

BOARD OF SUPERVISORS WORK SESSION

GOVERNMENT CENTER BOARD ROOM

APRIL 22, 2008 - 4 P.M.

A. Call to Order

B. Roll Call

C. Board Discussions

1. Six-Year Secondary Road Program (Memorandum) (Resolution) (Attachment 1) (Attachment 2) (Attachment 3) (Attachment 4)
2. Business Climate Task Force

D. Recess

MEMORANDUM

DATE: April 22, 2008

TO: The Board of Supervisors

FROM: O. Marvin Sowers Jr., Planning Director

SUBJECT: FY 2009-2014 Secondary System Six-Year Program

The Secondary System Six-Year Program (SSSYP) concentrates on the improvement and construction of secondary roads (those roads with route numbers of 600 or greater). The SSSYP allocates funds for transportation projects proposed for construction, development, or study in the next six fiscal years. The Virginia Department of Transportation (VDOT) invites the County to participate in decision making by creating a list of candidate projects for future development along with establishing a priority rating for these projects based on locality needs.

For the budget years FY 2009-2014, State formula allocations have suffered a reduction statewide averaging 44 percent while Federal funds have increased. VDOT and Federal Highway Administration (FHWA) guidelines and procedures have also changed, resulting in significant impacts on the SSSYP process and project selection.

As James City County (JCC) moves forward with the preparation of the FY 2009-20014 SSSYP, there are new, special dimensions that should be considered. In an effort to keep the secondary road improvements for the County moving forward and best utilize the funding changes, VDOT has suggested the County identify smaller projects: turn lanes, shoulder strengthening etc. while developing the SSSYP priority listing. The increase in Federal Funds gives the opportunity to improve the secondary roads identified as Federally qualified and not require substantial use of State funds (these roads are identified in an attachment). A standing agreement is in place establishing an 80/20 match for utilizing Federal funds in lieu of State or local funds. For each dollar of Federal funds used, the locality must identify how the 20 percent match will be obligated: either with locality funds or utilizing the SSSYP State allocations granted each year to the locality. This is done through the SSSYP process. Following are two hypothetical examples to illustrate the funding process:

Example 1: JCC decides to straighten and widen a small portion of Olde Towne Road. The project is estimated to cost \$500,000. JCC has been allocated \$600,000 of Federal dollars and \$250,000 in State allocations for FY 2009.

Because Olde Towne Road is a Federally qualified road the project can use \$375,000 (80%) in Federal allocations along with \$125,000 (20%) in State allocations. By doing this JCC will have \$125,000 remaining in FY 09 towards funding one of the smaller projects identified on the SSSYP.

Example 2: JCC chooses a road project that does not meet Federal qualifications such as News Road, and improvements also cost \$500,000. The entire FY 2009 funding allocation of \$250,000 in State funds would be required towards funding the project and it would still have a shortfall of \$250,000; therefore the project would still be on the list without sufficient funding.

The County will receive maximum benefit by developing a priority list that utilizes all Federal and State funds allocated within the given years. Allocations which have not been utilized in full upon completion of this SSSYP peril reallocation or surrender. In the event a project is found to be impracticable the funds allocated to the project can be reallocated in a future SSYP to a like kind project, but it is quite difficult and potentially lengthy to do as it requires both VDOT and FHWA approval.

In conjunction with utilizing SSSYP allocations to improve the secondary road system, there are various other forms of funding being utilized or available: Congestion Mitigation and Air Quality (CMAQ) funds, Revenue Sharing, Regional Surface Transportation Program funds (RSTP), and Enhancement Grants. These are discussed further in an attachment. As we still do not have the details of impact, if any, of allocation reductions or qualifying guidelines, the County will continue to apply for these funds to improve roads in our Secondary System as well as our other road systems.

Completed Projects

The Board's adopted FY 2008-2013 SSSYP priority list contained three projects: Ironbound Road widening, Croaker Road spot improvements, and Mount Laurel Road spot improvements. Following is their status:

- **Mount Laurel Road Project** - Completed.
- **Ironbound Road Project** - About 78 percent of the funding of its \$14 million cost has been secured though its ad date of May 2010. However, staff understands that additional funding may be needed prior to FY 2010 to avoid slipping this date. VDOT is reviewing this and may have some further information at the Board's April 22, 2008, work session. Placement of the existing utilities underground should begin in 2008.
- **Croaker Road Project** - This project was planned to consist of lower-cost shoulder and ditch upgrades along a 1.87-mile section south of Croaker Landing Road similar to those done to the section of Ironbound Road between Jamestown Road and Sandy Bay Road. However, State design standards require a much more substantial rebuild of the road similar to that done to Centerville Road, resulting in a cost of \$1.3 million. While the project is fully funded staff recommends that it be cancelled due to its high cost, very low traffic volumes (1,227 average daily traffic or ADT), and location outside the Primary Service Area (PSA).

The FY 2008-2013 future candidate list included a left-turn lane at the Station at Norge and improvements to the Five Forks intersection. The left-turn lane has been built at the Station at Norge and construction at the Five Forks intersection will start this year.

Recommendations

Several background documents are attached to assist the Board in its selection of its Secondary System priorities. As noted above, one of these documents is the list of roads that are eligible to receive Federal funds. Other documents include a list of candidate projects for possible inclusion in the SSSYP and a letter from a citizen requesting improvement of Croaker Road. Also attached is a document requested by the Board that summarizes the various funding sources and programs available to the County along with a status report of projects funded under these programs.

Given the State and Federal funding changes, VDOT recommends that the County commit to a priority list that takes full advantage of projects that are qualified for Federal funding, and commit to not remove items from the list as it jeopardizes future use of the funds.

After considering the above, staff recommends that the Board give priority to projects that address the following criteria, with higher priority given to projects that address multiple criteria:

1. Project is eligible for Federal Secondary System funds.
2. Project is a completion of a partially funded project.
3. Project would otherwise require the use of County funds.

4. Project would improve safety.
5. Project would add capacity where additional capacity is currently needed.
6. Project is within the Primary Service Area.
7. Project would provide for non-motor vehicular forms of transportation.

As stated above, staff recommends the Board cancel the Croaker Road spot improvement project. VDOT has stated that the funds can be reallocated to other projects, including the Ironbound Road project. Staff further recommends that the Board adopt the following roads as its priorities for the FY 2009-2014 SSSYP, with the roads listed in order of highest to lowest priority:

1. Ironbound Road Widening

The widening of Ironbound Road is currently on the SSYP priority list. Ironbound Road will be widened to four lanes as follows: The segment between Strawberry Plains Road and Ironbound Square will be widened from two to four lanes with a landscaped median; from there to the Longhill Connector Road it will be widened to five lanes with a center-turn lane. Both segments will include shoulder-bike lanes and a multiuse path or sidewalk.

On the advice of previous County design consultants, a roundabout was considered at the Eastern State/Longhill Connector Road intersection. VDOT and County staff have reviewed traffic operations projections for a roundabout at this location and have concluded that delay and level of service with a roundabout will not be at acceptable levels. The design will now include a signalized intersection. Road drainage is being designed to avoid unsightly basins adjacent to the road. The option being utilized is the use of a large basin behind Ironbound Square to handle both the expanded neighborhood and the road.

Staff recommends keeping Ironbound Road as the No. 1 priority as it addresses most of the criteria above: it is a road that is eligible for Federal funds; it completes an almost fully funded current project; it addresses a current capacity deficiency; it is within the PSA; and it provides for non-motor vehicular forms of transportation.

2. Jolly Pond Road/Centerville Intersection

With the construction of the new school, the increased traffic will warrant a left-turn lane on Jolly Pond Road at the intersection of Centerville Road and a left-turn lane on Centerville Road onto Jolly Pond Road. These improvements are binding as they are part of the school's Special Use Permit (SUP). Financial and Management Services (FMS) has informed the Planning Division that bond money to be used for the school construction can also be used to pay for these improvements; however, FMS strongly supports using SSSYP money and using bond money as a last resort.

Staff recommends this as the Board's second priority. This project not only allows the use of non-County money on a project where that would otherwise be the case, it also meets the following additional criteria listed above: it is on a road eligible for Federal funds; improves safety; and is within the PSA. While capacity is not currently needed, it will be upon completion of the school.

3. Centerville Road/Longhill Road Intersection Improvements

The traffic impact analysis (TIA) associated with the SUP for Freedom Park recommends an independent left-turn lane from eastbound Centerville Road onto Freedom Park. The TIA also calls for an independent left-turn lane heading westbound on Centerville Road onto Longhill Road and, on Longhill Road, the extension of the right-turn lane onto Centerville Road. It also recommends a traffic signal.

Staff recommends this as the Board's third priority. This project not only allows the use of non-County money on a project where that would otherwise be the case, it also meets the following additional criteria listed above: it is on a road eligible for Federal funds; improves safety; adds capacity where capacity is currently needed; and is within the PSA.

4. Longhill Road Corridor Study

The 2003 Comprehensive Plan does not recommend widening Longhill Road between Season's Trace and Olde Towne Road due to anticipated significant impacts on land use, environmental and cultural resources, and community character, yet portions of this road are on the Comprehensive Plan's 2026 watch list due to anticipated traffic volumes. Longhill Road currently serves relatively high volumes of motor vehicles, pedestrians, and cyclists due to its mix of uses and densities. South of Olde Towne Road, Longhill Road has received a number of improvements for motorists, pedestrians, and cyclists. VDOT recently completed a shoulder-strengthening/paving project further improving cyclist and motorist safety. However, the section north of Olde Towne Road lacks similar improvements over most of its length.

Using Federal CMAQ funds, VDOT has studied the feasibility of adding shoulder-bike lanes and/or a multiuse path to address the pedestrian and cyclist deficiencies. However, VDOT's studies show that under the requisite Federal standards, neither improvement is feasible without substantial impacts and costs. Widening to accommodate additional lanes would have even more impacts.

With traffic volumes well over capacity south of the Season's Trace intersection, volumes approaching capacity north of Season's Trace, and with the possibility of more development along Longhill Road and in the area, staff recommends conducting a study to determine what options can realistically be implemented to increase capacity and improve safety for motorists, cyclist, and pedestrians as the Board's fourth priority. Given these factors, staff believes that evaluating the needs of all corridor users is the best approach rather than addressing them separately. The 2008-2009 Comprehensive Plan will also address transportation needs in this area, and both studies will be coordinated.

5. Olde Towne Road Straightening

This project was on last year's Candidate Project List. Improvements would increase the radius on the curve adjacent to the Colonies at Williamsburg timeshare development. Right-of-way for the straightening was reserved as part of the 2003 Master Plan and SUP approval for the Colonies. The project would also include shoulder strengthening along the entire length of the road.

This project meets the following criteria listed above: it is a road that is eligible for Federal funds; improves safety; and is within the PSA. Staff recommends these improvements as the Board's fifth priority.

6. Longhill Road/Ford's Colony Deceleration Lane

When heading southbound on Longhill Road towards Ford's Colony's entrance at Ford's Colony Drive, there is no deceleration lane for vehicles turning right onto Ford's Colony. With traffic volumes approaching two-lane road capacity and a 45-mile per hour speed limit, a deceleration lane is needed to improve safety and preserve through-lane capacity.

Staff recommends the addition of a deceleration lane onto Ford's Colony as the Board's sixth priority. This project meets the following criteria listed above: it is on a road eligible for Federal funds; improves safety; and is within the PSA.

7. News Road Shoulder Strengthening and Turn Lane

Last year's candidate list identified the need to eventually make improvements to News Road. Unlike newer roads, it lacks paved or strengthened shoulders and turn lanes in some locations. With the prospects of continued development along News Road, continued increases in traffic due to other development in the area, use by both motor vehicles and cyclists, the road's sharp curves and its current speed limits, staff believes improvements should be undertaken. In addition, the entrance onto Powhatan Secondary lacks a left-turn lane for motorists traveling west on News Road.

Staff recommends that shoulder strengthening and the addition of a left-turn lane onto Powhatan Secondary be the Board's seventh priority. These improvements will meet the above criteria: increase safety; provide for safer non-motorized forms of transportation, and be located within the PSA. In addition, the section needing improvement is sufficiently below the four-lane threshold to make a lower cost improvement such as this have reasonable life-span. Please note that the left-turn lane is proffered by a pending Ford's Colony rezoning case for a continuing care retirement community. Should it be approved, staff recommends that Ford's Colony provide the turn lane rather than using public funds.

8. Pedestrian Improvements

Several pedestrian improvement projects were listed on last year's candidate project list. One of these was improved pedestrian access to Mid-County Park from the surrounding neighborhoods. Improved access across Ironbound Road, News Road, and Monticello Avenue is currently needed, with the need increasing as development continues in the area.

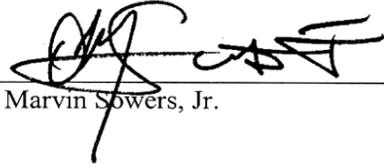
Staff recommends that pedestrian accommodations providing safer access across these roads be provided, including marked crosswalks, sidewalks and handicap ramps. These improvements will address the following criteria: improve safety; they are located within the PSA, and they provide for non-motor vehicular forms of transportation. These improvements should be coordinated with the Monticello Corridor Project which is currently in VDOT's FY 2008-2013 six year plan. (See attachments for more information)

9. Old News Road Improvements

Between Monticello Avenue and Powhatan Parkway, Old News Road has a high crown and narrow pavement section. These conditions present drivability and safety concerns. Traffic counts are unavailable, but anecdotal evidence suggests that it is increasingly being used as an alternate route between Monticello Avenue and News Road and as access to adjoining neighborhoods and businesses.

Staff recommends that the Board's ninth priority include improving road conditions through improvements such as, but not limited to, shoulder strengthening/paving and milling and resurfacing. These improvements will address the following criteria: improve safety and location within the PSA.

Staff recommends approval of the attached resolution outlining the above priorities.



O. Marvin Sowers, Jr.

CONCUR:

William C. Porter, Jr.

OMS/gb

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Attachments:

1. Future SSSYP Candidate list
2. Gary Massie's SSSYP request
3. Overview of Transportation Funding
4. List of Eligible Roads for FHWA Funds
5. Resolution

RESOLUTION

FY 2009-2014 SIX-YEAR SECONDARY SYSTEM ROADS PROGRAM

WHEREAS, Sections 33.1-23 and 33.1-23.4 of the 1950 Code of Virginia as amended, provides the opportunity for each county to work with the Virginia Department of Transportation in developing a Secondary System Six-Year Construction Program; and

WHEREAS, the James City County Board of Supervisors had previously agreed to assist in the preparation of the Program, in accordance with the Virginia Department of Transportation policies and procedures, and participated in a public hearing on the proposed Construction Priority List (2009) on April 22, 2008, after being duly advertised so that all citizens of the County had the opportunity to participate in said hearing and to make comments and recommendations concerning the proposed Priority List; and

WHEREAS, James W. Brewer, Residency Administrator, Virginia Department of Transportation, appeared before the Board of Supervisors and recommended approval of the Secondary System Six-Year Program (2009 through 2014) Construction Priority List (2009) for James City County; and

WHEREAS, the Commonwealth has reduced State funding for transportation to the point where it no longer meets the needs of the citizens of James City County.

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of James City County, Virginia, that although Six-Year Plan for Secondary Roads and the Construction Priority List for James City County ranks James City County's priorities in the proper order, the Plan lacks the funding required to complete the projects in a timely manner and thus does not meet the needs of the Secondary Road System in James City County or of its citizens.

BE IT FURTHER RESOLVED by the Board of Supervisors of James City County, Virginia, that since said Program improves the Secondary Road System in James City County, said Secondary System Six-Year Program (2009 through 2014) Construction Priority List (2009) is hereby approved as presented at the public hearing.

Bruce C. Goodson
Chairman, Board of Supervisors

ATTEST:

Sanford B. Wanner
Clerk to the Board

Adopted by the Board of Supervisors of James City County, Virginia, this 22nd day of April, 2008.

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Attachment # 1
Future Candidate Project List

Lake Powell Road Improvements

Improvements would strengthen the shoulders of this road past the entrance to Rolling Woods as was done to Ironbound Road between Jamestown Road and Sandy Bay Road. Currently, it is just 18-feet wide in some areas. This project would also improve drainage and visibility around curves. The improvements would be designed in a manor that would discourage drivers from speeding.

Due to the number of projects on higher volume roads this year, staff has not included this on its recommended SSSYP priority list.

Centerville Road Turn Lanes

Candidate intersections are at Jolly Pond Road, Adams Hunt Drive, Fox Ridge, Forest Glen, News Road, Greensprings Historical Park and at possibly other intersections. The northern segment of Centerville Road (between Richmond Road and north leg of Jolly Pond Road) is at capacity and should receive highest priority except where there are safety concerns. Future volumes and accidents should be monitored to determine improvements needs and priorities. Centerville Road along with all other major roads in the County will be evaluated to determine overall needs during the Comprehensive Plan.

Due to the listing of two of the four sections of Centerville Road on the “Watch” list for possible capacity improvements in the Comprehensive Plan and a preference to evaluate other large County needs concurrently in the Comprehensive Plan update, staff has not placed this project on its recommended SSSYP priority list.

Airport Road at Mooretown Road Turn Lanes

With the extension of Mooretown Road in York County, Airport Road has become an important connector road between two major arterial roads. County staff has identified the potential need for turn lanes (north and south bound) on Airport Road. A turn lane project at this intersection would require a joint venture with York County as half of the intersection is out of the County’s jurisdiction. Conditions should be monitored to determine future need. Airport Road along with all other major roads in the County will be evaluated to determine overall needs during the Comprehensive Plan.

Due to potential project costs and right of way issues, the lack of capacity information and a preference to review potentially large improvement needs concurrently during the Comprehensive Plan update, staff has not placed this project on its recommended SSSYP priority list.

Ware Creek Road Reconstruction

Staff has recognized the poor sight distance and inadequate width of Ware Creek Road. Reconstruction similar to Mt. Laurel Road would improve the sight distance and widen the road to allow for oncoming large vehicles to pass safely.

Due to the number of projects on higher volume roads this year, staff has not included this on its recommended SSSYP priority list.

Church Lane Shoulder Improvements

Improvements have been requested by citizens. Possible improvements include strengthening the crumbling shoulders and repairing and repaving the road surface.

Rather than placing this project on the County's SSSYP priority list, staff recommends that VDOT undertake this as a maintenance project similar to the one done on Ironbound Road.

Ironbound Road

Ironbound Road between Route 5 and News Road is at capacity. It also lacks paved shoulders like those installed in more recent widening projects. The addition of left turn lanes such as at Mid County Park would increase its capacity with fewer impacts to adjoining properties. Also, a short distance for transitional purposes south of News Road will be given additional lanes as part of the Monticello Corridor project. Ironbound Road along with all other major roads in the county will be evaluated to determine overall needs during the Comprehensive Plan.

Croaker Road

A citizen has identified a need to consider widening Croaker Road to four lanes from Route 60 to the JCC library. Other citizens have also requested the need for pedestrian and bicycle facilities along Croaker Road to connect Norge to the Library. Staff has also noted the absence of turn lanes into the Citizens and Farmers Bank and the lack of paved/strengthened shoulders as possible improvement needs. Croaker Road is on the eligibility list for federal secondary system funds and is within the PSA. The Comprehensive Plan projects only two lanes are necessary for 2026 volumes but places it in the "Watch" category. Current traffic volumes (9,246ADT) are below its two lane threshold capacity. Croaker Road along with all other major roads in the County will be evaluated to determine overall needs during the Comprehensive Plan.

Safety Improvements

Staff has received complaints about nighttime visibility of road lanes. Adding pavement reflectors on News, Monticello, Longhill, Ironbound, Centerville, Strawberry Plains, Old Town and Chickahominy Roads would significantly improve visibility and safety.

Bikeways

Citizens have requested modifications to the Longhill Road/Warhill Trail intersection to more safely accommodate cyclists. Currently, Longhill Road has shoulder bike lanes for cyclists traveling west, while Warhill Trail contains a multi-use trail along its west edge. Northbound cyclists on Longhill Road have to cross Warhill Trail to access the trail. A suggested option is to extend the multi-use path along the east side of Warhill Trail from Longhill Road to the Bill Run intersection so that cyclists traveling north on Longhill Road do not have to cross Mallard Hill Road to access the existing trail.

Due to the potential to use other funding sources such as CMAQ funds, staff has not placed this on its recommended SSSYP priority list.

Pedestrian Facilities

Due to increases in pedestrian traffic at certain intersections the need for retrofit sidewalks and pedestrian crossings in some locations is increasing. Some potential intersections include Croaker Road at Richmond Road and Longhill Road at Centerville Road. Other potential pedestrian improvements areas include Norge, Toano, New Town, Old Town Shopping Center, Monticello Marketplace Shopping Center and Colony Square Shopping Center. County staff is currently reviewing the sidewalk plan and will be bringing specific recommendations forward.

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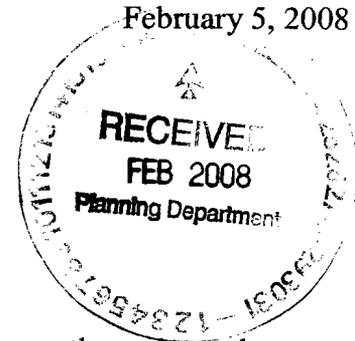
Marvin S,

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Mr. Sandy Wanner
James City County Administrator
101 Mounts Bay Road
Williamsburg, VA 23187

February 5, 2008



RE: Highway Improvement Croaker Road

Dear Mr. Wanner:

In regards to James City County's Highway Improvement Program, I recently spoke to the Planning Director, Marvin Sowers, and he directed me to write to you. I request that the James City County Board of Supervisors extend the four-lane divided highway from the intersection of Route 60 and Route 607 Croaker Road to the vicinity of Maxton Lane (James City County Library), as a needed improvement. The Right of Way for extending the four-lane divided highway was purchased when the road was constructed as part of the Interstate 64 improvements in the early 1970's.

Current development along the corridor is adding to the traffic volume. The road serves as a connector for the I-64 #231 interchange (a full four leaf clover) and primary Route 60, which is the main east-west commuter route. It is the main thoroughfare taken by our trucks when delivering aggregate materials to our markets. The # 231 interchange facilitates an excellent ingress and egress in both the east and westbound directions to the interstate system. The existing public facilities and increasing traffic volumes will be better served if the entire road is a four-lane divided highway.

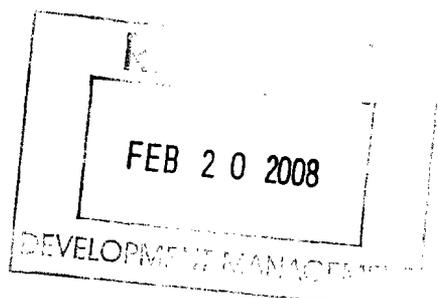
I request that a four-lane divided highway be constructed with a 16' wide raised median. The appropriate left hand turn lanes should also be constructed to accommodate the planned connection of Norge Crossing frontage road with Croaker Road, as well as the existing developments. I am attaching a plan which depicts this proposed intersection.

I appreciate the board's time and consideration. I am available to meet with you or the necessary staff to assist in estimating or providing public testimony to insure that this improvement is planned and built to meet the growing traffic needs in this area.

Sincerely,
Jack L. Massie Contractor, Inc.

Gary M. Massie
President

cc Jim Kennedy
Jim Brewer
Marvin Sowers



Attachment # 3

Overview of Major Non-Transit Transportation Funding Processes and Sources

Prepared by the James City County Planning Division

April 22, 2008

Planning Division staff has been requested to provide an overview of the funding processes and sources for non-transit transportation facilities. Funding for transportation facilities (roads, bikeways, pedestrian facilities, and beautification) comes from a variety of Federal, State, regional, County and private sources. While the list below is not exhaustive, it covers the major funding processes and sources used to construct transportation facilities and related improvements in the County. Please note that some types of transportation facilities can be funded through more than one process and may receive more than one type of funding.

1. VDOT Six Year Improvement Program (SYIP).

The Commonwealth Transportation Board (CTB) annually allocates funds to transportation projects Statewide in the SYIP. All localities (cities and counties) are invited to submit their priorities in the fall of each year; the CTB determines the actual allocations and then publishes them in the SYIP in the spring. The Board of Supervisors participates in the process by adopting a resolutions setting out its priorities. The SYIP is available on VDOT's web site at <http://syip.virginiadot.org>. To access the SYIP click on "Six Year Improvement Program" at the bottom of the page.

The SYIP process is highly competitive and the amount allocated to a locality can vary from year to year as there is no funding formula as is the case for Secondary System roads. Projects in the County that been funded recently through this process include the Route 199 extension and widening, Route 359 Relocation, Virginia Capital Trail, Route 60 Relocation and Grove interchange. While funding is allocated to other classes of roads and types of projects (i.e., public transportation, rail, airports, ports, bicycle, pedestrian), the majority of funds allocated through this process go to interstate, primary and urban system roads (roads numbered below 600). The SYIP document adopted by the CTB reflects not only projects funded through this process, but projects funded through other funding processes (i.e., secondary roads, enhancement grants, regionally funded projects, etc.).

The Board of Supervisors participated in VDOT's upcoming FY 2009-2014 SYIP by adopting its priorities on October 9, 2007. The Board adopted priorities include the following:

- **Route 60/Pocahontas Trail Relocation project.** In SYIP for preliminary engineering (PE) and right of way only; approximately 40% (\$32.3 million) of the \$81.4 million cost funded through 2010. Project has received funding through VDOT's SYIP process as well as through other processes such as the Regional Surface Transportation Program (RSTP) described below.
- **Route 60/Pocahontas Trail left turn lanes.** Includes adding left turns at remaining intersections east of Rt. 199. Not currently funded.
- **Monticello Avenue corridor project.** Includes improvements to Monticello Avenue west of Route 199, the Monticello/News Road intersection and News Road/Ironbound Road intersection. Project has \$860,000 allocated in SYIP by 2010 toward estimated cost of \$1.2 million; cost excludes PE and right of way. Project funds to date have come from the RSTP process and proffers.
- **Ironbound Road widening project.** About 78% (\$11.2 million) of the \$14.3 million cost funded in the SYIP through 2010. Additional funding needed prior to 2010 to maintain current ad date of May 2010. Utility relocation will begin this year. Project has received funding through VDOT's SYIP process as well as through other processes such as the RSTP and revenue sharing program processes described below.

Please note that the above cost estimates are subject to change as PE progresses.

VDOT has indicated that it has received requests for highway projects statewide totaling over \$20 billion for the upcoming FY 2009-2014 SYIP. However, VDOT's FY 2009-2013 revenue estimates (2014 estimates were not available) project that only \$3.6 billion will be available for interstate, primary, secondary and urban highway projects. VDOT will release its FY 2009-F2014 SYIP in June 2008.

2. VDOT Secondary System Six Year Program (SSSYP).

In the first quarter of each year VDOT works with the County to identify its priorities for improvements funded in the Secondary System Six Year Program. VDOT requires that the Board of Supervisors conduct a work shop to identify its priorities and hold a public hearing to solicit comment on the priorities. County priorities are then set out in a resolution adopted by the Board. Funds are primarily intended for roads numbered 600 and above, and may be used for construction, reconstruction, maintenance, repair, paving, bridge replacement, drainage, safety or rural additions.

Funds for the SYIP come from state and federal fuel taxes, vehicle title fees and sales tax and one-half cent of the State's general sales tax. Unlike the above funding process, VDOT annually allocates funding to each county according to a formula. The formula is based on population and

land area, with a 20 percent factor for area and an 80 percent factor for population. While the County identifies its priorities and the formula identifies a minimum level of funding for the County, actual project selections are determined by VDOT and then identified in the SSSYP.

Funding for the Secondary System has undergone some significant changes. State money has dramatically decreased (47% decrease projected for FY 2009), while Federal Highway Administration (FHWA) funding has increased to where it is now the larger portion. For example, funds projected to be available in FY 2009 include \$742,000 in State money and \$947,000 in FHWA money, for a total of \$1,679 million. While State funds can be applied to all secondary roads, only ten roads in the County qualify for the FHWA funds. These ten roads are identified on the attached list. Further, the federal funds require a 20 percent State match.

Examples of previous projects completed under this program include the Centerville Road and Forge Road widening projects and the Longhill Road/Olde Towne Road pedestrian improvements. Last year the program included only the following projects due to the high cost of first two projects:

- **Ironbound Road Widening.** Please see above section for status and comments.
- **Mount Laurel Road Curve Improvements.** Spot improvements completed.
- **Croaker Road Spot Improvements.** Planned improvements included lower cost spot upgrades to shoulders and ditches along a 1.87 mile section from Croaker Landing Road toward I-64 as was done to Ironbound Road just north of Jamestown Road. However, State standards require a much more substantial rebuild similar to that done for Centerville Road, resulting in a cost of \$1.3 million. Due to low volumes (1227 average daily traffic or ADT) and location outside Primary Service Area (PSA), staff recommends cancelling the project and reallocating the funds.

3. VDOT Revenue Sharing Program.

VDOT's Revenue Sharing program is an annual competitive funding program offering matching grants for highway construction, improvement or maintenance. Local funds are matched dollar for dollar up to an annual limit set by VDOT. The program is intended to provide funds for relatively small, immediately needed improvements or to supplement existing projects in the adopted SYIP. Funding may also be used for paving, improvements necessary to bring a road into the State system and other maintenance. Funds are normally expected to be used in the same fiscal year they are received. Each year the Board of Supervisors has an opportunity to participate in the fall or winter by adopting a resolution identifying its projects and guaranteeing its match.

The County has primarily used Revenue Sharing to supplement projects funded by other programs in order to construct them sooner than they could otherwise be built through those

programs alone. The widening of Route 199 is an example. In addition the County has used a small portion of these funds for highway beautification, including the landscaping along Route 199, Richmond Road Pocahontas Trail and Jamestown Road.

For FY 2008, VDOT established funding tiers, with Tier One projects receiving the highest priority. Tier one project was ones where the locality committed more than \$1.0 million in local funds. For those projects the State offered up to a \$1.0 million match. For FY 2008, the Board proposed \$1.1 million in County funds, with \$1 million for the Ironbound Road widening project and \$100,000 for roadway landscaping. VDOT approved the request, resulting in a total of \$2.0 million for Ironbound Road and \$100,000 for landscaping.

Acting in accordance with VDOT's initial schedule for FY 2009 proposals, the Board requested \$1.0 million in State funds, this time for both Ironbound Road and the Route 60 Relocation project. As its match, the Board pledged \$1.1 million, with \$1.0 million for the road projects and \$100,000 for roadway landscaping. However, after the Board adopted this request on February 26, 2008, VDOT notified all localities that it will postpone action on their requests pending anticipated changes to the funding criteria. As of this writing VDOT has not informed localities of any changes to the funding criteria.

4. Hampton Roads Regional STP and CMAQ Program.

VDOT sets aside two types of federal funding for allocation by the Hampton Roads Planning District Commission's (HRPDC) Metropolitan Planning Organization (MPO). These include Congestion Mitigation and Air Quality (CMAQ) funds and Regional Surface Transportation Program (RSTP) funds. Eligible organizations include HRPDC's member localities and transit agencies. Voting members on the MPO include elected officials and chief administrative officers from the member agencies and VDOT. For the years 1993 to 2010, the Hampton Roads region has allocated over \$180 million in CMAQ funds and \$358 million in RSTP funds.

MPO fund allocations generally coincide with passage of new federal transportation bills, and generally about every five to six years. The next MPO allocation is anticipated to occur in 2009. With the exception of a small reserve, all funds are allocated at one time. However, allocation adjustments are made in the interim as the federal funding situation changes. Localities can also request the MPO to modify their original allocation should project scope or costs change.

HRPDC has a formal application and ranking process for both CMAQ and RSTP funds. The ranking systems for both CMAQ and RSTP funds are based on criteria aimed at achieving specific program objectives, and project scoring plays a critical role in the allocation process. After scoring by HRPDC staff, the Transportation Technical Committee (TTC) reviews the rankings and recommends project funding. Staff members from HRPDC's member organizations sit on the TTC. The Committee's recommendations are then acted on by the MPO, which are then reviewed by VDOT and FHWA. However, the MPO's actions have stood the test of time since the implementation of this process in the early 1990's.

CMAQ funds are allocated according to the amount of air quality improvement expected per dollar spent. Projects are evaluated in terms of their projected impact on reducing emissions of volatile organic compounds and nitrogen oxides. Projects must also be considered regionally significant. Five different types of projects have been primarily funded with CMAQ money. These include (in descending order of funds allocated): signal integration and coordination; transit/transportation demand management/intelligent transportation systems; bicycle/pedestrian facilities; and intersection improvements. Projects such as new roads, road widening and major intersection modifications have not traditionally scored very high and have therefore not generally been funded at significant levels.

The County's generally lower traffic volumes and less dense core areas compared to other areas in the region makes CMAQ funding of capital-intensive projects a challenge. However, the County has had several projects funded with CMAQ funds, particularly bikeways, transit and relatively less intensive road and intersection improvements. To date, the following non-transit projects have been completed: Strawberry Plains Road shoulder bikeway, Jamestown Road Shoulder bikeway, and Centerville Road shoulder bikeway. Projects that have been funded and are in the current SYIP include the following:

- **Five Forks Intersection Improvements.** Fully funded; construction anticipated summer 2008.
- **Monticello Avenue corridor project.** Partially funded; CMAQ funding available in FY 2009 and FY 2010; cash proffer funding also received. (see above for more details)
- **Mooretown Road Shoulder Bikeway.** Completes bikeways along the last section and is being done in cooperation with York County. Fully funded; funds available FY 2010.
- **Airport Road Shoulder Bikeway.** Addresses section from Richmond Road to Mooretown Road to tie into existing bike lanes and improve railroad crossing. Preliminary engineering/feasibility study funded; funds available FY 2009.
- **Croaker Road Multi-use Trail.** Fully funded between Richmond Road and CSX Railroad, funds available FY 2009 and FY 2010.
- **Ironbound Road Shoulder Bikeway.** Addresses section between News Road and Jamestown Road. Fully funded; construction anticipated in 2009.
- **Longhill Road Shoulder Bikeway.** Preliminary engineering/feasibility study funded and undertaken. Study shows project is not feasible without substantial impacts and costs (approximately \$3-4 million construction cost with impacts to businesses, wetlands, etc.). Staff recommends pursuing as part of overall study of Longhill Road of motorist, cyclist and pedestrian needs as part of the FY 2009-2014 SSSYP.

- **Longhill Road Multi-use Trail.** Approximately 30 percent (\$960,000) of this \$3.3 million project funded. Preliminary engineering/feasibility study shows project is not feasible without substantial impacts and costs similar to the shoulder project. Staff recommends pursuing as part of overall study of Longhill Road of motorist, cyclist and pedestrian needs as part of the FY 2009-2014 SSSYP.

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CMAQ funds allocated prior to FY 2006 require a 20 percent local match. With the exception of the Ironbound Road and Longhill Road projects, none of the above requires a County match.

While CMAQ funding is primarily used to finance non-highway projects, the majority of RSTP funding goes toward highway projects. Evaluation criteria focus on improvements in congestion level and safety, traffic volumes, facility and equipment condition, linkages, accessibility and cost effectiveness as the major scoring points. Funding requests should also be regionally significant, unfundable or have a low probability of funding by present funding sources including the locality's other sources, or allow substantive progress to be made.

Six types of projects may receive RSTP funding. These include highways, transit, passenger and freight intermodal facilities, Intelligent Transportation Facilities (i.e., electronic message signs and associated hardware and software), Transportation Demand Management projects (i.e., ridesharing, commuter bus service) and planning studies.

As is the case for CMAQ funds, the County's comparatively lower traffic volumes and lower densities makes RSTP funding of capital-intensive projects a challenge. However, the County has received funding for some important projects. RSTP funds enabled the construction of the Monticello Avenue/Ironbound Road intersection well before the improvements would have been made as part of the Ironbound Road widening project. RSTP funds have also been allocated to the Ironbound Road widening project. RSTP funds were also used to construct the Colonial Parkway multiuse path connections from Lake Powell Road and Neck O'Land Road. Finally, RSTP funds have also been allocated to the Route 60 Relocation project in an amount sufficient to cover engineering and right of way acquisition.

5. James City County Budget.

The adopted FY 2008 County budget provides transportation funding in several sections. Matching funds are identified in the Nondepartmental section under the categories of "VDOT Road Match" and "Matching Funds-Grants." Their purpose is to provide the County's match for VDOT's Revenue Sharing Program and other non-County dollars allocated to projects such as those provided by the CMAQ program. The Capital Improvements Program (CIP) section also provides funding for road improvements. FY 2008 and FY 2009

funds are provided specifically for roads in the Ironbound Square CDBG project Area. Funds for roads in Ironbound Square are also included in the Community Development Fund section of the budget.

6. Proffers.

Developers have played a significant role in the provision of transportation facilities in the County primarily through proffers. This has included both dollars for off-site road improvements and actual road construction. An example of a major road and bikeway improvement built by a developer that has had benefits beyond the immediate development is Greensprings Plantation Drive. Developers also made significant cash contributions toward the construction of Monticello Avenue. More recently, developers have contributed dollars toward the improvement of the Monticello Avenue/News Road/Ironbound Road Corridor Project and the Five Forks intersection project. Other developers are obligated to make significant future off-site improvements such as those that will be made by the developers of the Stonehouse Planned Community.

During the 2008 Virginia General several bills were offered that would have had a significant impact on the role proffers play in the provision of off-site transportation facilities. While the legislation was not adopted, it or other versions will likely be considered in the 2009 General Assembly session.

While the above funding processes and sources are the major ones relied upon by the County for transportation, there are still others that have been used in the past or could potentially be useful in the future. VDOT provides access grants for economic development sites, airports and recreation facilities. The economic development program was used by the County to construct roads in the James River Commerce Center. VDOT also offers Enhancement Grants for non-traditional transportation-related projects, and the County has taken advantage of these. As a result, several Enhancement Grants for the relocation and restoration of the Norge Depot have been received. The County has also received an Enhancement Grant to perform a feasibility study/preliminary engineering to eliminate an at-grade crossing of the Virginia Capital Trail where it crosses Route 5. VDOT also offers a Safe Routes to Schools grant program. Its purpose is to provide safe bicycle and pedestrian routes to elementary and middle schools. As a principal liaison to VDOT, the Planning Division continues to monitor the introduction of new grant programs and coordinate with County departments that may have a needy project.

Attachment #4

Provided by VDOT Williamsburg Residency April 8, 2008

Secondary Roads Eligible for FHWA Funds

JAMES CITY COUNTY - SECONDARY ROADS - FHWA ROUTES

ROUTE

607 — Croaker Road
612 — Longhill Road
614 — Centerville Rd
615 — Ironbound Road
616 — Strawberry Plains
617 — Lake Powell Rd
646 — Newman Road
658 — Olde Towne Road
681 — Sandy Bay Road
700 — Brookwood Road

FROM:

Route

60 — Richmond Road
614 — Centerville Rd
60 — Richmond Road
612 - Longhill Road
615 - Ironbound Road
700 — Brookwood Dr
York County Line
612 - Longhill Road
615 - Ironbound Road
612 - Longhill Road

TO:
Route

606 — Ware Creek Road
615 — Ironbound Road
31 — Jamestown Road
681 — Sandy Bay Road
5 and 199
618 — Lake Powell Road
606 - Riverview Road
60 — Richmond Road
31 - Jamestown Road
60 — Richmond Road