



Date of Council Meeting: August 9, 2016

**TOWN OF LEESBURG  
TOWN COUNCIL MEETING**

**Subject:** Dulles Greenway Extension

**Staff Contact:** Michael Watkins, Senior Planner, Department of Planning and Zoning

**Council Action Requested:** Initiation of a Town Plan Amendment to remove the Dulles Greenway Extension from the Town Plan's Roadway Network Policy Map.

**Staff Recommendation:** Staff supports the initiation to study the removal of the Dulles Greenway Extension.

**Commission Recommendation:** Not applicable at this time.

**Fiscal Impact:** The cost to conduct the relevant traffic study cannot be confirmed at this time. Should Council approve the initiation of an Amendment to remove the Dulles Greenway Extension from the Town Plan, staff will need to return to Council later in the fall with actual costs once the scope of work is confirmed.

**Work Plan Impact:** The work impact of this amendment will be significant. Staff will need to contract with a transportation consultant to develop the study, work with VDOT on review of the study, and conduct the public hearing process needed to amend the Town Plan.

Placement of newly initiated work in the Department of Planning and Zoning work queue is based on a combination of considerations including: date initiated, priorities of Council, legal considerations, priorities of the Town Attorney and/or Town Manager, staff availability, expertise needed, and level of difficulty. If the proposed project is initiated, Council should state if it is a priority and if so, how staff should address it given the existing work projects (see Attachment 3).

**Executive Summary:** This memo provides preliminary considerations in advance of an initiation to amend the Town Plan's Roadway Network Policy Map to remove the Dulles Greenway Extension.

**Background:** The removal of the Dulles Greenway Extension has been discussed by previous Town Councils. Included in this memo is a history of previous Council decisions. In addition, staff has provided an abbreviated narrative of the process required to amend the Town Plan recommended scenarios for the traffic impact analysis, and suggests a VDOT project that may be utilized to offset costs and timing of the necessary analysis to remove the Dulles Greenway Extension.

**1. History:** A timeline of the future Dulles Greenway Extension is provided below:

- December 1989: Resolution 89-257 was adopted by Council and included a staff-recommended alignment for the future Dulles Greenway Extension.

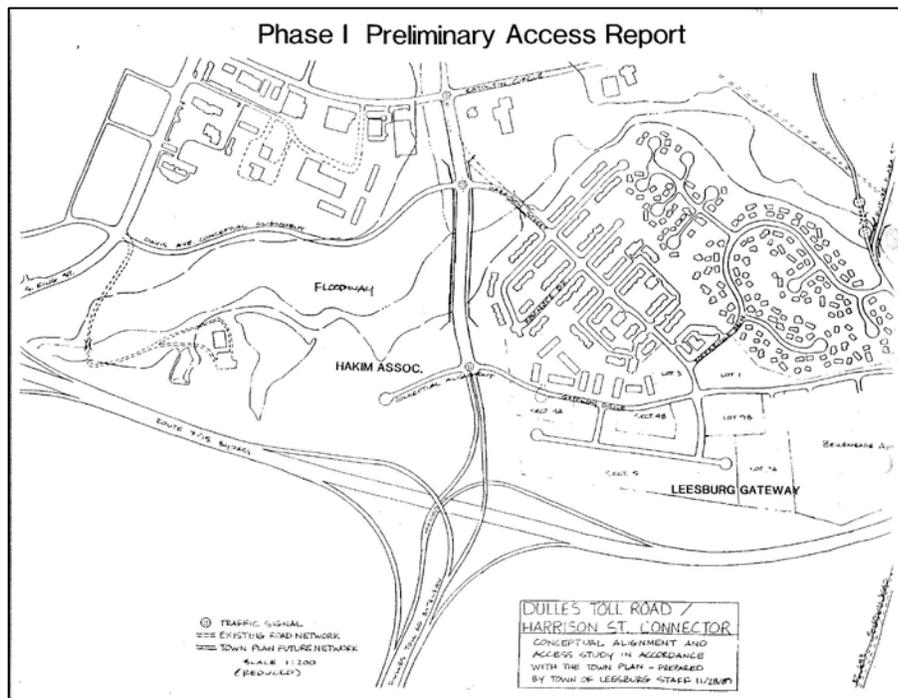


Figure 1, Staff Recommended Greenway Alignment in 1989

- August 1997: The Transportation Policy Map was revised to depict the future Dulles Greenway Extension.
- December 2009: The Greenway Extension was revisited during the Town Plan update for the Crescent District in December of 2009. A detailed traffic impact analysis was not completed for this study. The analysis was an “order-of-magnitude” comparison for the proposed removal of the Greenway Extension. The model used for previous analyses included the planned Greenway Extension. Essentially, the analysis redistributed historical vehicle trips on the existing network, *excluding* the Greenway Extension from the model.

VDOT concluded that removal of the Extension was too severe of an impact affecting local roadways and the National Highway System (7/15 Bypass) and that the Extension should not be removed. Following VDOT’s recommendation, Council did not remove the extension from the Town Plan’s Roadway Policy Network Map.

- January 2013: The Crescent District update provided new maps specific to the Crescent District Master Plan area, including the Crescent District Future Streets Policy Map. The Greenway Extension was not omitted from the Future Streets Policy Map. Connections points were included on the map instead of a tentative alignment of

the road in an effort to allow flexibility in the design and alignment of the road as well as to allow for site planning flexibility for property development in the area.

Staff notes that the limited analysis to date indicates that the Dulles Greenway Extension is a vital future improvement to the Town's planned roadway network. Removal of this future connection should only be considered in conjunction with a detailed traffic impact analysis.

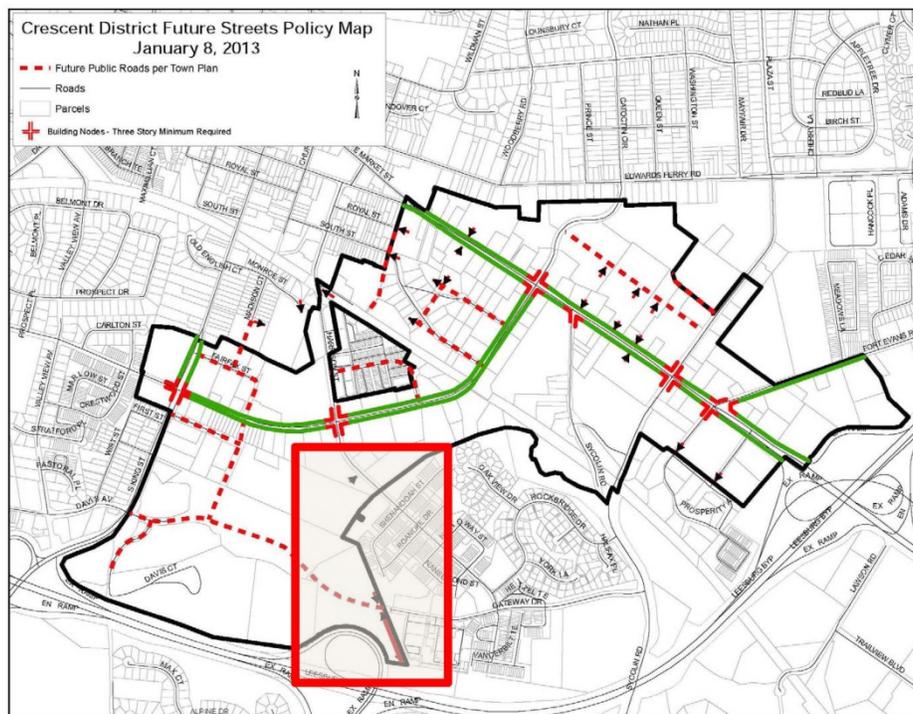


Figure 2, Future Streets Policy Map

- 2. Regulatory Process:** The Virginia State Code requires referral of Town Plan Amendments to VDOT for its review and comment. Section 15-2.2222.1 of the Virginia Code states:

*Prior to adoption of any comprehensive plan pursuant to § 15.2-2223, any part of a comprehensive plan pursuant to §15.2-2228, or any amendment to any comprehensive plan described in § 15.2-2229, the locality shall submit such plan or amendment to the Department of Transportation for review and comment if the plan or amendment will substantially affect transportation on state-controlled highways*

Only after the expiration of the VDOT 90-day review period, can Council act to approve a Town Plan amendment removing a road segment from the Town Plan.

The preparation of transportation analysis includes:

- Defining a scope of work with VDOT including scenarios
- Gathering data; for example, traffic counts and accident reports
- Modeling the data
- Preparing a draft report for VDOT review

The processing of Town Plan Amendments includes Planning Commission input. The Planning will need to advertise and hold a public hearing. The Planning Commission can suggest changes, and/or make a recommendation at the conclusion of the Commission's public hearing.

Staff estimates a nine to twelve (9 to 12) month timeframe to process the Town Plan Amendment. This timeframe includes an analysis period, VDOT's review, and completion of the Planning Commission's public hearing process.

**3. Scenarios:** Different development scenarios are typically included with traffic impact analyses. Staff recommends the following sequence of scenarios:

- a. No-Build Scenario: This scenario removes the Dulles Greenway Extension to Catoctin circle. Included in this scenario is the connection of Davis Avenue and Gateway Drive, connected through adjacent property, as was proposed with the Crescent Parke rezoning application.

This scenario is included due to a preference by Councilmembers to eliminate the Dulles Greenway Extension.

- b. 2-lane Dulles Greenway Extension: This scenario proposes that the Dulles Greenway Extension be constructed as a two-lane road. Davis Avenue and Gateway Drive are also connected through adjacent property, as was proposed with the Crescent Parke rezoning application.

This scenario is included in the event that the removal of the Dulles Greenway Extension results in severe deficiencies in levels of service associated with Bypass and South King Street interchange and the weaving issue for westbound traffic on the Bypass.

- c. 4-lane Dulles Greenway Extension: This scenario proposes that the Dulles Greenway Extension be constructed as a four-lane road. Davis Avenue and Gateway Drive are also connected through adjacent property, as was proposed with the Crescent Parke rezoning application.

This scenario is included in the event that a two-lane Dulles Greenway Extension results in severe deficiencies in levels of service associated with Bypass and South King Street interchange and the weaving issue for westbound traffic on the Bypass.

4. **Other VDOT Sources:** On August 2, 2016, staff was briefed on a project that will provide support for the required analysis to remove the Dulles Greenway Extension. A VDOT program called STARS (Strategically Targeted and Affordable Roadway Solutions) includes various projects throughout the Commonwealth of Virginia. There are two Northern Virginia projects, one of which includes a portion of the Route 7 corridor from the Dulles Greenway to the Route 9 interchange. The purpose of this STARS project is to examine and recommend safety improvements for the Route 9 roundabouts and congestion relief for eastbound traffic on Route 7. The analysis for this project will include the South King Street and Bypass interchange. Typical traffic impact analyses look at two milestones; a buildout year; and buildout plus 20 years. The STARS project has a much shorter horizon, 2025, due to the fact that recommended improvements will be implemented within a shorter timeframe. Additional analysis is needed for the buildout plus 20-year milestone.

The STARS project for the Route 7 Corridor will benefit the analysis needed for the proposed Town Plan Amendment to remove the Dulles Greenway Extension; however, additional analysis will be required. Staff will be consulting with VDOT and their consultant to explore opportunities to economize the additional analysis beyond 2025. After initiation of the Town Plan Amendment, staff will need to brief Council regarding the pending costs to complete the required traffic impact analysis. As mentioned earlier, a funding source has yet to be identified to fund the required analysis.

#### **Attachments**

1. Draft Resolution to Initiate a Town Plan Amendment
2. List of Department of Planning and Zoning work plan items

## Attachment 2

### Current List of Zoning text and Town Plan Amendments for the Department of Planning and Zoning – August 9, 2016

- 1) Floodplain Ordinance. Initiated in 2013. Status: Restarted in June 2016 and estimated to move forward in the public hearing process this fall.
- 2) Sign Ordinance. Initiated in November, 2015. Status: Staff work began in March and is progressing. Public hearings are planned for September and October.
- 3) Telecom/Small Cell. Initiated in February, 2016. Status: Public Hearing held at the Planning Commission and discussion on amendment continues. Council Public Hearing anticipated for October.
- 4) Flex Industrial. Initiated in February, 2016. Status: Town Council Public Hearing scheduled for August 9, 2016.
- 5) Planned Residential District. Initiated in February, 2016. Status: Not started. Scheduled to start work when the Telecom project is completed.
- 6) H-2 Repeal. Initiated in March, 2016. Status: Staff work began in July. Public hearings are planned for September and October.
- 7) Town Plan Removal of Miller Drive. Initiated June, 2016. Status: Staff work is progressing. Public hearings are planned for September and October.
- 8) Proffer Statute - Town Plan amendments. Initiated June, 2016. Status: Staff work is progressing. Public hearings are planned for late fall, 2016.
- 9) Proffer Statute – Zoning Ordinance amendments. Initiated June, 2016. Status: Staff work is progressing. Public hearings are planned for late fall, 2016.

PRESENTED: August 9, 2016

RESOLUTION NO. \_\_\_\_\_

ADOPTED: \_\_\_\_\_

A RESOLUTION: INITIATING AN AMENDMENT TO THE TOWN PLAN'S  
ROADWAY NETWORK POLICY MAP TO REMOVE THE DULLES  
GREENWAY EXTENSION

WHEREAS, The Town Plan includes a Roadway Network Policy Map intended to guide development policies that provide a safe, convenient, and efficient motorized and non-motorized transportation system that satisfies both short-term and long-term transportation mobility needs of the Town; and

WHEREAS, the recent review of a land development application has caused the need to re-evaluate the impact of the future Dulles Greenway Extension on adjacent property and the Town's transportation network; and

WHEREAS, public necessity, convenience, general welfare, and good planning practice require consideration of the proposed amendment.

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

1. Planning Commission shall hold a public hearing to consider this amendment to the Town Plan and report its recommendation to Town Council pursuant to Chapter 22, Title 15.2-2204 of the 1950 Code of Virginia, as amended.

2. Town staff shall develop a scope of work for a traffic study, and report back to Council on the estimated cost before proceeding since an appropriation will be needed from the Fiscal Year 2017 Undesignated Fund Balance.

PASSED this \_\_\_\_ day of \_\_\_\_\_, 2016.

\_\_\_\_\_  
David S. Butler, Mayor  
Town of Leesburg

ATTEST:

A RESOLUTION: INITIATING AN AMENDMENT TO THE TOWN PLAN'S  
ROADWAY NETWORK POLICY MAP TO REMOVE THE DULLES  
GREENWAY EXTENSION

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Clerk of Council