, bicycling/scootering, transit, and auto modes.

The **Program of Projects** is a comprehensive list of all potential projects to address Norfolk's multimodal transportation needs. The current Program of Projects table is available in **Appendix G**.

The **Resource Allocation Plan** is a shorter list of just the priority projects that the City can feasibly move forward with in the short term. The projects in the Resource Allocation Plan are ready for project development, meet the highest needs, and align best with funding program criteria. The current Resource Allocation Plan table is available in Appendix H.

The interactive map on the City's website shows the location of projects within the current Resource Allocation Plan and Program of Projects.

The process for translating these comments into a list of improvement projects is described below.

*The current Program of Projects is a map and a list of projects. The current list is available in Appendix G.*

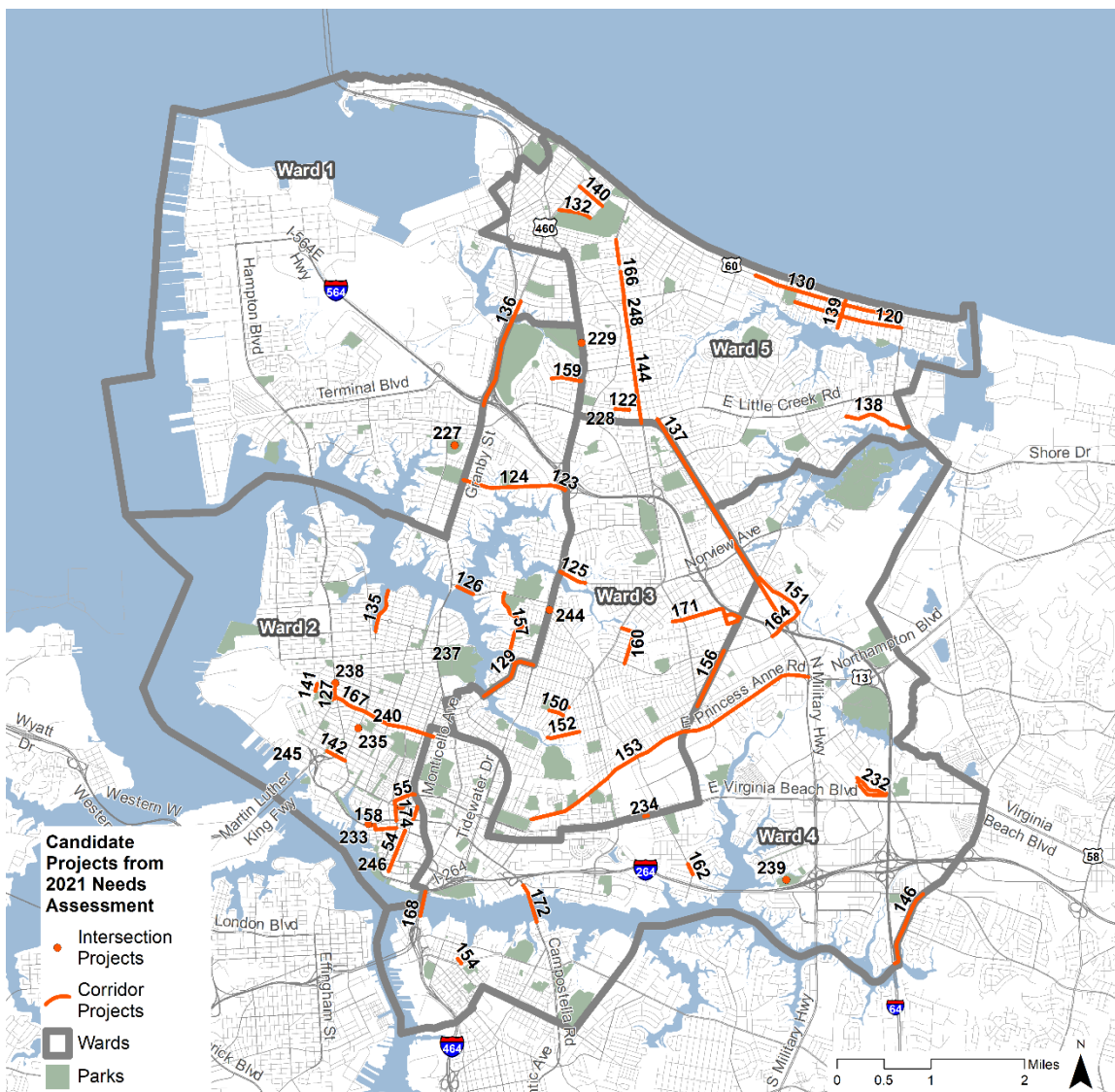
The online map of the Program of Projects is currently available at [www.MultimodalNorfolk.com](http://www.MultimodalNorfolk.com).

As shown in the charts on the previous page, a little more than a quarter of the comments received related to new infrastructure. The new infrastructure comments related to pedestrian, bicycle, and scooter needs were carried forward into a project identification process. Comments related to transit needs were incorporated in the identification of transit needs described previously in Chapter 12.

Maintenance and operations comments will be handled by the City's transit and public works departments as part of their ongoing maintenance and operational improvements work. Enforcement comments will be handled by the City's transit and police departments as part of their ongoing enforcement efforts.

Some comments related to new infrastructure suggested a clearly defined improvement project such as a new mid-block crossing or new sidewalk on a specific street segment. Other comments were less specific, such as a

**FIGURE 13-1: CANDIDATE PROJECTS FROM THE 2021 NEEDS ASSESSMENT**



75 candidate projects were identified from public input on the 2021 multimodal needs assessment. These 75 projects are listed in Appendix G. The numbers on the map are the project IDs. The numbers are not a ranking of the projects. The projects in this map can be viewed in the online map of the Program of Projects, available at <https://bit.ly/3vRrlcE>.

walking or biking trail connecting several destinations but without a proposed alignment.

The comments were assessed and translated into a list of potential projects. Some comments were easily translated into specific projects. Others called for further study.

**Figure 13-1** shows a map of the easily defined candidate projects. The map shows project ID numbers. Project descriptions are available in **Appendix G**. Comments requiring further study were forwarded to City staff for future efforts.

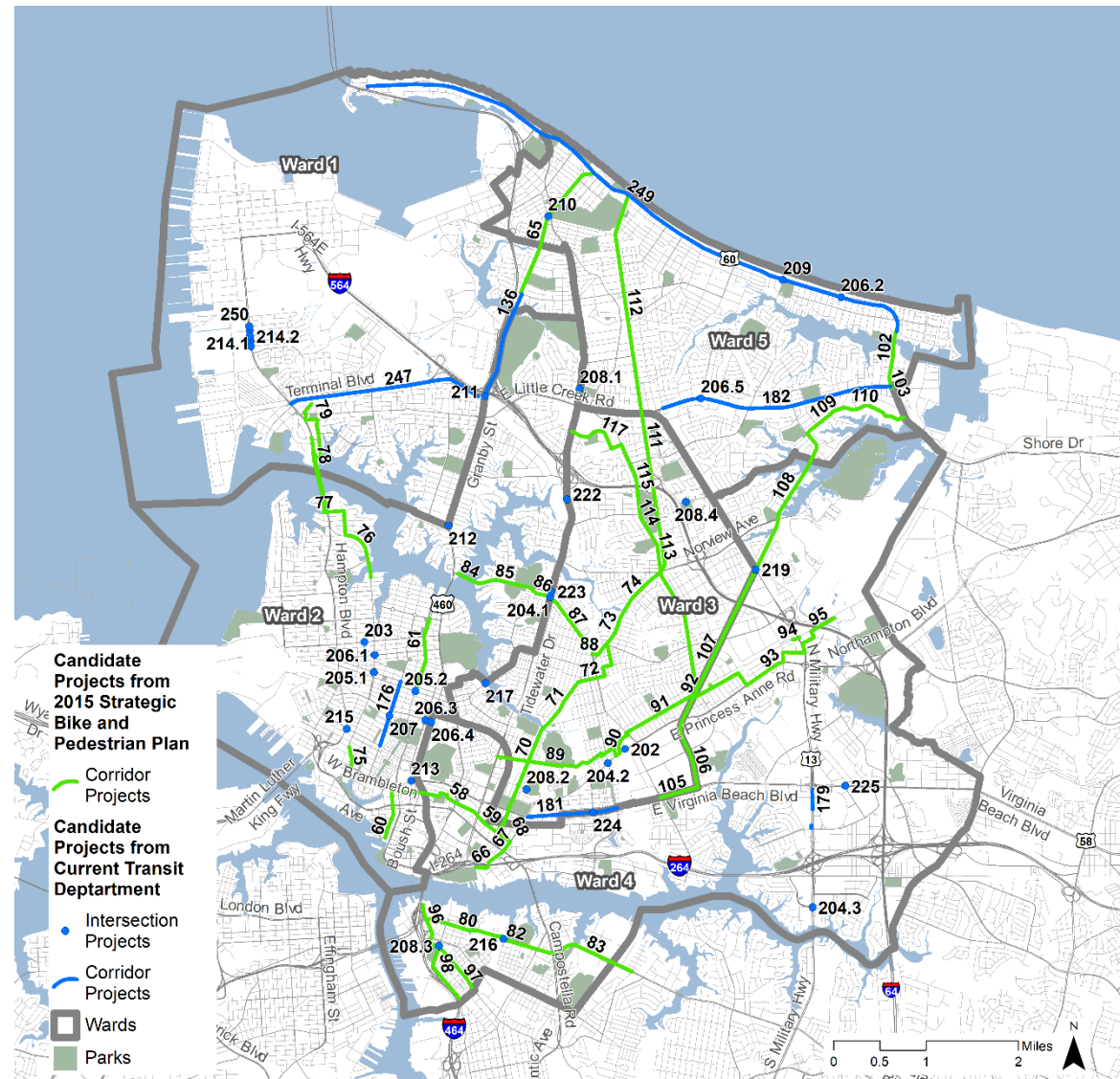
In addition to the projects identified from public input on the needs assessment, the City of Norfolk Transit Department maintains a list of improvement projects that would meet multimodal transportation needs in the city. These projects were accumulated from public and stakeholder input over several years.

**Figure 13-2** shows a map of these candidate projects from the Transit Department's current list and project recommendations from the Norfolk Bicycle and Pedestrian Strategic Plan that was adopted in 2015.

The candidate projects shown in **Figures 13-1 and 13-2** represent projects for which future funding has not been identified.

The candidate projects do not include the projects that the City of Norfolk has acquired funding for and is actively implementing. These “committed” projects are shown on the map in **Figure 13-3**.

**FIGURE 13-2: CANDIDATE PROJECTS FROM CURRENT TRANSIT DEPARTMENT LIST**



The City of Norfolk Transit Department maintains a list of candidate projects accumulated from public and stakeholder input over several years. The projects shown on this map are listed in Appendix G. The numbers on the map are the project IDs. The numbers are not a ranking of the projects. The projects in this map can be viewed in the online map of the Program of Projects, available at [www.MultimodalNorfolk.com](http://www.MultimodalNorfolk.com).



The projects in **Figures 13-1 through 13-3** can be viewed in an online scalable map on the City of Norfolk's website.<sup>1</sup>

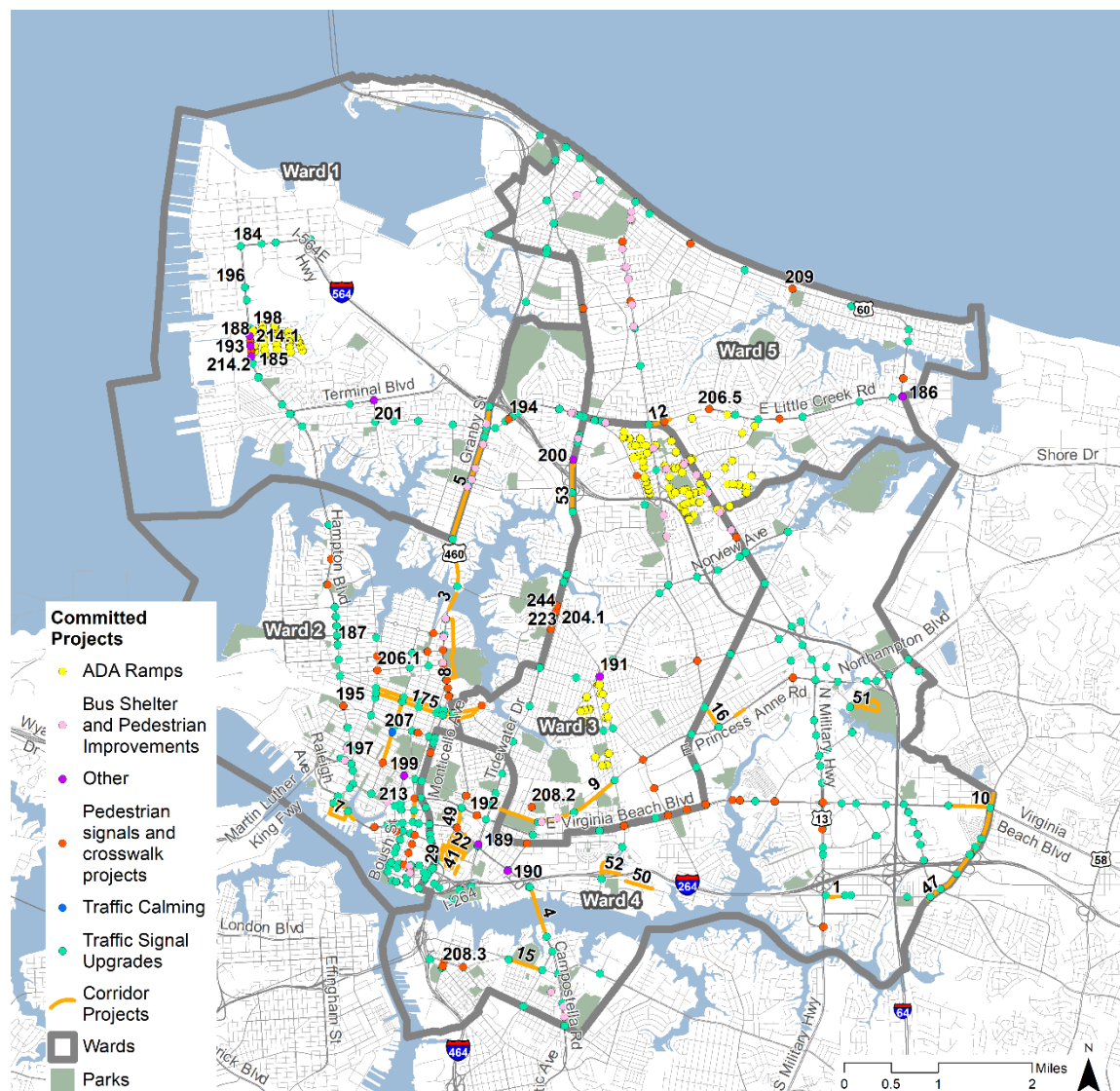
**Appendix G** shows the current program of projects in a table. Project descriptions are provided, as well as the project type, project source, funding status, and need level. Chapter 12 and Appendix F describe how the need levels were calculated. The projects are not listed in any particular order, rank, or priority.

The need levels shown in **Appendix G** provide a reference on the relative level of need based on the goals of safety, connectivity, and equitable prosperity. The projects with the high need levels simply indicate a high need.

However, the level of need is only one factor in determining when and how a project gets funded and implemented. Other factors include funding availability, project development, and scheduling. Matching potential projects to funding sources is a highly complex process due to federal and state funding requirements.

Many of the candidate projects listed in the program of projects in **Appendix G** will require an engineering study to determine feasibility.

**FIGURE 13-3: COMMITTED PROJECTS WITH ALLOCATED FUNDING**



The projects in this map have been identified for future funding. The projects in this map can be viewed in the online map of the Program of Projects, available at [www.MultimodalNorfolk.com](http://www.MultimodalNorfolk.com).

## Funding for Improvement Projects

The diagram in **Figure 13-4** shows a generalized process for reviewing and funding candidate projects for the City. There are several steps involved in getting transportation projects funded, including aligning them with available funding resources and developing the project applications.

### NEED REVIEW

The Needs Assessment process as described above represents a carefully vetted and analyzed assessment of where the greatest needs for multimodal transportation improvements in the city are. Projects from the Candidate Project list in the Program of Projects have each been compared to the Needs Assessment map and assigned a need score that shows their relative ranking by ward and citywide. This ranking can be used to prioritize the most important projects to consider in upcoming funding cycles.

New projects that come up that are not in the list of Candidate Projects can also be compared against the Needs Assessment map and given rankings. It is important to note, however, that needs ranking is only one consideration in determining which projects should be funded in the near term. Other considerations may arise, such as overarching neighborhood or safety concerns or the opportunity to leverage

additional funds that may be considered in addition to a project's need ranking.

### PROJECT ELIGIBILITY

Each funding program has its own criteria for project eligibility. Each candidate project needs to be assessed with respect to the eligibility criteria across different funding programs. The Funding Compatibility Matrix in **Figure 13-5** shows the various city state and federal transportation funding programs and the general types of projects that are eligible for funding under each. Candidate projects should be compared with each funding program to see not only which projects are eligible under that program but also the timing of the application process and the timing of the final funding to see if that matches the preferred project timeline.

### STRATEGIC DEVELOPMENT

After alternative funding programs have been identified for a candidate project, the process of strategic development occurs to find the optimal funding program that fits with each project. This strategic development process includes considerations such as the capacity of the program to fund the project based on its cost, potential synergies with other funding programs and the application requirements and staff resources needed to develop the project sufficiently to be considered for funding. There may also be special considerations with some programs such as a local resource match.

### PROJECT DEVELOPMENT

Most funding programs require some level of project development. Project development is the process of developing preliminary designs and cost estimates at a sufficient level of detail to justify the requested funding. Some programs, such as the statewide Smart Scale program, require significant levels of time and effort to develop project designs and costs to be accepted for consideration. It is important to consider this step in the process and to properly allocate resources, whether city staff time or consultant resources to successfully develop projects as needed for funding application requirements.

### PROJECT APPLICATION

Once projects have been developed at sufficient detail to meet application requirements, the application needs to be processed and submitted. This may entail coordination with other departments in the city or other state or regional agencies. It may also require coordination with the city budgeting staff if matching funds are required.

The final stage in the process is a review of projects that were successfully funded or were rejected for funding. This step is especially important to derive lessons learned from successful or unsuccessful project applications that can be used to refine the strategic development of future funding applications.

FIGURE 13-4: PROJECT FUNDING CYCLE DIAGRAM

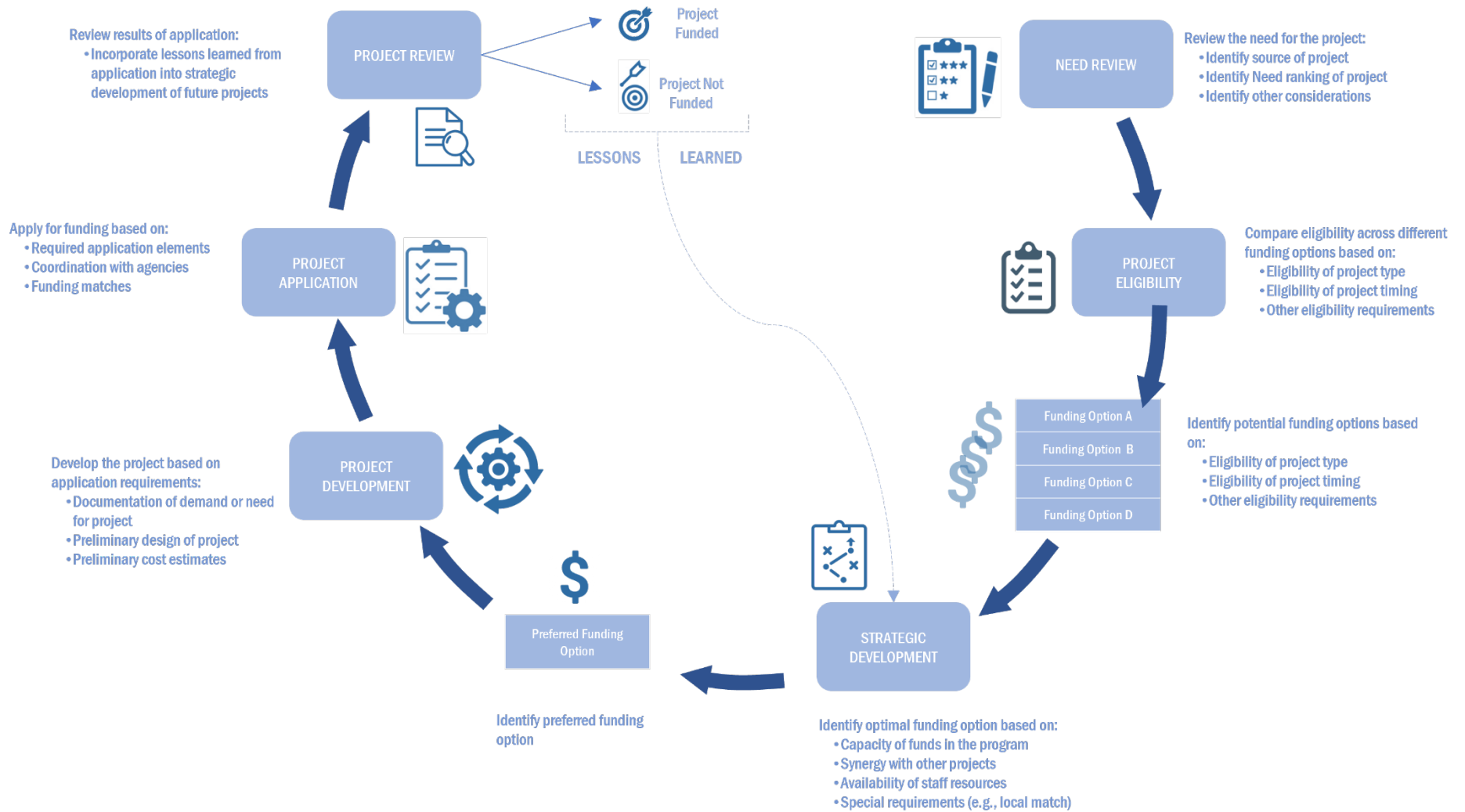


FIGURE 13-5: FUNDING COMPATIBILITY MATRIX

FUNDING COMPATIBILITY MATRIX									
FUNDING PROGRAM	PROJECT TYPE (Capital improvements Only)								
LOCAL	AUTO	BIKE	PED	BIKE/PED	TRANSIT	BIKE/TRANSIT	PED/TRANSIT	BIKE/PED/TRANSIT	OTHER
Signals and Intersections									
Complete Streets									
Street Infrastructure									
ADA Ramps *									
Bridge Repair **									
Neighborhood Streets									
St. Paul's Road Infrastructure									
Technology									
Development Proffers									
VDOT/REGIONAL	AUTO	BIKE	PED	BIKE/PED	TRANSIT	BIKE/TRANSIT	PED/TRANSIT	BIKE/PED/TRANSIT	OTHER
Smart Scale									
HSIP									
Transportation Alternatives									
State of Good Repair									
Revenue Sharing									
CMAQ									
RSTP									
MISC. DRPT PROGRAMS									
FEDERAL	AUTO	BIKE	PED	BIKE/PED	TRANSIT	BIKE/TRANSIT	PED/TRANSIT	BIKE/PED/TRANSIT	OTHER
BUILD Grants									
Block Grants									

	Not eligible
	Eligible only
	Eligible and preferred

\* Eligible under Revenue Sharing Program

\*\* Eligible under RSTP Program

## Resource Allocation Plan

The Resource Allocation Plan provided in Appendix H is a subset of pedestrian, bicycle, scooter, and other new infrastructure projects from the Program of Projects that the City can realistically move forward within the near term, likely over the next five to 10 years.

Given funding, staffing, and resource constraints, the projects listed in the Resource Allocation Plan are generally those that are ready to be moved forward into project development as required for various funding applications.

Projects were prioritized for inclusion in the Resource Allocation Plan based on project readiness, need level, and the City's ability to move them forward into funding applications.

Project readiness and cost category were determined through planning level examination of utility issues, right-of-way constraints, presence of curb and gutter, and other feasibility considerations.

Projects in the Program of Projects that are not within the Resource Allocation Plan generally require further scoping and definition to improve their readiness. This additional scoping and definition will first be applied to high need and high priority projects to advance them into future versions of the Resource Allocation Plan.

The projects listed within the Resource Allocation Plan will change over time as projects are completed, as other projects are developed further to become ready, and as funding program criteria and City staffing resources change.

## Chapter Conclusion

This chapter summarizes the development of a list of new candidate projects for the City to pursue in future funding applications. It also represents a new, performance based and public input driven process for identifying and prioritizing transportation projects in the future.

It is hoped that this new objective and transparent process will lead to a better public understanding of how and why transportation projects get proposed and funded. It also represents a greater accountability that links these projects to identified public desires and needs for safety, equity, and connectivity to build a more multimodal future for Norfolk.

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<sup>i</sup> A map of all projects in the current Program of Projects, including candidate and committed projects is available at [www.MultimodalNorfolk.com](http://www.MultimodalNorfolk.com).