

A G E N D A

MEETING OF THE COMMONWEALTH TRANSPORTATION BOARD

**Board Room, Virginia Port Authority
600 World Trade Center, Norfolk, Virginia**

**July 20, 1989
10:00 a.m.**

1. **Public Comment**
2. **Action on Minutes of Meeting of May 18, 1989**
3. **Action on Permits Issued and Canceled from June 15, 1989 to July 19, 1989**
4. **Action on Discontinuances from the Secondary System: Lee and Scott Counties**
5. **Action on Additions, Abandonments or Other Changes in the Secondary System from June 1, 1989 through June 30, 1989**
6. **Action on Additions, Abandonments, Discontinuances and Transfers in the Primary System due to Relocation and Construction: Dickenson, Henrico, Northampton and Rappahannock Counties**
7. **City Street Mileage**
8. **Action on Bids Received June 27, 1989**
9. **Consultant Agreement: Route 234 - Prince William County
Proj. 6234-076-112, PE100
Fr: 0.23 Mi. West of EBL (Route 66)
To: 3.907 Mi. E. of EBL (Route 28)
Sverdrup Corporation
Engineering Services**
10. **Consultant Agreement: Statewide Right of Way Consultant Services

Amtex Engineering Co. of Mechanicsville, VA
Coates Field Service Inc. of Oklahoma City,
Oklahoma
D. E. McGillem & Associates, of
Indianapolis, Indiana
Diversified Energy Services, Inc. of
Atlanta, Georgia
Ford, Bacon & Davis of Monroe, Louisiana**

Consultant Agreement: Kaiser Engineers, Inc. of Fairfax, Virginia
(continued) Moreland Altobelli Associates of Atlanta, Georgia
O. R. Colan Associates of South Charleston, West Virginia
Presnell Associates, Inc. of Norfolk, VA
Thompson & Litton of Wise, Virginia
R/W Acquisition Assoc. of Washington, D.C.
Universal Field Services of Tulsa, Oklahoma

11. **Location & Design:** Business Route 10 (South Church Street)
Town of Smithfield
Proj. 7010-300-101, PE101
Fr: S. End of Cypress Creek
To: Int. of Route 10
- Location & Design:** Route 45 - Cumberland County
Proj. 0045-024-105, PE101, N501, N502
Fr: 4.92 Mi. North of Route 60
To: 7.19 Mi. North of Route 60
- Location & Design:** Route 81 - Shenandoah County
Proj. 0081-085-115, C501
Additional Ramps at Route 81 and Route 55 Interchange
- Location & Design:** Route 522 (Evans Street/Sperryville Pike) - Town of Culpeper
Proj. 0522-204-101, C501
Fr: Intersection Business Route 15 and Route 29 (Main Street)
To: 0.10 Mi. W. Intersection Virginia Avenue
- Location & Design:** Route 221 (Franklin Road) - City of Roanoke
Proj. 0221-128-101, C501
Fr: 0.02 Mi. E. Intersection Third Street
To: 0.06 Mi. S. Intersection Elm Street
- Location & Design:** Route 654 (Barracks Road) - Albemarle County
Proj. 0654-002-220, C501
Intersection of Route 654 and Route 656
- Route 656 (Georgetown Road) - Albemarle County
Proj. 0656-020-221, C501
Fr: 0.05 Mi. S. of Route 1411
To: 0.08 Mi. N. of Route 1472

2. Designation as a Virginia Byway: Route 659 - Halifax County
Fr: Intersection Route 501 North
of South Boston
To: Intersection with Route 688
near Elmo

13. Conveyances: Route 13 - Northampton County
Route 58 - Carroll County
Route 58 - Wise County
Route 60 - City of Newport News
Route 95 - Arlington County
Route 218 - Stafford County
Route 616 - Southampton County
Route 632 - Highland County
Route 664 - City of Newport News
Route 675 - Shenandoah County
Merrifield Area Headquarters - Fairfax County

14. Industrial Access: Campbell County
Proj. 1000-015-242,M501
Trans World Connections, Ltd.

15. Primary and Secondary Road Fund (Revenue Sharing Program)
Sussex, Stafford and Loudoun Counties

16. Primary and Secondary Road Fund (Revenue Sharing Program)
Allocation of Funds

17. Final Allocations - Interstate, Primary and Urban Highway Systems,
Public Transit, Ports and Airports, Fiscal Year 1989-90; and
Six-Year Improvement Program, Fiscal Years 1989-90 through
1994-95 for Interstate, Primary, Urban and Secondary Highway
Systems, Public Transit, Ports and Airports

18. Registration of Subcontractors

19. Dulles Toll Road Extension Privatization Proposal

20. New Business

21. Adjourn

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Moved by Dr. Thomas, seconded by Mr. Kelly, that

WHEREAS, the Department conducts a mandatory program of prequalification for contracting companies desiring to bid as prime contractors on highway improvement projects in the Commonwealth; and

WHEREAS, companies wishing to perform as subcontractors may do so at present without the direction of any regulatory process of the Department; and

WHEREAS, a proposed Subcontractor Registration Program has been developed to clarify requirements for subcontractors wishing to work on publicly-financed highway projects; provide a mechanism by which the Department may address problems resulting from failure of subcontractors to perform satisfactorily, and provide information helpful to the Department in determining the full capacity of the contracting industry; and,

WHEREAS, in the judgment of the Commonwealth Transportation Board the administration of the highway construction program will be strengthened by the registration program and that the program will not cause undue hardship on firms performing as subcontractors;

NOW, THEREFORE, BE IT RESOLVED, that the Commonwealth Transportation Board approves the Subcontractor Registration Program and directs the Department to proceed with its implementation.

Motion carried.

Moved by Mr. Waldman, seconded by Mr. Beyer, that

WHEREAS, the need for an extension of the Dulles Toll Road from Route 28 to Leesburg has long been recognized by the Department of Transportation and the localities served by such extension; and

WHEREAS, on August 30, 1988, a location hearing for the construction of an extension of the Dulles Toll Road by the Virginia Department of Transportation was held; and

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WHEREAS, on November 19, 1988, the Commonwealth Transportation Board approved the location of an extension of the Dulles Toll Road from Route 28 to Leesburg; and

WHEREAS, in 1988 the General Assembly passed legislation titled the "Virginia Highway Corporation Act of 1988" (the Act) which Act of the General Assembly found that there was a compelling public need for rapid construction of safe and efficient highways for the purpose of travel within the Commonwealth and that it was in the public interest to encourage construction of additional, safe, convenient, and economic highway facilities by private parties, provided that adequate safeguards are provided against default in the construction and operation obligations of the operators of roadways; such public interest to include without limitation the relative speed and relative cost efficiency of private construction of the project; and

WHEREAS, the Act provides that the State Corporation Commission shall examine the toll structure, financing costs, and rate of return proposed by the operator of a private toll road and determine that approval of the application is in the public interest including without limitation the relative speed and relative cost efficiency of private construction of the project; and

WHEREAS, the Act provided that the Commonwealth Transportation Board shall approve the project, the project construction costs, the location and design of the roadway, and its connection with any road under the jurisdiction of the Board, at proper and convenient places, in order to provide for the convenience of the public; and

WHEREAS, the Board was further charged under the Act with approving the project and its interconnections with other roads if there is a public need for a road project of the type proposed and the project and its interconnections are compatible with the existing road network; it shall approve the project construction cost if reasonable; and, in making its determinations, the Board shall keep in mind the public interest, which may include, without limitation, such considerations as the relative speed of the construction of the project and the allocation of the technical, financial and human resources of the Department; and

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WHEREAS, the approval of the Board is contingent and conditioned by law upon subsequent compliance by the applicant with a comprehensive agreement to be entered into between the operator of the private toll road and the Department of Transportation; and

WHEREAS, the Toll Road Corporation of Virginia (TRCV) has submitted an application to the Commonwealth Transportation Board for the construction of a private toll road at a cost of \$155 million to be open to traffic by December 31, 1991; and

WHEREAS, on May 25, 1989, sufficient information had been received from TRCV in order for the Commonwealth Transportation Board to comply with the terms of the Act and to consider the approval of the application subject to entering into the Comprehensive Agreement provided by the Act; and

WHEREAS, on May 31 and June 1, 1989, information meetings were held in Fairfax and Loudoun Counties, Virginia to discuss the construction of the extension of the Dulles Toll Road by a private operator; and

WHEREAS, on June 6 and June 7, 1989, public hearings were held in Fairfax and Loudoun Counties to receive input from the public as to the construction of an extension of the Dulles Toll Road by the TRCV; and

WHEREAS, the Commonwealth Transportation Board has further reviewed the application at several meetings prior to the date of this action; and

WHEREAS, after approval of the application by the Commonwealth Transportation Board, TRCV must still seek and obtain approval of the State Corporation Commission prior to constructing and operating a private toll road; and

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WHEREAS, in the event the State Corporation Commission does not approve the application of the TRCV to construct and operate a private toll road, the Department of Transportation is prepared to build the Dulles Toll Road Extension with all due speed; and

WHEREAS, resolutions have been received from the Town of Leesburg, the County of Loudoun and the Metropolitan Washington Airport Authority and testimony from the County of Fairfax relative to the application submitted by TRCV;

NOW, THEREFORE, BE IT RESOLVED, by the Commonwealth Transportation Board that the project, the project construction costs, the project location, and the project design of the Dulles Toll Road Extension, and its connections with other roads under the jurisdiction of the Commonwealth Transportation Board are hereby approved subject to: (1) the review and approval of a Comprehensive Agreement containing terms satisfactory to the Department; (2) approval by the State Corporation Commission of Virginia; and (3) further compliance with all the terms of the Act.

BE IT FURTHER RESOLVED, in addition to the requirement of the Comprehensive Agreement, and pursuant to provisions set out in §56-549 of the Code of Virginia, the following provisions shall be met by TRCV:

1. TRCV is authorized to use VDOT permit coordination review process. Use of VDOT permit coordination review process requires TRCV to coordinate project permits with the inter-agency coordination committee prior to approval of the plans by VDOT.

2. TRCV shall have construction of the Dulles Toll Road Extension substantially complete and open to traffic no later than December 31, 1991, unless delays in such construction are beyond the control of the Toll Road Corporation of Virginia, but within statutory limitations.

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3. Any minor change from the specific alignment shown by TRCV on plans of May 25, 1989, submitted with this application must be approved by VDOT and any shift in such alignment in excess of 1,000 feet from the centerline shall be submitted to the Commonwealth Transportation Board for review and approval prior to the submission of a complete application by TRCV to the State Corporation Commission.

4. TRCV design should incorporate to the extent possible the concerns of Loudoun County, Fairfax County, the Town of Leesburg, and the Metropolitan Washington Airport Authority not further specified in this resolution. The Department will coordinate the development of the Comprehensive Agreement with the appropriate jurisdictions.

5. a. The interchange at Route 7/15 shall be constructed as a free flow directional interchange.

b. A partial cloverleaf interchange shall be constructed at Route 654.

c. The Route 659 interchange shall be designed to provide for full free flow movements equivalent to a cloverleaf. The initial construction shall employ ramps which provide for high capacity for turning movements and cross traffic flow.

d. A spread diamond interchange shall be constructed at Route 606 to accommodate future cloverleaf construction.

e. The interchanges at the eastern terminus shall provide: 1) connections to and from the west to Dulles Airport satisfactory to the Metropolitan Washington Airport Authority; and 2) a full movement interchange with Route 28 and connections to the existing Dulles Toll Road with provisions for either the collection of tolls by TRCV on behalf of the Commonwealth or for the design and construction of the necessary facilities for the collection of tolls by the Commonwealth for traffic from the Dulles Extension using the existing Dulles Toll Road satisfactory to the Department.

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f. All other interchanges shall provide for full movements and the design shall provide for reservation of sufficient right of way to accommodate left-turning traffic to minimize interference to cross traffic flow on the connecting roadways.

6. TRCV project costs shall not exceed \$155 million except as may be necessary to satisfy the additional requirements of this Resolution or other agents of jurisdiction. Provisions shall be included in the Comprehensive Agreement for the Department's review and approval of design changes and increases in construction costs.

7. TRCV shall secure and maintain a public liability policy or policies sufficient to indemnify VDOT and the Commonwealth Transportation Board from any and all liability, if TRCV enters into an agreement whereby VDOT performs construction, operation or maintenance activities on behalf of TRCV on the Dulles Toll Road Extension.

BE IT FURTHER RESOLVED, that the approval by the Commonwealth Transportation Board is subject to the reimbursement of all costs incurred by VDOT which are reimbursable pursuant to the Act. Such reimbursement shall be made within 90 days after a certificate of authority is granted by the State Corporation Commission or upon placement of the initial construction financing whichever comes first.

Motion carried.

Mr. Waldman offered for consideration a resolution authorizing staff of the Department of Transportation to take the necessary actions to amend the Memorandum of Understanding between the Commonwealth Transportation Board and the Treasury Board dated February 1, 1987 regarding the Commonwealth of Virginia \$57,100,000 Transportation Facilities Refunding Bonds, Series 1987A (Dulles Toll Road Refunding Bonds). Action on the resolution was deferred until the August meeting to allow sufficient time for staff to respond to questions from members of the Board.

**The
Town
Leesburg in Virginia**

PRESENTED May 23, 1989

RESOLUTION NO. 39-98

ADOPTED May 23, 1989

A RESOLUTION: OFFERING COMMENTS ON PLANS TO CONNECT THE DULLES TOLL ROAD TO THE LEESBURG BY-PASS

WHEREAS, the Toll Road Corporation of Virginia has filed an application with the Commonwealth Transportation Board pursuant to Section 60-644 of the 1980 Code of Virginia, as amended, for appropriate authority to construct and operate an extension of the Dulles Toll Road to the Leesburg by-pass; and

WHEREAS, by Council Resolution No. 87-88, adopted May 20, 1987, the Leesburg Town Council unanimously endorsed the Leesburg terminus for the Dulles Toll Road extension; and

WHEREAS, the Council has previously endorsed both the Virginia Department of Transportation and the Toll Road Corporation of Virginia, in their efforts to design and fund a toll road extension to Leesburg; and

WHEREAS, a public hearing will be held on June 7 in Leesburg on the proposed plans to extend this important transportation facility; and

WHEREAS, by Resolution No. 88-88, adopted February 14, 1988, this Council listed six concerns relevant to the Virginia Toll Road Corporation application, of which several remain unaddressed to the satisfaction of this Council; and

WHEREAS, this Council has outstanding concerns relevant to both the public and private sector plans for this facility;

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

The following are endorsed as comments on the Virginia Department of Transportation and Toll Road Corporation Dulles Toll Road Extension proposals

A. VDOT (Proposed Plans)

Comments

1. Interchange with Route 15 by-pass

The cloverleaf is a desirable interchange at this location and will provide the

RESOLUTION: OFFERING COMMENTS ON PLANS TO CONNECT THE DULLES TOLL ROAD

- A large partial cloverleaf is shown with enough R.O.W. for future cloverleaf interchange and collector-distributor roads as indicated on the VDOT plan.
2. Interchange with Battlefield Parkway is shown as "diamond" interchange.
3. VDOT has proposed a plan to install a toll booth on the collector and distributor roads at the Rt. 15 by-pass and the toll road intersection.
- B. The Toll Road Corporation of Virginia (Proposed Plan)**
1. Interchange with Rt. 15 by-pass
- North side of Rt. 15 by-pass would be signalled intersection with no right-of-way for future cloverleaf interchange.
2. Battlefield Parkway interchange is proposed to be a modified partial cloverleaf (parclo) interchange.
- highest service level. This design also provides the flexibility needed to provide additional ramps to extend Harrison St.
- While this design would provide marginally better service, it will not meet airport development objectives (see comments for toll road alternative).
- A toll booth located at this location would cause considerable traffic back-up once Rt. 15 by-pass.
- This interchange would generate significant back-ups for traffic entering the toll road and is not currently recommended. A partial cloverleaf or flyover interchange would be acceptable.
- The design of the Battlefield Parkway interchange is severely constrained by the Leesburg Airport and the J. Lupton Simpson Middle School. A full cloverleaf interchange would deny direct access to the Key property on the west side of the airport which would affect the necessary land dedications. Also a full cloverleaf alignment with the preferred Toll Road Corporation alignment on the western edge of Key property would encroach upon school property. While the parclo interchange will not provide the same level of service as a full cloverleaf interchange (Leesburg's Rt. 7 case interchange illustrates this) it may be the only acceptable alternative to affording access to our airport and meeting the land dedication requirements of the private toll road alternative. This design was developed by the town's airport consultants HNTB in an effort to work with Road Corporation to identify good alternatives for the airport.

RESOLUTION - OFFERING COMMENTS ON PLANS TO CONNECT THE DULLES TOLL ROAD

3. The Toll Road Corporation plans no toll booths between Rt. 15 by-pass and the Battlefield Parkway (Rt. 654) The location of main toll booths outside the Leesburg corporate limits as shown by the Toll Road Corporation is preferred.

C. Additional Council Comments

1. The schedule for completion submitted by the Toll Road Corporation provides for completion of the toll road to Leesburg by the end of 1993 which improves on the VDOT estimate by 18 months. The town believes that both time schedules will be difficult to achieve.
2. Neither VDOT nor Toll Road Corporation proposed plans address right-of-way reservations for commuter parking and/or a future light rail station in Leesburg. These important reservations need to be addressed at least initially at this stage.
3. Both VDOT and Toll Road Corporation proposed plans show the interchange with Route 654 (Battlefield Parkway realigned) as a 'future' interchange which will not be constructed initially. This is acceptable.
4. To continue the growth of our airport, a significant economic development asset for the town, land for aircraft facilities adjacent to the airport must be preserved. A different set of PAA standards will be applied to our airport as it develops. These standards call for a 750-foot building restriction line to the west of the runway. Because the VDOT alignment is closest to the airport (within 800 feet of at the northwest corner), it provides fewer opportunities for aeronautical uses west of the airport. There is limited available land east of the airport for these uses. The Toll Road Corporation alignment and interchange design afford sufficient land for airport growth opportunities and is, therefore, preferred.

D. Previous Comments on the Toll Road Corporation Proposal Not Addressed

1. Traffic Study. The use of any town land use projections is not recognized in the revised application. COG and Loudoun County studies only are referred to in the application.
2. By-pass Impact. The Toll Road Corporation should not wait for revenues from the toll road to generate the necessary funds to assist Leesburg with the four-laning of the Leesburg by-pass. This by-pass will carry significant traffic from the north to the toll road and is presently operating during peak hours at service level 'C'. Additional traffic from the toll road will obviously exacerbate an already existing traffic and safety problem, inherited by the town. Adding \$2 million of the \$3 million needed to widen the by-pass to the \$146.6 million cost for the toll road extension will only increase costs by 1.4%. The town could easily credit this amount to The Toll Road Corporation from any future distribution of excess profits to the town. The same requirement should equally be imposed on VDOT, which built the road.

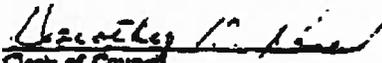
RESOLUTION - OFFERING COMMENTS ON PLANS TO CONNECT THE DULLES TOLL ROAD

PASSED this 23rd day of May 1988.



Robert E. Sevilla, Mayor
Town of Leesburg

ATTEST:



Clark of Council

Metropolitan Washington Airports Authority

Washington National Airport
Washington, D.C. 20001

JUL 1

Mr. R. A. Mannell, P.E.
Assistant State Location & Design Engineer
Virginia Department of Transportation
1401 East Broad Street
Richmond, VA 23219

Dear Mr. Mannell:

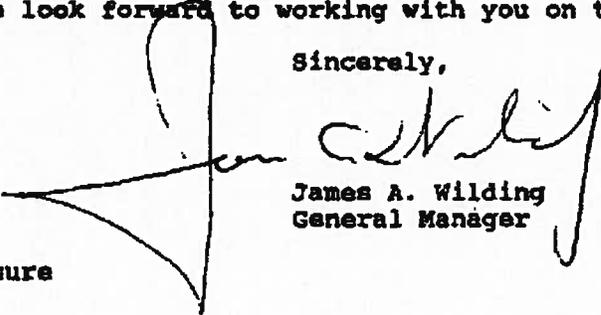
At a meeting on May 24, and during a subsequent telephone conversation with Mr. Francis J. Conlon, you requested that the Metropolitan Washington Airports Authority provide you with an indication of acceptance of the concept of extending the Toll Road through the airport. It is understood that our position will become part of the record of Public Interest Hearings held on June 6 and 7.

We are nearing agreement with you on the configuration of the interchange near Route 28 and will continue to work with you to arrive at a solution to that challenge. We believe that the alignment through the airport can be worked out. As far as the technical details are concerned, we do not believe there will be a significant difference in right-of-way requirements for VDOT or the Toll Road Corporation of Virginia (TRCV).

Enclosed is a copy of a resolution which was approved by the Authority's Board of Directors on July 10, 1989. The resolution authorizes the General Manager to grant an easement to either the Commonwealth of Virginia or the TRCV, subject to the conditions enumerated therein.

We look forward to working with you on this vital project.

Sincerely,



James A. Wilding
General Manager

Enclosure

Metropolitan Washington Airports Authority

44 Canal Center Plaza
Alexandria, Virginia 22314

RESOLUTION 89-18

Extension of the Dulles Toll Road

WHEREAS, the Commonwealth of Virginia is considering the approval of an Extension of the existing Dulles Toll Road;

WHEREAS, The alignments of proposals for such an Extension require the use of Washington Dulles International Airport property;

WHEREAS, The Board of Directors is satisfied that such an Extension is in the public interest, to serve both airport users and general traffic;

WHEREAS, The General Manager reports that an alignment has been devised that adequately protects the Authority's planned land uses and operations, now, therefore, be it

RESOLVED, That the General Manager is authorized to grant an easement to either the Commonwealth of Virginia or the Virginia Toll Road Corporation to construct and operate a toll road from the termination of the existing Dulles Toll Road across Washington Dulles International Airport to points west of the Airport ("the Toll Road Extension"), subject to the approval of the Planning Committee, with conditions to assure the following:

- a. That the Authority be adequately compensated, either in benefits or monetary compensation;**
- b. That Toll Road Revenues in excess of the Toll Road operator's obligations be dedicated to transportation needs, principally rail, in the Dulles Corridor, including the possible payment of such Revenues to the Authority itself, in the event an acceptable alternative is not identified;**
- c. That to the extent permitted by law, provision be made for a service complex, including an automotive service station, within the Toll Road Extension right-of-way on Airport property, such complex to be operated or leased to an operator by the Authority;**
- d. That adequate provision be made for the movement of airport traffic onto and off of the Toll Road Extension;**
- e. That adequate provision be made to control unauthorized use of the Dulles Airport Access Road by means of the Airport road system;**

f. That adequate provision be made to accommodate access to Gate 14 on the Airport's northern boundary, and that access be provided across the Toll Road Extension required to facilitate accomplishment of the Airport's mission;

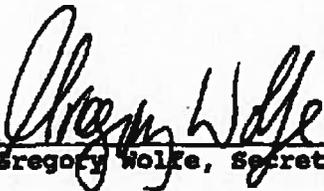
g. That adequate provision be made to assure that access to Washington Dulles be provided through the construction of interchanges with major highways that may cross the Toll Road Extension, such as the proposed Western Bypass;

h. That adequate provision be made to retain Authority control over the provision of public transit services, including rail transit, within the Extension corridor, including the median area;

i. That any necessary revisions to the Dulles Master Plan are adopted; and

RESOLVED, That the General Manager shall report to the Planning Committee on the terms and conditions of any easement agreement before it is issued.

Adopted July 10, 1989


Gregory Wolfe, Secretary

STATEMENT

DULLES TOLL ROAD EXTENSION

The Loudoun County Board of Supervisors strongly supports the Dulles Toll Road Extension that runs west to Leesburg. It is an important part of the County's transportation network. The Board believes it will help relieve traffic congestion on Route 7, Route 28 and Route 50. Further, it is important to provide a western entrance to the Washington-Dulles Airport. The Board will enact the necessary plan amendments for the extension of the Toll Road and will process local land use approvals needed to construct the Toll Road in a timely fashion.

The applicant, the Toll Road Corporation of Virginia (TRCV), has provided an unprecedented opportunity to assess the merits of a private sector initiative to construct a much needed major road. The proposal provides, for the first time, an alternative method for financing road construction in the Northern Virginia region.

This is a major project. A great deal of time and expense has been dedicated to this proposal in the preparation of the TRCV application. However, there is a need for greater detail and clarification with the TRCV application with regard to its alignment, construction, financing, toll rate structure, and

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ability to provide funds for other essential transportation improvements. It is in the public interest that these issues be addressed prior to final approval by the State Corporation Commission. Once approved, this private corporation will own and operate a major transportation facility and create a new economic development corridor in the County.

The Board of Supervisors endorses the TRCV in its effort to gain approval from the Commonwealth Transportation Board if a number of issues can be resolved to the satisfaction of the Board of Supervisors and to the Commonwealth Transportation Board. The Loudoun Board believes that issues included in the attached memorandum from the County Administrator to the Loudoun Board of Supervisors can be addressed and resolved if the County can work together with TRCV, VDOT, the Town of Leesburg, the Metropolitan Washington Airports Authority and other interested parties.

Given the July 20 deadline for action by the Commonwealth Transportation Board the Loudoun Board suggests that positive CTB action on the application include an understanding that any outstanding issues identified in the County Administrator's memorandum be resolved within the context of the Comprehensive Agreement which must be entered into between the Department of Transportation and the Toll Road Corporation of Virginia or prior

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to final approval by State Corporation Commission.

During the Loudoun Board's deliberations, there has been much discussion of a private versus public toll road. It is Loudoun's Board's position that both options have merit. The Board, however, sees no assurances that the necessary road networks between Route 7 and Route 50 leading to the Toll Road will be improved under either proposal. If there is a profit to be made from the toll road, the public should enjoy some of the benefits through additional transportation improvements. The policy of a regional fair-sharing of excess toll resources, current and future, should be addressed in the context of this process to ensure the public interest.

Just as we have concerns over issues in regard to the TRCV proposal, we also have concerns regarding the State proposal to construct the road. The Loudoun Board is uncertain about the feasibility of the State proposal. Without CTB commitment to the VDOT construction and financing plan, the Board of Supervisors is concerned that the Toll Road Extension will not be built by the State within an acceptable time frame. Loudoun County is looking to you, the Commonwealth Transportation Board, to make this commitment when you consider such matters as the relative speed of construction and the relative cost. The Loudoun Board believes it

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is advisable to compare the TRCV proposal with a feasible VDOT project.

In conclusion, the Loudoun Board respectfully requests that you carefully review the TRCV application and resolve the issues presented to you. In addition, the Loudoun Board asks you to advise the County as to the State's commitment to construct the toll road extension in the time frame suggested by VDOT.

COUNTY OF LOUDOUN

MEMORANDUM

Date: July 10, 1989
To: Board of Supervisors
From: Philip A. Helen, County Administrator
Subject: Issues and Concerns Involved in the TRCV Proposal for the Dulles Toll Road Extension

County staff has reviewed the proposal presented in the application of the Toll Road Corporation of Virginia (TRCV) for the extension of the Dulles Toll Road (Route 267) from Dulles Airport to Leesburg. This review has produced several major concerns associated with the financial plan and the design specifics of the alignment, as proposed. Staff suggests these financial and design concerns must be acknowledged by the TRCV, and appropriate corrective action taken, prior to this application receiving a favorable support of the County. The financial issues will receive final consideration at the State Corporation Commission (SCC) action which would follow Commonwealth Transportation Board (CTB) approval. It is staff's understanding that the decision process of the CTB provides the last opportunity for comment on the TRCV alignment, as this step of the private application review includes the design decision element of the Virginia Department of Transportation's (VDOT) road development review process.

These concerns are the subject of this memo. Where appropriate the issues have been raised for the VDOT proposal as well.

FINANCIAL ISSUES

1. **Costs/Land Donations:** TRCV anticipates that 100% of the private landowners along the chosen alignment will convey their fee simple ownership of property without compensation. Any failure to obtain the property without compensation will increase project costs. TRCV has not included any costs for right-of-way acquisition in the financing plan. If any property owner is unwilling to contribute property and if TRCV is unable to purchase the property, the County may be requested to exercise eminent domain.

VDOT anticipates that 50% of the landowners along the public alignment will donate property for the right-of-way. If more than 50% of the right-of-way needs to be acquired by VDOT, is the public road feasible in the time frame suggested by VDOT?

2. County/Real Estate Taxes: TRCV's financing plan does not allow for the payment of real estate taxes to the County or the Town even though, as a private "public service corporation", the project would be subject to local property taxation. Based upon the existing narrow margins of coverage for debt service, TRCV may be hard pressed to generate a significant amount of money for payment of these taxes.
3. County/Interchange Financing: TRCV's financing plan anticipates the issuance of debt in 1989 to fund construction of new interchanges. Debt service coverage projections do not appear to have accounted for the increased debt.
4. Revenue/Growth Forecasts: TRCV used the high growth COG forecast to determine traffic generation and toll revenues. Given existing conditions, the high growth forecast seems reasonable. The traffic generation model assumes that economic growth will remain as strong over the next five years as it has in the previous five years and that overbuilding of commercial space will not continue. Significant risk lies in this assumption.
5. Toll Structure Revenue: TRCV assumes heavy weekend use with projected toll revenues included for weekend traffic as half the rate of weekday use. Such a projection is optimistic and depends heavily on steady increases in passenger use at Dulles.

The issues of future HOV lanes and toll structure variables for different classes of motor vehicles does not appear to have been addressed by either TRCV or VDOT.

DESIGN CONCERNS

Technical Review Process:

1. The County must be involved in the construction plan review of the TRCV proposal. County review of the construction plans is required of private development projects. Approval of construction plans and a performance bond are required prior to record plat approval. The County review of the TRCV construction plans will address specific details of the alignment, such as the transition to the local roads at interchanges and overpasses, bridge and culvert crossings of streams and the assessment of the impacts of the road on adjacent properties to assure compliance with County standards and policies. The plans that have been submitted with the application are not of sufficient detail to provide adequate information in these and other areas of concern. The County will make every effort to expedite this review process.

2. The entire alignment of the road must be defined and agreed upon by the TRGV, VDOT, the Town of Leesburg, the County of Loudoun, the Metropolitan Washington Airports Authority and other relevant parties prior to the approval of the first construction plan to assure the existence of a buildable alignment along the roads entire course and to assure proper coordination between the construction of road segments.
3. A process and appropriate criteria must be established to determine the timing of interchange improvements in other future expansions of the road. For example, the TRGV dates for the provision of future interchanges may not satisfy future need. Traffic should not be forced to use the local road network to accommodate a limited number of built interchange locations. With the consent of the County the TRGV should provide for the construction of a planned interchange when the local road network reaches the Toll Road Corridor area.
4. The County is not comfortable with a decision on the alignment with so many issues outstanding, such as the alignment near the Simpson school site, the 1.4 miles west of Goose Creek not covered in the original Environmental Impact Study (EIS) and the alignment through Dulles Airport, including the Route 28 interchange. If the CTB should approve the TRGV application with these and other issues unresolved, the County must be a party to the process which seeks final resolution.
5. The County should reach an agreement with the TRGV for the establishment of a process to handle citizen complaints and problems which may develop as a result of road construction. This should include a plan for offsite construction vehicle routing which will reduce the impact of the construction process on established residential neighborhoods and local roads ill-equipped to accommodate substantial heavy truck traffic. This agreement may be incorporated into the VDOT/TRGV contract process which would follow CTB approval.

Specific Design Issues

6. All interchange structures must be constructed to a standard that provides for four through lanes of traffic on the secondary road. Initial construction should accommodate the transition to the existing roadway, beginning a safe distance from the ramp/merge point. This requirement is necessary to assure the timely provision of an adequate interchange with the planned local road network. All sources of future funding appear in question at this time. To provide for design traffic volumes at initial construction will assure timely provision and result in less disruption to future traffic flows on the Toll Road and the local road network.
7. The County does not consider the interchange design provided by TRCV to be adequate to accommodate future traffic needs. The County recommends that the option for the conversion of diamond interchanges to cloverleaf interchanges be a part of the initial design and right-of-way acquisition of the Toll Road extension. The County is concerned about the capacity constraints that diamond interchanges may impose on the local roads. Should the CTB decide to accept a diamond design for some of the interchanges, the diamond interchange must have a minimum spacing of 1000' between ramp intersections, an initial capacity for dual left and turn lanes for east bound traffic, a free flow right turn lane from the west bound ramp and adequate right-of-way and grade to provide for future additional ramp lanes, dual left turn lanes and free flow right turn movements for all directions. The TRCV should agree to provide signalization of the interchanges when conditions warrant.
8. Building on the shrink/swell soils of the County can present unpredicted and potentially costly construction problems. The information provided in the soils report of the application may not fully disclose the problems which can be experienced. In a review of the applicant's proposed construction costs, the CTB should provide for a detailed technical review to assure that the contract construction cost is reasonable to avoid a potential cause of future delay.

Location Specific Concerns

9. Route 634 interchange (sheet 6 of 39, date 5/5/89): The design shows by TRGV relocates Route 634 to the south, intersecting Route 621 approximately 1000' south of Simpson Middle School. The design shows Route 634 ultimately cul-de-saced on east and west sides of the Toll Road, prohibiting the through movement. The transition of relocated Route 634 to existing Route 434 and Route 621 needs clarification. This interchange is on the Loudoun/Lansburg corporate line and both jurisdictions should be a party to final design efforts.
10. The notes appearing on sheet 6 raise significant concern about the TRGV commitment to complete the interchange. Note 3 refers to the provision of the extension of Route 634 by the developer of the Stratford project, which is not identified on the map. Note 4 reads, "Extension of Route 634 from westerly ramp limits to be provided by addition to VDOT's 6 year plan." Neither provision is acceptable to the County. The TRGV must be responsible for the necessary tie-ins to the public road network. The funding of such connections should be included in the TRGV's initial construction cost schedule. Leaving the responsibility to a private developer or a public road funding provides no assurance of timely completion.
11. In consideration of the public hearing testimony, it appears that not all property lines are correctly shown in the area between Route 634 and Route 633 (sheets 6, 7, and 8, dated 5/5/89), particularly on the west side of the alignment. Corrected property lines which reflect the subject of the public hearing comments should be shown if appropriate. This information is necessary for a full consideration of the alignment by the County.
12. Route 633 interchange (sheet 8 of 39, dated 5/5/89): As previously stated, the County is not supportive of this interchange at this time. The County does question, as a matter of policy, the notes related to the relocation and extension of Route 633. Note 3 does not appear to provide an adequate commitment on behalf of TRGV to the relocation and extension of Route 633. It reads, "... Construction of additional portions of the extension must be secured by County from adjacent owners when rezoning is applied for." This policy is not acceptable for any existing road realignments necessitated by Toll Road construction. Appropriate tie-ins must be provided as a part of initial construction and funding plans.

13. It is noted in this review that no Certified Engineer stamp appears on any of the map sheets. This omission raises the need for careful review of the submitted application, which County staff is not prepared to provide at this time. As an example, an apparent error is the scale shown on the plan map sheets. The scale should read 1"=100' rather than 1"=200' as it appears on the sheets.
14. The crossings of the Toll Road in the Broadlands area of the Van Metre properties (sheets 11, 12 and 13 of 39, dated 5/3/89) does not appear to be consistent with the latest Broadlands (EMAP 84-55) concept plan under consideration by the County. A process with the TDCV needs to be identified to assure that the Toll Road does not preclude efforts to obtain the best functional linkages for the local road network.
15. A through connection for Route 772 (sheet 14 of 39, dated 5/3/89 amendments) must be maintained during all construction phases. If Route 643 southeast of Ryan is to be identified as a part of the through route during an interim period, the TDCV should provide for improvements to Route 643 along the 1400' stretch to Ryan to accommodate the traffic volumes experienced by Route 772.
16. The TDCV proposes Route 607 (sheet 15 of 39, dated 5/3/89 amendments) as an initial interchange yet there is no assurance this section of Route 607 will exist within the anticipated timeframe. Presently, Route 607 is only a planned alignment with no funding source committed to its construction. If the local network for Route 607 is not completed for the initial phase of Toll Road operation, will this have a substantial impact on revenue projections?
17. The Route 607 interchange, as depicted, provides an example of the undesirable features of the diamond interchanges proposed by the TDCV. The spacing of the ramp intersections with Route 607 is only 600', which provides for a left turn lane length of only 200'. This distance would make it difficult to provide an appropriate stacking area for more than 10 vehicles. This will provide a questionable level of service (LOS) during the peak hour periods, even with dual left turn lanes as assumed in the interchange analysis performed by Parsons Brinkerhoff, but not shown in the detail of the interchange design (sheet 37 of 39, dated 5/3/89).

- 18. Insufficient detail is provided to properly evaluate the proposed Toll Road crossing at Broad Run (sheet 16 of 39, dated 5/3/89, amendments). The crossing site appears to be in a broad floodplain area. No description of the bridge structure appears to be provided. Floodplain impacts are a sensitive issue in the County.**
- 19. The County cannot evaluate the Toll Road alignment from the interchange of Route 28 and Route 267 through the Route 606 interchange until the route through Dulles Airport is established. The County does have several concerns, however, that will be impacted by the Airport decision.**

 - a. To comply with FWS requirements, it is likely that a detailed wetlands analysis of the Scroopen Run area will be required. This may substantially delay the proposed TRCV schedule.**
 - b. A full movement interchange is being sought for the Toll Road/Route 28 interchange. Preliminary designs negatively impact the site of the Center for Innovative Technology (CIT)/Kovar interchange approved by the County during sequencing. This matter will need to be resolved and could potentially cause serious difficulties.**
- 20. The Goose Creek is a State Scenic River and considered a valuable natural resource by the County. It also serves as a reservoir for drinking water for area jurisdictions. An acceptable crossing must be provided by the TRCV. Greater detail on measures to protect the water quality and scenic environment of Goose Creek is needed for further evaluation.**