



Meeting Date: October 27, 2026
Consent Agenda: Regional Service Expansion Cost Allocation Framework and Project Scoring Methodology

PURPOSE AND NEED

As GRTC and its regional partners continue to evaluate transit service priorities, a consistent and transparent methodology is needed to determine the appropriate allocation of costs between regional and local funding partners. Service improvements often provide benefits that extend beyond a single jurisdiction by improving regional connectivity, expanding access to employment centers, supporting regional activity centers, and strengthening the overall transit network.

Planning staff developed a project scoring framework that evaluates proposed service enhancements using a series of regional benefit measures and translates those scores into a recommended regional versus local cost-sharing allocation. The framework is intended to support objective decision-making and provide a repeatable process for future service expansion discussion.

Methodology

The framework evaluates each project using five weighted factors designed to measure the degree of regional benefit generated by a service expansion. The factors and weights are:

Factor	Weight	Subcategories
Regional Connectivity	25%	Major Activity Centers, Regional Destinations, Transfer Opportunities, Intermodal Connections
Jurisdictional Benefit	20%	Number of Jurisdictions Served, Cross-Boundary Travel, Regional Access Improvements
Regional Demand	20%	Population Density, Employment Density, Zero-Vehicle Households, Poverty Rate
Service Need & Equity	20%	Minority Population, Low-Income Population, Senior Population, Disability Population, Existing Ridership
Network Importance	15%	Route Connections, Service Frequency, Span of Service, Network Role

Each factor receives a score which is weighted to generate an overall score on a 100-point scale. The resulting percentage is used as a recommended allocation of project costs between regional and local funding sources. Higher scores indicate greater regional benefit and therefore support a larger regional funding participation.

Examples

Route 7A/B Frequency Improvement

October of 2024 - Routes 7A & 7B saw a Weekday frequency increase from 60-minutes on each route (30-minutes on overlapping service corridors) to 30-minutes on each route (15-minutes on overlapping service corridors).

Factor	Weight	Specific Metric	Data Attributes	Score 0	Score 5	Score 10	Score 0	Score 5	Score 10	Final Score
Regional Connectivity	25%	Regional Destinations Served	Activity Center Name; Airport Flag; Hospital Flag; University/College Flag; Transfer Hub Flag (4+ routes)	0-1 destinations	2-3 destinations	4+ destinations			5	10
Jurisdictional Benefit	20%	Number of Jurisdictions Crossed	Jurisdiction connectivity	1	2	3		2		5
Regional Demand	20%	Transit Supportive Demand Index	Population Density	Less than 2500	2500-3500	Higher than 3500		3033.4		11.25
			Employment Density	Less than 2000	2000-3000	Higher than 3000			4003.8	
			Poverty Rate	Less than 12%	12-16%	17% or higher			21.10%	
			No Veh HH	Less than 9%	9-13%	13% or higher			16.90%	
Service Need & Equity	20%	Mobility Need Index	Disability Rate	Less than 12%	12-15%	15% or higher			15.80%	6.67
			Senior Pop	Less than 13%	13-16%	16% or higher	12.10%			
			Boardings by route	Less than 15,000	15000-35000	Higher than 35,000			42,891	
Network Importance	15%	Network Function Classification	Routes Connected	0-4	5-9	10+			15+	10
			Local Freq (system avg w/ BRT = 38 min, w/out BRT = 39 min)	45+ mins	30-44 mins	0-29 mins			15	
			Local Span (system avg w/ or w/out BRT = 17 hrs)	0-11 hrs	12-17 hrs	18-24 hrs			19	

Route 1A Extension

January 2024 – Route 1A saw a route extension, extending fixed-route service further South on Midlothian Turnpike to Walmart Way.

Factor	Weight	Specific Metric	Data Attributes	Score 0	Score 5	Score 10	Score 0	Score 5	Score 10	Final Score
Regional Connectivity	25%	Regional Destinations Served	Activity Center Name; Airport Flag; Hospital Flag; University/College Flag; Transfer Hub Flag (4+ routes)	0-1 destinations	2-3 destinations	4+ destinations		2		5
Jurisdictional Benefit	20%	Number of Jurisdictions Crossed	Jurisdiction connectivity	1	2	3		2		5
Regional Demand	20%	Transit Supportive Demand Index	Population Density	Less than 2500	2500-3500	Higher than 3500	1963.0			1.25
			Employment Density	Less than 2000	2000-3000	Higher than 3000		2888.9		
			Poverty Rate	Less than 12%	12-16%	17% or higher	9.50%			
			No Veh HH	Less than 9%	9-13%	13% or higher	4.80%			
Service Need & Equity	20%	Mobility Need Index	Disability Rate	Less than 12%	12-15%	15% or higher		13.20%		8.33
			Senior Pop	Less than 13%	13-16%	16% or higher			17.50%	
			Boardings by route	Less than 15,000	15000-35000	Higher than 35,000			66,623	
Network Importance	15%	Network Function Classification	Routes Connected	0-4	5-9	10+			15	8.33
			Local Freq (system avg w/ BRT = 38 min, w/out BRT = 39 min)	45+ mins	30-44 mins	0-29 mins		30		
			Local Span (system avg w/ or w/out BRT = 17 hrs)	0-11 hrs	12-17 hrs	18-24 hrs			20	

Route 19 Extension

January 2024 – Route 19 saw a fixed-route extension, extending service further west on Broad Street, into Goochland County, to Wilkes Ridge Drive and Sheltering Arms Institute, servicing Wilkes Ridge Loop every other trip.

Factor	Weight	Specific Metric	Data Attributes	Score 0	Score 5	Score 10	Score 0	Score 5	Score 10	Final Score
Regional Connectivity	25%	Regional Destinations Served	Activity Center Name; Airport Flag; Hospital Flag; University/College Flag; Transfer Hub Flag (4+ routes)	0-1 destinations	2-3 destinations	4+ destinations			4	10
Jurisdictional Benefit	20%	Number of Jurisdictions Crossed	Jurisdiction connectivity	1	2	3	1			0
Regional Demand	20%	Transit Supportive Demand Index	Population Density	Less than 2500	2500-3500	Higher than 3500		3009.4		3.75
			Employment Density	Less than 2000	2000-3000	Higher than 3000			3995.9	
			Poverty Rate	Less than 12%	12-16%	17% or higher	9.60%			
			No Veh HH	Less than 9%	9-13%	13% or higher	4.60%			
Service Need & Equity	20%	Mobility Need Index	Disability Rate	Less than 12%	12-15%	15% or higher	9.70%			3.33
			Senior Pop	Less than 13%	13-16%	16% or higher	12.90%			
			Boardings by route	Less than 15,000	15000-35000	Higher than 35,000			58,093	
Network Importance	15%	Network Function Classification	Routes Connected	0-4	5-9	10+		6		8.33
			Local Freq (system avg w/ BRT = 38 min, w/out BRT = 39 min)	45+ mins	30-44 mins	0-29 mins			15	
			Local Span (system avg w/ or w/out BRT = 17 hrs)	0-11 hrs	12-17 hrs	18-24 hrs			18	

Route 1 Extension

June 2024 – Route 1 saw a route extension, extending fixed-route service further North on Brook Rd to Reynolds Community College Parham Rd. Campus, every other trip will be extended to the campus.

October 2024 - Route 1 saw a route extension, extending fixed-route service further North on Brook Rd to Virginia Center Commons, every other trips EOL will be extended up to VCC.

Factor	Weight	Specific Metric	Data Attributes	Score 0	Score 5	Score 10	Score 0	Score 5	Score 10	Final Score
Regional Connectivity	25%	Regional Destinations Served	Activity Center Name; Airport Flag; Hospital Flag; University/College Flag; Transfer Hub Flag (4+ routes)	0-1 destinations	2-3 destinations	4+ destinations		2		5
Jurisdictional Benefit	20%	Number of Jurisdictions Crossed	Jurisdiction connectivity	1	2	3		2		5
Regional Demand	20%	Transit Supportive Demand Index	Population Density	Less than 2500	2500-3500	Higher than 3500	1636.2			0
			Employment Density	Less than 2000	2000-3000	Higher than 3000	1453.3			
			Poverty Rate	Less than 12%	12-16%	17% or higher	6.50%			
			No Veh HH	Less than 9%	9-13%	13% or higher	5.00%			
Service Need & Equity	20%	Mobility Need Index	Disability Rate	Less than 12%	12-15%	15% or higher		12.20%		8.33
			Senior Pop	Less than 13%	13-16%	16% or higher			18.60%	
			Boardings by route	Less than 15,000	15000-35000	Higher than 35,000			95,855	
Network Importance	15%	Network Function Classification	Routes Connected	0-4	5-9	10+			15+	8.33
		*entire route	Local Freq (system avg w/ BRT = 38 min, w/out BRT = 39 min)	45+ mins	30-44 mins	0-29 mins		30		
			Local Span (system avg w/ or w/out BRT = 17 hrs)	0-11 hrs	12-17 hrs	18-24 hrs			20	

Cloverdale LINK

Cloverdale (North Chesterfield) LINK Microtransit Zone was implemented in Fall 2024.

Factor	Weight	Specific Metric	Data Attributes	Score 0	Score 5	Score 10	Score 0	Score 5	Score 10	Final Score
Regional Connectivity	25%	Regional Destinations Served	Activity Center Name; Airport Flag; Hospital Flag; University/College Flag; Transfer Hub Flag (4+ routes)	0-1 destinations	2-3 destinations	4+ destinations	1			0
Jurisdictional Benefit	20%	Number of Jurisdictions Crossed	Jurisdiction connectivity	1	2	3		2		5
Regional Demand	20%	Transit Supportive Demand Index	Population Density	Less than 2500	2500-3500	Higher than 3500		2698.4		1.25
			Employment Density	Less than 2000	2000-3000	Higher than 3000	713			
			Poverty Rate	Less than 12%	12-16%	17% or higher	11.70%			
			No Veh HH	Less than 9%	9-13%	13% or higher	3.80%			
Service Need & Equity	20%	Mobility Need Index	Disability Rate	Less than 12%	12-15%	15% or higher		13.50%		5
			Senior Pop	Less than 13%	13-16%	16% or higher			23.90%	
			Boardings by route	Less than 15,000	15000-35000	Higher than 35,000	714			
Network Importance	15%	Network Function Classification	Routes Connected	0-4	5-9	10+	2			2.5
			Local Span (system avg w/ or w/out BRT = 17 hrs)	0-11 hrs	12-17 hrs	18-24 hrs		14		

Azalea LINK

The pilot microtransit zone, Azalea LINK microtransit zone was implemented in January 2024 and replaced the peak only fixed-route service, Route 93.

Factor	Weight	Specific Metric	Data Attributes	Score 0	Score 5	Score 10	Score 0	Score 5	Score 10	Final Score
Regional Connectivity	25%	Regional Destinations Served	Activity Center Name; Airport Flag; Hospital Flag; University/College Flag; Transfer Hub Flag (4+ routes)	0-1 destinations	2-3 destinations	4+ destinations		1		5
Jurisdictional Benefit	20%	% Cross-Jurisdiction Trips	Jurisdiction connectivity	1	2	3		2		5
Regional Demand	20%	Transit Supportive Demand Index	Population Density	Less than 2500	2500-3500	Higher than 3500	660.5			1.25
			Employment Density	Less than 2000	2000-3000	Higher than 3000	1307.8			
			Poverty Rate	Less than 12%	12-16%	17% or higher		15%		
			No Veh HH	Less than 9%	9-13%	13% or higher	3.70%			
Service Need & Equity	20%	Mobility Need Index	Disability Rate	Less than 12%	12-15%	15% or higher	10.90%			3.33
			Senior Pop	Less than 13%	13-16%	16% or higher			19.90%	
			Boardings by route	Less than 15,000	15000-35000	Higher than 35,000	2936			
Network Importance	15%	Network Function Classification	Routes Connected	0-4	5-9	10+	1			2.5
			Local Span (system avg w/ or w/out BRT = 17 hrs)	0-11 hrs	12-17 hrs	18-24 hrs		17		

Powhatan LINK

Implemented in Fall 2024 and expanded to encompass the entire Powhatan jurisdiction in June 2025.

Factor	Weight	Specific Metric	Data Attributes	Score 0	Score 5	Score 10	Score 0	Score 5	Score 10	Final Score
Regional Connectivity	25%	Regional Destinations Served	Activity Center Name; Airport Flag; Hospital Flag; University/College Flag; Transfer Hub Flag (4+ routes)	0-1 destinations	2-3 destinations	4+ destinations		2		5
Jurisdictional Benefit	20%	Number of Jurisdictions Crossed	Jurisdiction connectivity	1	2	3		2		5
Regional Demand	20%	Transit Supportive Demand Index	Population Density	Less than 2500	2500-3500	Higher than 3500	129.5			0
			Employment Density	Less than 2000	2000-3000	Higher than 3000	59.5			
			Poverty Rate	Less than 12%	12-16%	17% or higher	4.70%			
			No Veh HH	Less than 9%	9-13%	13% or higher	2.10%			
Service Need & Equity	20%	Mobility Need Index	Disability Rate	Less than 12%	12-15%	15% or higher	11.80%			3.33
			Senior Pop	Less than 13%	13-16%	16% or higher			19.70%	
			Boardings by route	Less than 15,000	15000-35000	Higher than 35,000	274			
Network Importance	15%	Network Function Classification	Routes Connected	0-4	5-9	10+	1			2.5
			Local Span (system avg w/ or w/out BRT = 17 hrs)	0-11 hrs	12-17 hrs	18-24 hrs		13		

Next Steps

Staff has completed development of the initial project scoring framework and associated cost allocation methodology. Following presentation of these results, executive leadership and Board feedback will be solicited to evaluate the proposed approach and ensure alignment with regional transit funding objectives.

Based on that feedback, staff has developed several alternative approaches for addressing the allocation of costs associated with frequency improvements. These alternatives will be shared with leadership and Board members.

Following completion of that review process, a preferred alternative will be selected and incorporated into the final regional service allocation framework. The Committee's recommendation regarding the final framework and cost-sharing methodology will then be advanced to the next GRTC Board meeting for consideration and action.