



Date of Council Meeting: December 7, 2015

Information Memo

TOWN OF LEESBURG TOWN COUNCIL WORKSESSION

Subject: Dulles Greenway Extension

Staff Contact: Scott E. Parker, AICP, Assistant Town Manager
Tom Mason, PE, Assistant Town Manager

Council Action Requested: None at this time. This information is provided to help Town Council form an opinion as to the whether or not to pursue a Town Plan Amendment to eliminate the Greenway Extension from the Town Plan Roadway Network Policy Map.

Staff Recommendation: None at this time.

Commission Recommendation: Not applicable at this time. The Planning Commission would provide a recommendation to the Town Council for any proposed changes to the Town Plan.

Fiscal Impact: None at this time. If Council pursues a Town Plan Amendment to eliminate the Greenway Extension from the Town Plan Roadway Network Policy Map, a Traffic Impact Analysis will be required. The estimated cost ranges from \$15,000 to \$30,000 dependent upon the scope of work.

Work Plan Impact: A Town Plan Amendment related to the Greenway Extension is not currently contemplated in the current work plan for the Department of Planning and Zoning, and would require prioritization by Town Council. Although it is anticipated that a Traffic Impact Analysis would be conducted by a consultant, management of the consultant, working with VDOT on the results of the analysis, and the related case for the amendment would require staff resources, which includes preparation of the amendment and the required public hearings.

The list below includes active projects and projects which have previously been initiated by Council that remain on the Department of Planning and Zoning work plan:

- Mobile Hope text amendment – A Planning Commission Public Hearing was held on November 5, 2015 and it was referred to a work session. Anticipated for Town Council Public Hearing on January 26, 2015.
- 2015 Zoning Ordinance Batch - Planning Commission Public Hearing was held on November 19, 2015 with continued discussion on December 17, 2015. Town Council Public Hearing is anticipated for January 26, 2016.
- Floodplain Ordinance – On hold pending completion of key land development applications. Anticipate resumption of staff work in winter/spring 2016 with

Planning Commission and Town Council public hearings in Spring/early summer 2016.

- East Market Street Small Area Plan – Staff anticipates starting this project in January with a completion by the end of the year 2016.
- Low Impact Development regulatory changes – The start date of this project has been planned upon the completion of the Floodplain Ordinance. However, it should not start before the completion of the East Market Street Area Plan. As such, staff anticipates this starting in 2017. This project is expected to take approximately six to eight months.

Should Town Council wish to initiate work on a Town Plan amendment for the Greenway Extension, staff recommends that this work not be started until the text amendments for Independent Living Residence (Mobile Hope) and the 2015 Batch are acted on by Council and completed.

Executive Summary: As part of the Crescent Parke Rezoning application (TLZM-2013-0006), the Applicant has shown a 90 foot property reservation through the property adjacent to the Virginia Knolls neighborhood in order to accommodate a future right of way for a road segment shown on the Town Plan Roadway Network Policy Map as the “Greenway Extension” (See Attachment 1). Although no plans have been approved to fund this project, this link of road has been shown in the Town Plan for many years as a significant reliever of traffic in the future for this section of Town.

During the Crescent Parke public hearing on October 13, 2015, neighbors adjacent to the development proposal and to the Dulles Greenway Extension right of way expressed an interest in receiving more information on the roadway, and the process necessary to potentially remove this road segment from the Town Plan.

Background: The extension of the Dulles Greenway is a feature identified on the *Town Plan's* Roadway Network Policy Map. This planned road improvement was identified in the 1986 *Town Plan* as the “Harrison Street” extension. The road was planned as a four-lane Through Collector intended to by-pass existing townhouses (Virginia Knolls subdivision), and to be aligned with a future interchange on the Route 15 Bypass. That interchange has been constructed and is known as the Dulles Greenway interchange (See Attachment 5). The road was intended to take pressure off of the Route 15 Bypass, South King Street, and Sycolin Road to better disperse increased traffic entering and leaving downtown Leesburg.

In 1988, the Town Plan recommended updating the conceptual design to accommodate an extension of the Phase II Dulles Toll Road plans (i.e., the Greenway). The alignment of the Greenway Extension toward downtown Leesburg would essentially become the Harrison Street Through Collector Road. The Town Council adopted a resolution (Res. No. 89-257) on December 12, 1989 endorsing a Town Plan Amendment that endorsed a conceptual alignment of the extension inside the Bypass. The resolution and conceptual alignment are included as Attachments 2 and 3.

The Crescent District Master Plan included an updated traffic impact analysis that was completed by Kimley-Horn and Associates in 2009. This particular Traffic Impact Study

was comprehensive, and included four proposed amendments to the Town Plan. One of these amendments was the proposed removal of the Greenway Extension. A presentation describing the proposed amendments was made to Town Council at its January 11, 2010 work session, and an amendment to remove certain segments of the planned roadway network was initiated by Council at its May 11, 2010 regular meeting. These included:

- Removal of the planned Keystone Drive overpass crossing East Market Street (Virginia Route 7) and show Keystone terminating in cul-de-sacs north and south of Route 7. (Attachment 6)
- Removal of the planned segment of Trailview Boulevard between Battlefield Parkway and Keystone Drive. (Attachment 6)
- Removal of the planned Battlefield Parkway overpass crossing Russell Branch Parkway resulting in an at-grade intersection. (Attachment 6)

The Dulles Greenway Extension portions of the transportation analysis were not included in this Town Plan Amendment initiation request (TLTA-2010-0001) or within approved Ordinance 2010-O-027 (Attachment 4). A Town Plan Amendment to remove the Greenway Extension has not been discussed since that time.

Virginia State Code requires that a traffic impact analysis be jointly reviewed by the Virginia Department of Transportation (VDOT), and a jurisdiction for amendments to comprehensive planning documents. During the review of the proposed plan amendment referenced above, VDOT's response indicated that removal of the Greenway Extension to Catocin Circle would have negative consequences to the surrounding road network as follows:

- 25% of the traffic using the Greenway would use the Extension Road instead of the By-Pass.
- A "no-build" scenario of the Greenway Extension would increase daily traffic on Route 15, north of the By-Pass, by 60%.
- A "no-build" scenario of the Greenway Extension would increase daily traffic on the By-Pass by 15%.
- Less than 5% of the daily traffic would be "cut-through" meaning 95% of the daily traffic either begins their trip or ends their trip within Leesburg.

As a result, VDOT did not support removal of the Greenway Extension, and concluded that the Greenway Extension Road is an essential future improvement. Consequently, the Greenway Extension was retained as part of the Town Plan Road Network Policy Map by the Town Council although a planned connection of this roadway segment to Gateway Drive was removed. It should be noted that a general alignment of the road is provided in the Town Plan, and can be flexible in its general location.

The traffic proposed by the Crescent Parke development will impact the South King Street interchange. The traffic study includes analysis for a "build-out" condition, a build-out plus six (6) years condition, and a build-out plus 20 years condition. The build-out plus 20 year condition included the Greenway Extension as a constructed roadway. The applicant's transportation study addresses the Greenway Extension by stating:

“A long term mitigation of these movements [referring to the operation of South King Street interchange] is expected to occur with the Greenway Extension. By opening up this corridor to the Leesburg central business district, a ‘spreading’ of traffic demand would be expected for each of the ramp movements.”

The applicant’s study also indicates that the Greenway Extension will be built in the future, and it will lessen the impact of future traffic on the South King Street Interchange. The study does not state, however, that the roadway is needed for the applicant’s traffic to work for the development.

The applicant for Crescent Parke does not proffer any actual construction of the Greenway Extension. Instead, in Proffer #2.2.3.1, the Applicant proffers to reserve “a 90-foot wide strip of land along the eastern Property boundary in substantial conformance with Sheet 2 of the CP [Concept Plan] for the construction of the Dulles Greenway Extension as provided in the Town Plan.” (Attachment 1).

The proffer also requires the applicant to install two signs warning residents of the planned use of the reservation area, and allows the area to be used as open space with a trail until such time as the area is dedicated for public street purposes. Proffer #2.2.3.2 states the applicant shall dedicate the property “upon approval of the construction plans for the roadway extended to Harrison Street or Catoclin Circle to be prepared by others upon full funding or bonding of the improvements to be constructed by others . . .”.

However, this condition will automatically expire if the dedication has not occurred within 21 years from the date of approval of the Crescent Parke rezoning. Staff notes that this condition for a time limit on full funding or bonding has not been contemplated by VDOT.

As proffered on the Concept Plan, several proposed townhomes are less than 10 feet from the Greenway Extension right-of-way, and at least seven existing townhomes in Virginia Knolls are within 30 feet. Should the Greenway Extension be constructed, there will likely be no buffers to shield any of these homes from the impact of the traffic. Again, it should be noted that a general alignment of the road is provided in the Town Plan, and can be flexible in its general location. The roadway is not required to be in the location shown on the Crescent Parke Concept Plan. As long as the connection is accommodated, the final location can be flexible.

In order to remove the Greenway Extension, Town Council must initiate a *Town Plan* Amendment which would require the following:

- A traffic scoping meeting with VDOT;
- Traffic counts in multiple locations;
- Preparation of a traffic impact analysis by a private contractor; and
- Review by both VDOT and Town staff.

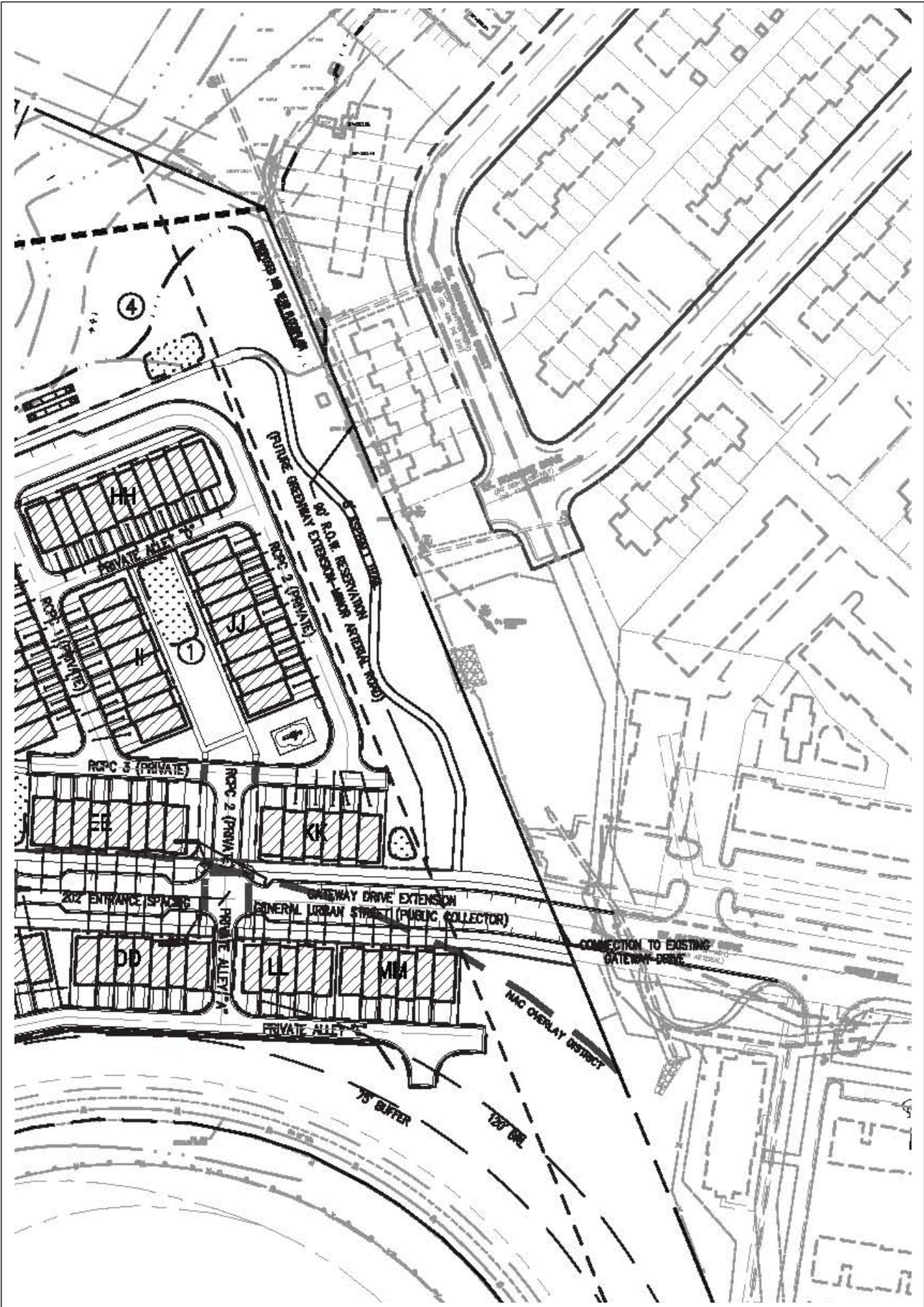
A traffic analysis is required by State law to understand the impact of the removal of the Greenway Extension, its impact to VDOT roadways, and any street widening or interchange alteration necessary as a result. This study is estimated to cost between \$15,000 and \$30,000 dependent upon the scope of work.

Preliminary conversations with VDOT have indicated that the Greenway Extension, while being a critical component of VDOT's long range forecasting for traffic alleviation in the vicinity, is not included on VDOT's long range transportation map which tends to focus on more regional roadway sections. It is also not included on the County's Comprehensive Transportation Map. As such, should the Town Council determine that removal of the Greenway Extension from the Town Plan is warranted, the Town would not face ramifications from VDOT in the form of jeopardized road maintenance funds or other actions.

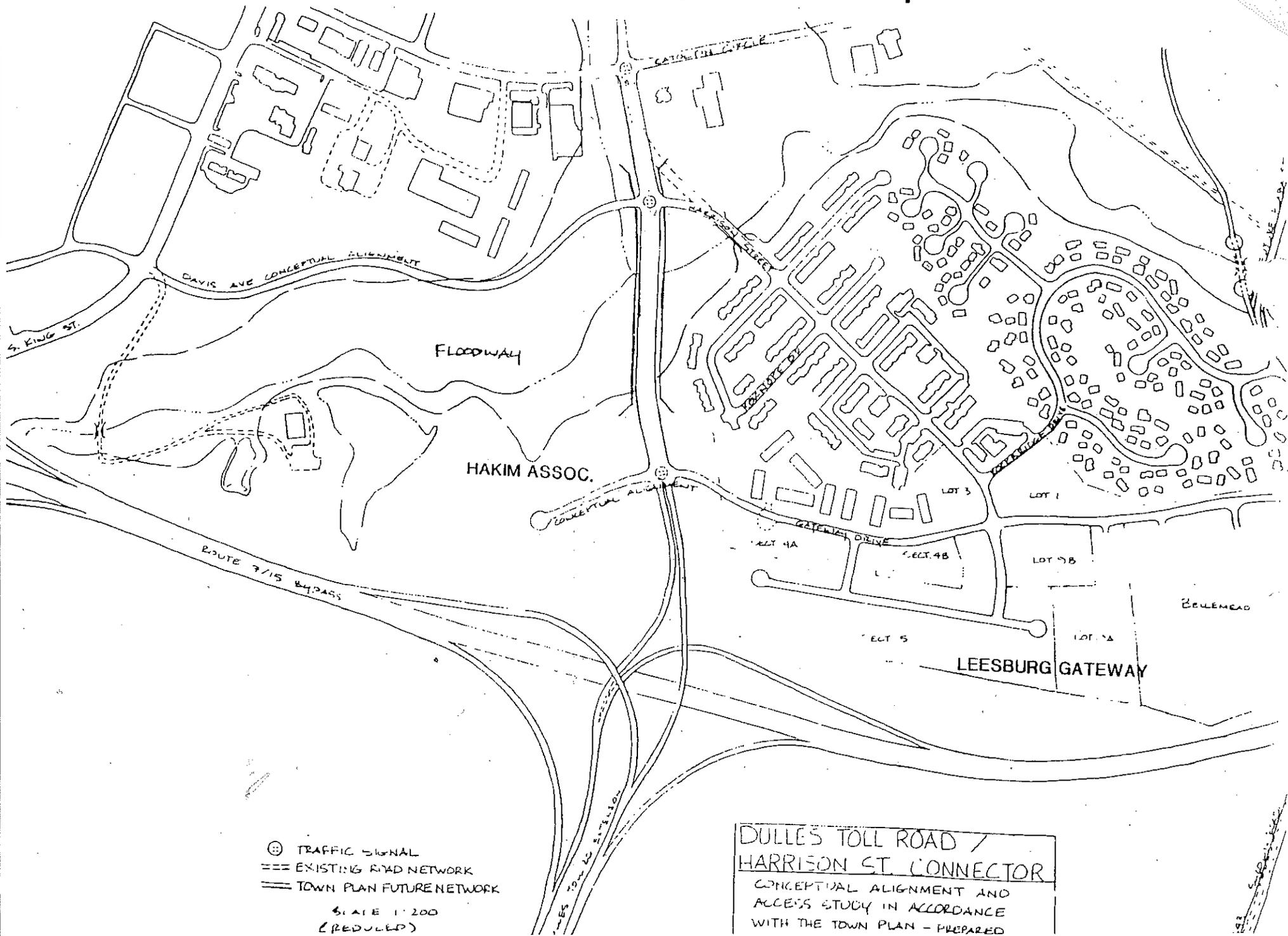
Long term planned transportation improvements for the Greenway Extension and vicinity are not on any Town of Leesburg, Dulles Greenway Corporation, or VDOT capital improvement plan. However, the South King Street interchange is already experiencing deficient levels of service without any planned improvements. Although the Crescent Parke applicant has proffered a contribution toward future signalization of a South King Street interchange ramp, the contribution will not cover the total cost of the signalization, and changes to create appropriate turning lanes.

Ultimately, it is the Town Council's authority to make the decision to either leave the Dulles Greenway Extension on the Town Plan or to remove it.

- Attachments:
- 1) Greenway Extension Reservation; Crescent Parke Concept Plan
 - 2) 1988 Plan of Greenway Extension
 - 3) Resolution No. 89-257; conceptual alignment endorsement
 - 4) Ordinance 2010-O-027; approving certain transportation improvements
 - 5) Aerial view of Dulles Greenway Interchange
 - 6) Roadway changes from TLTA-2010-0001



Phase I Preliminary Access Report



*The
Town
of*
Leesburg in Virginia

RESOLUTION NO. 89-257

PRESENTED December 12, 1989

ADOPTED December 12, 1989

A RESOLUTION: ENDORSING THE DULLES TOLL ROAD/HARRISON STREET CONNECTOR STUDY - PHASE I, PRELIMINARY ACCESS REPORT PREPARED BY TOWN OF LEESBURG STAFF

WHEREAS, the Transportation Policy Map element of the Town Plan 1986, as amended, reflects the conceptual alignment of a new minor arterial road between the future interchange of the Dulles Toll Road Extension (Route 267) inside the Route 7/15 Bypass to the intersection of relocated Harrison Street at Catoctin Circle; and

WHEREAS, the November 1988, Town Plan update provided that the town should re-evaluate this conceptual minor arterial connector road; and

WHEREAS, due to the increased pace of planning for the Dulles Toll Road Extension, a contract for engineering services was awarded to Kamber Engineering, Inc. on April 12, 1989, following Town Council authorization, to investigate the feasibility of the conceptual connector road, and to determine whether the proposed Toll Road/Bypass interchange design would accommodate an extension inside the Bypass; and

WHEREAS, Kamber Engineering, Inc. in association with Bellomo-McGee, Inc. prepared an analysis dated November 3, 1989, including traffic generation projection and a roadway design/alignment analysis; and

WHEREAS, this analysis, which was presented to the Planning and Zoning Committee of the Town Council on November 8, 1989, recommended that the conceptual connector road remain a part of the Town Plan transportation policy map. The roadway network proposed by Kamber Engineering, Inc., however, did not conform to the adopted conceptual roadway network of the Town Plan and did not achieve appropriate inter-parcel connections; and

WHEREAS, in response to concerns raised regarding the estimated costs and benefits of the conceptual toll road connection inside the bypass, as well as access to the connector proposed by Kamber,

the town manager's office directed the town's Planning, Engineering, and Public Works departments to further evaluate this conceptual transportation network; and

WHEREAS, town staff prepared a conceptual alignment and access study map dated November 28, 1989 in accordance with the Town Plan as part of a Phase I Preliminary Access Report dated December 1, 1989 to Mayor and Council, which can physically implement the Town Plan road network in this area:

THEREFORE, RESOLVED by the Council of the Town of Leesburg in Virginia as follows:

SECTION I. The Leesburg Town Council hereby endorses the Dulles Toll Road/Harrison Street Connector Study - Phase I Preliminary Access Report dated December 1, 1989, including the conceptual alignment and access study map dated November 28, 1989, as prepared by Town of Leesburg staff.

SECTION II. The Manager is directed to prepare the Phase II Cost/Benefit Analysis based on the Phase I Preliminary Access Report conceptual alignment, in lieu of the proposed Kamber Engineering, Inc. roadway design/alignment analysis.

PASSED this 12th day of December, 1989.

Robert E. Sevila, Mayor
Town of Leesburg

ATTEST:

Clerk of Council

R:Tollroad

The Town of
**Leesburg,
Virginia**

PRESENTED: December 14, 2010

ORDINANCE NO. 2010-O-027

ADOPTED: December 14, 2010

AN ORDINANCE: APPROVING TOWN PLAN AMENDMENT TLTA-2010-0001, REMOVING CERTAIN PLANNED ROADWAY IMPROVEMENTS FROM THE TOWN PLAN, AND MAKING TEXT CHANGES TO THE TOWN PLAN NECESSARY TO BE CONSISTENT WITH THE PROPOSED AMENDMENT TO THE ROAD NETWORK POLICY MAP

WHEREAS, Town Council initiated a Town Plan amendment to remove certain planned roadway improvements from the Town Plan; and

WHEREAS, the Planning Commission held a Public Hearing on July 15, 2010; and

WHEREAS, the Planning Commission held a meeting on October 7, 2010 with continued discussion of the amendment; and

WHEREAS, the Planning Commission held a meeting on November 18, 2010 with continued discussion of the amendment; and

WHEREAS, the Planning Commission recommended approval on November 18, 2010; and

WHEREAS, staff recommends approval; and

WHEREAS, Town Council has determined the proposed amendment is based on sound planning principles; and

WHEREAS, Town Council has determined that the proposed amendment will serve the public necessity, convenience and general welfare.

THEREFORE, ORDAINED by the Council of the Town of Leesburg in Virginia that Town Plan amendment TLTA-2010-0001 for the removal of certain planned roadway

AN ORDINANCE: APPROVING TOWN PLAN AMENDMENT TLTA-2010-0001, REMOVING CERTAIN PLANNED ROADWAY IMPROVEMENTS FROM THE TOWN PLAN, AND MAKING TEXT CHANGES TO THE TOWN PLAN NECESSARY TO BE CONSISTENT WITH THE PROPOSED AMENDMENT TO THE ROAD NETWORK POLICY MAP

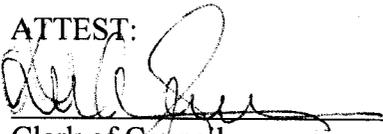
improvements from the Town Plan, with necessary text changes to be consistent with the proposed amendment to the road network policy map, as follows, is hereby approved:

1. Remove from the Road Network Policy Map, the Keystone Drive Overpass Crossing Route 7.
2. Amend the Road Network Policy Map to Show Keystone Drive Terminating in Cul-de-sacs to the north and south of Route 7.
3. Revise the text on Page 79 of the Transportation Element, Transportation Corridor Objectives, Keystone Drive, to delete Objective Number 3, which states "Construct an overpass over Route 7".
4. Remove from the Road Network Policy Map, that section of Trailview Boulevard between Keystone Drive and Battlefield Parkway.
5. Remove from the Road Network Policy Map the overpass at the intersection of Russell Branch Parkway and Battlefield Parkway, stipulating that the resulting at-grade intersection must meet all VDOT standards.
6. Revise the text on Page 79 of the Transportation Element, Transportation Corridor Objectives, Russell Branch Parkway (Trailview to East corporate limits) to replace Objective Number 4, which states "Construct an overpass over Battlefield Parkway" with "the location of the at-grade intersection with Battlefield Parkway to be compatible with the design for the Battlefield Parkway/Route 7 interchange in accordance with all VDOT standards".

PASSED this 14th day of December, 2010.


Kristen C. Umstattd, Mayor
Town of Leesburg

ATTEST:


Clerk of Council



Road Segments removed from Town Plan via TLTA-2010-0001

Removal of Russell Branch/Battlefield Parkway overpass

Removal of Keystone Drive Overpass

Removal of Trailview Blvd (General Location)

