Transportation

Introduction

Transportation provides individual mobility and shapes activity patterns. It affects the sense of community, the environment, the economic base, and the manner in which visitors perceive the community. The County’s transportation facilities include interstate highways; state primary and secondary roads; private neighborhood streets; public transportation services; intra- and inter-regional facilities such as air, rail, bus, and trucking services; as well as sidewalk, bicycle and greenway facilities. Through the County’s policies and Ordinances, Comprehensive Plan, Six-Year Improvement Program (SYIP), sidewalk and bikeway programs and cooperative efforts with neighboring localities, the state and the Hampton Roads Transportation Planning Organization (HRTPO), efforts are made to improve and enhance these facilities.

Key Planning Influences

Consideration of Transportation Issues

Transportation issues focus largely on roads. While important, a well-functioning transportation system requires incorporation of other elements. The most significant include making other modes viable through supportive land use patterns, increased safety for pedestrians and cyclists, and increased transit options. Specifically, when incorporated into transportation planning, the following elements can also help improve efficiency by dispersing vehicle traffic across the local and regional road networks and reducing travel distances to make walking or biking more viable: centralizing rather than spreading out commercial development along roads and managing access thereto; increasing interconnectivity; and increasing affordable housing in proximity to job opportunities to reduce in and out commuting and congestion on major regional roadways such as Interstate 64, Route 143, and Route 60.

Policy developed in this Comprehensive Plan emphasizes the need to establish and maintain an efficient transportation network that reinforces the overall goals of the Comprehensive Plan, including consideration and development of all transportation modes available in the County. Emphasis is placed on coordinating land use development with transportation capacity. Recognition is given to aligning the infrastructure and facilities for the various transportation modes with affordable, accessible housing and community services in order to meet the needs of all residents and to allow seniors, youth, and persons with disabilities to participate more fully in the community. Consideration for future roadway improvements is based upon projected traffic volumes and road capacities, anticipated development, and the County’s vision for specific roadways. Recommendations seek to preserve roadway mobility, capacity, and the overall character of the County.
**Multimodal Transportation**

For decades, roads were designed solely for use by motor vehicles with little consideration for the needs of other types of users. National, regional, and local transportation decisions are typically focused on accommodating motor vehicles and efficient traffic flow, measured as Level of Service (LOS). Essentially, the thinking was that the only way to solve congestion was to build our way out of it through continual road widening and new roads. Roadway improvements are still necessary to improve safety and address congestion, but an exclusive focus on moving automobiles rather than moving people with multimodal travel options carries with it significant financial, environmental, and social costs that need to be considered. Accommodating and planning for automobiles is still essential and vehicles will continue to remain a primary mode of transportation for most; however, transportation planning in the 21st century must also focus on providing additional transportation choices. More specifically, transportation decisions will need to be made on the basis of improved mobility and accessibility for all users, including the youth, the elderly, those who cannot afford to own and maintain an automobile, or those who simply choose not to do so.

Since 2004, it has been the Virginia Department of Transportation’s (VDOT) policy that bicycle and pedestrian accommodations be considered and integrated into the development of any roadway project. In many instances, receiving state and federal funds is dependent upon providing bicycle and pedestrian accommodations as part of the overall plan. In conjunction with VDOT’s expectations, the Comprehensive Plan encourages the development of new or retrofitted “complete streets.” A “complete street” is a roadway designed to accommodate all users, drivers, pedestrians, bicyclists, motorists, transit, and the disabled in safety and comfort.

To meet this need, VDOT has incorporated the Department of Rail and Public Transportations’ (DRPT) Multimodal Design Guidelines into their Road Design Manual. These design guidelines encourage bicycle, pedestrian, and transit modes.

![Diagram](image)

Courtesy of DRPT, this diagram distinguishes Placemaking Corridors from Multimodal Through Corridors - the two general categories of multimodal corridors that together comprise a true multimodal transportation system in a region.

There are a number of techniques used to design complete streets, many of which have the following characteristics:

- Reduced lane widths;
- Sidewalks and multiuse paths;
- Consolidated driveways;
- Raised medians with pedestrian refuges;
- Enhanced pedestrian crossings with continental-style crosswalk markings and countdown timers;
- On-street parking;
- Intersections with small turning radii (to reduce vehicle speeds); and
- Bike lanes separated from travel lanes by physical barriers or striping.

In addition to increased attractiveness, this type of design encourages pedestrian and bicycle use, increases safety, and can ease congestion. Complete streets can also be great public places that encourage people to linger on foot, meet with neighbors, and engage in public life. They can yield a positive return on investment by creating a sense of place that attracts development and encourages local economic activity. They can improve public health by encouraging physical activity, reducing crashes through safety improvements, and reducing air pollution.

Figures T-1 and T-2 are examples of complete streets for new developments. Figure T-3 is an example of a suburban arterial complete street retrofit. Discovery Park Boulevard in New Town is an example of a new complete street in James City County, and the Ironbound Road widening project completed in 2013 is an example of a complete street retrofit. Planned projects such as the Pocahontas Trail multi-modal project from Fire Station 2 to James River Elementary School and the widening of Longhill Road from Humelsine Parkway to Centerville Road are consistent with the concept of a complete street retrofit.

**Figure T-1. Urban Complete Street Intersection Design**
Figure T-2. Subdivision Complete Street Design

Figure T-3. Before and After of a Suburban-Style Complete Street Retrofit

Courtesy of Renaissance Planning Group
Connectivity

Connectivity is a term used to describe interconnection between developments. This interconnection can refer to the streets within a single development, streets within separate developments, or access for pedestrians and cyclists to neighboring properties. Connectivity is an essential part of comprehensive transportation planning because it provides roadway users with more options to get to a destination and often reduces travel distances. Connectivity does not only apply to vehicles. It is important to a multimodal network that provides safe options for residents to get to and from their destinations. VDOT utilizes the Multimodal System Plan described in the Multi Modal Design Guidelines. This plan ensures that there is connectivity within a modal network and between travel modes.

VDOT has adopted Secondary Street Acceptance Requirements (SSARs) which are the minimum standards for new streets to be accepted for State maintenance. The 2011 SSARs, which were last updated in December 2018, often require interconnectivity between new developments. For connectivity to be an effective tool to mitigate congestion and shorten trip distances, the County and VDOT must work together to ensure newly developed properties offer logical connections between neighboring properties.

New Town is a local example of connectivity within a development, and provides connectivity opportunities to nearby neighborhoods, shopping, and recreational resources for motorists, pedestrians, and bicyclists. Individual sections of New Town are linked by streets, sidewalks, and trail systems, providing multiple ways to navigate between residential and commercial areas. Exterior access points from New Town to Ironbound Road tie into a multiuse path suitable for bicyclists and pedestrians, linking to the James City County Recreation Center and residential neighborhoods along the way. Along Monticello Avenue, a system of sidewalks, multiuse paths, and bike lanes connect New Town’s entrances to the corridor ranging from the Williamsburg-James Center County Courthouse to Monticello Marketplace and Veteran’s Park. New Town is also served by Williamsburg Area Transit Authority (WATA) Routes 4, 5, and 14.

Access Management

Access management is the planning, design, and implementation of land use and transportation strategies to maintain a safe flow of traffic while accommodating the access needs of adjacent development. In particular, good access management accomplishes the following:

- Reduces the number of crashes, injuries, and fatalities;
- Provides greater mobility that enhances the economic vitality of an area;
- Reduces the need for additional road capacity; and
- Increases the traffic carrying capacity of existing roads.

Access management works by regulating the amount and location of intersections, particularly those for commercial development.

Figure T-4 represents a typical arterial street with four businesses, each with its own parking lot. Note that ingress and egress into the center is done from the principal arterial. This design reduces the capacity of the roadway and increases the likelihood of vehicular collisions. However, Figure T-5 represents what happens if access to the development is managed. In this case, access would no longer be from the principal arterial and parking is shared with multiple businesses. Also, note that the storefronts are closer to the street. This increases store visibility, improves access for pedestrians and helps promote a sense of place.
The majority of roads in the County are state-maintained. Property access from a state-maintained road is guaranteed, but must also be in accordance with VDOT’s Access Management Design Standards. Through these standards, VDOT regulates the number of entrances a new development may have and where they may be placed. VDOT can also require new developments to attempt to gain access through a neighboring development’s curb cut. Additionally, the County has the ability to pursue access management goals through proffers and Special Use Permit (SUP) conditions in cases requiring legislative approval.

One example of access management is the 7-Eleven at the intersection of Longhill and Centerville Roads. Barriers at the entrance to the 7-Eleven restrict certain turning movements, resulting in improved safety and traffic flow at the adjacent intersection. An example of access management on a development-wide scale is New Town, which contains only a few controlled connections off
Monticello Avenue and Ironbound Road, thereby increasing mobility and the carrying capacity of the road.

If new developments adhere to complete streets, connectivity, and access management principles, these strategies can help mitigate the development’s contribution to traffic congestion on major arterials and increase the viability of traveling by bicycle or foot.

**Road Diets**

A road diet, as defined by VDOT, is a specific type of roadway configuration generally described as removing one or more travel lanes from a roadway and utilizing the space for other uses or travel modes. For example, a road diet can be applied to a road that has excess capacity for vehicular traffic to reduce the number of travel lanes and repurpose that space for on-street parking, bike lanes or multiuse paths. Road diets are typically a low cost solution, and the cost can potentially be lowered further if implemented during a maintenance repaving project.

In July 2018, HRTPO released the study *Candidate Segments for Road Diets in Hampton Roads* to help localities identify areas for a possible road diet reconfiguration. As part of this study, HRTPO staff determined criteria defining situations in which road diets may be desirable, and then prepared a database of roadways in Hampton Roads that met the criteria:

- Road segments having a four-lane, undivided cross-section;
- Road segments having less than 15,000 vehicles per day; and
- Segments with a high crash rate; or
- Areas in need of bicycle, bus transit, and walking accommodations; or
- Road segments along street-oriented land uses (e.g. townhomes, apartments, and shops on street).
Based on these criteria, two roadway segments in James City County were identified for a possible road diet approach. Further analysis of these roadway segments could examine the feasibility of a road diet in more detail.

- Merrimac Trail, from York/James City County (JCC) Corporate Limit to JCC/Newport News Corporate Limit (entire segment goes to I-64 exit 247).
- Pocahontas Trail, from the Fort Magruder Hotel to Route 199.

Merrimac Trail

This segment of Merrimac Trail from the York/JCC Corporate Limit to I-64 exit 247 was identified by the study as an eligible segment for a road diet, with the JCC portion ending at the Newport News Corporate Limit. The study shows this segment as having a low crash rate, no bike/pedestrian facilities, and no existing bus route. Potential factors against a road diet reconfiguration for this segment include few alternative transportation commuters living nearby and low potential for street-oriented land use. The Skiffes Creek Connector between Route 60 and Merrimac Trail may potentially add more truck traffic to Merrimac Trail, which could also be considered a factor against.

Pocahontas Trail

Pocahontas Trail from the Fort Magruder Hotel to Route 199 was also identified by the study as an eligible segment for a road diet. This segment of Pocahontas Trail has a low crash rate, some bike/pedestrian facilities, few alternative transportation commuters living nearby, is along an existing bus route and has the potential for street-oriented land use. Changes to this segment may impact access to interstate ramps and other state maintained facilities.

**Commuting Patterns**

James City County’s roadways are part of a larger interconnected system, with many journeys within the County originating elsewhere. As traffic increases or decreases in surrounding localities, it can impact roadways within the County. The *Historic Triangle Comprehensive Transportation Study* provides data illustrating commuting patterns between localities in the period between 2009 and 2013. In James City County, 30,100 residents commuted to work, and nearly 57% of these residents commuted to work outside of the County borders.
In the same timeframe, 26,212 people commuted to work within the County and nearly 51% of them came from outside of the County.

Commuting to and from James City County for work will likely continue as there is a lack of affordable housing in the County to support service sector employees and employees with seasonal work at places like Busch Gardens and Colonial Williamsburg.

**Transportation Funding**

In James City County, the state has overall responsibility for the construction, operation, and maintenance of public streets and highways. Funding for road improvement projects has been increasingly limited over recent years as federal and state transportation resources continue to decline and VDOT shifts its focus to maintenance of existing roads and emergency response needs. Federal and state program dollars often need to be matched with local resources in order to fund projects.

The HRTPO is a transportation policy-making body comprised of representatives from local governments and transportation agencies in the Hampton Roads region. The HRTPO acts as the metropolitan planning organization (MPO) for the region, ensuring that existing and future expenditures for transportation projects and programs are based on a continuing, cooperative, and comprehensive planning process. All federal funding for transportation projects and programs is channeled through the HRTPO and funneled to priority projects first identified in the Long Range Transportation Plan and then in the Transportation Improvement Program. HRTPO uses a scoring system to sort the projects submitted by Hampton Roads localities into those with the highest need and greatest benefit to help with these decisions.

The Virginia Commonwealth Transportation Board, appointed by the Governor, oversees transportation projects and initiatives for the Commonwealth of Virginia. This includes deciding on state transportation priorities in the Virginia Surface Transportation Plan (VTSP) and allocating funds for state projects through the Statewide Transportation Improvement Program (STIP) and the SYIP. Much of the state funding is through competitive grant programs designed to measure which projects will produce the greatest benefit using the least amount of state funding. Projects include improvements to the interstate, primary, secondary and urban highway systems, public transit, ports and airports, and other programs.
To facilitate the prioritization of state transportation spending in the County, the Board of Supervisors annually requests that the state fund certain road projects through the SYIP. Due to the enormous cost of many road improvements, it is not uncommon for roadways to remain on the SYIP for multiple years before undergoing construction.

In 2013, Virginia enacted a new transportation funding bill that changed the way it pays for and allocates funding for new transportation projects. A portion of state funding was dedicated specifically to the Hampton Roads area as the Hampton Roads Transportation Fund. The Hampton Roads Transportation Accountability Commission (HRTAC), comprised of locally elected officials, was created to manage this fund and set its focus toward funding regionally significant mega-projects such as the Interstate 64 Peninsula widening and the Hampton Roads Bridge Tunnel expansion. The largest portions of state funding are allocated to localities through competitive grant programs overseen by the Commonwealth Transportation Board.

Therefore, it is important for the County, along with input from residents, to establish clear prioritization of road improvements to ensure that the most important projects receive funding and that funding is concentrated where it is most needed and desired. Emphasis should be placed on roads within the Primary Service Area (PSA), with efforts outside the PSA focused on safety projects rather than on projects that add capacity. The County should strategically pursue any funding opportunities available for transportation projects. As funds for new roads and widening are limited, less expensive projects, such as bike lanes, multiuse trails, and sidewalks, could help alleviate congestion on road segments where money for widening is unavailable. This will help ensure that the future transportation network is both efficient and effective without negatively impacting the County’s character and development patterns.

When prioritizing projects, the County should base their priority list on the following criteria:

- Demonstration of need
- Filling in gaps in the existing network
- Funding
  - How well will the project fit funding program criteria?
  - Are there multiple funding sources available to complete the project that can be leveraged?
- Location
  - Inside PSA
  - Within a half mile of a school
  - Within a Community Character Corridor (CCC) or within a Community Character Area (CCA) or Urban Development Area (UDA)

<table>
<thead>
<tr>
<th>Project Type</th>
<th>Project Cost Amounts*</th>
<th>Funding Source*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Large Size Road Projects</td>
<td>Greater than $10 Million</td>
<td>SMART SCALE + RSTP, CMAQ</td>
</tr>
<tr>
<td>Medium Size Road Projects</td>
<td>$1-$10 Million</td>
<td>SMART SCALE + RSTP, CMAQ, Revenue Sharing/local</td>
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<tr>
<td>Small Size Projects</td>
<td>$1 Million or Less</td>
<td>Revenue Sharing/local, RSTP and CMAQ</td>
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<tr>
<td>Medium Size Bicycle and Pedestrian Improvements</td>
<td>$1-$5 Million</td>
<td>SMART SCALE, CMAQ, Revenue Sharing/local</td>
</tr>
<tr>
<td>Small Size Bicycle and Pedestrian Improvements</td>
<td>$1 Million or Less</td>
<td>Transportation Alternatives/local</td>
</tr>
<tr>
<td>Intersection Improvements, including signalization</td>
<td>$1-$2 Million</td>
<td>RSTP and CMAQ, Revenue Sharing/local</td>
</tr>
</tbody>
</table>

*Projects can be funded using multiple funding sources to create a more competitive application.
The Commonwealth of Virginia has a statewide long-range multimodal transportation plan called VTrans. The plan is prepared by Virginia’s Office of Intermodal Planning and Investment in cooperation with a variety of stakeholders to identify overarching vision and goals for transportation in the state. VTrans focuses on three transportation needs:

1. Interregional travel through Corridors of Statewide Significance (e.g., I-64)
2. Intraregional travel through Regional Networks (e.g., Hampton Roads Network)
3. Travel in local activity centers through UDAs (e.g., New Town)

Legislation passed by the General Assembly mandated that the transportation section of each locality’s comprehensive plan must be consistent with VTrans.

Roadway Components of the County’s Transportation System: Inventory and Planning

Roads

James City County has 406.88 miles of public roads maintained by VDOT, of which 11.04 are interstate, 67.37 miles are primary roads, and 339.51 are secondary roads. These roads serve various purposes and are organized into a hierarchy based on their function. Arterial roadways (which include interstates, freeways and expressways, other principal arterials and minor arterials) provide more mobility, which is defined as the ability of traffic to pass through a defined area of time. Local roadways provide more accessibility, which is measured in the roadway’s capacity to provide access to and between land uses within a defined area. Collectors offer a mix between providing mobility and accessibility. Map T-1 below shows the VDOT functional classification for roadways in the area, and the Historic Triangle Comprehensive Plan (Appendix A) includes maps for all three localities.

New roads are constructed by either VDOT or private developers. Roads are added to the state system only if a developer constructs them to VDOT standards and the County petitions the state for their acceptance in the maintenance system. Private roads exist in a number of areas throughout the County where permitted by Ordinances and where private agreements are in place to ensure their continued maintenance.
Map T-1.
Two terms which are often used to describe the performance of roads and intersections are “capacity” and “level of service (LOS).” Road capacity is the rate at which vehicles can reasonably be expected to traverse a section of roadway under ideal conditions. Ideal conditions include adequate roadway geometric design and the free flow of traffic. For arterial roadways, the ideal capacity is usually set at 1,900 vehicles per lane per hour. It is adjusted downward at intersections, where conflicts occur, and where roadway geometry reduces the speed at which vehicles can move safely. While capacity is a static metric independent of volumes, LOS indicates the deterioration of the vehicle flow rates as increasing volumes approach the capacity of the roadway. With increasing volumes and decreasing maneuvering space, the ability of motorists to maintain free flow speeds is compromised, average vehicle speeds decline, and the flow rate along the arterial roadway decreases. LOS is represented by a letter from A to F with LOS “A” being the highest flow and LOS “F” being the lowest flow. In the Historic Triangle Comprehensive Transportation Study, the LOS levels have been grouped into low, moderate and severe levels as shown below:

<table>
<thead>
<tr>
<th>Congestion Level</th>
<th>LOS Comparison</th>
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<tr>
<td>Low</td>
<td>LOW, A-C</td>
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<tr>
<td>Moderate</td>
<td>MOD, D</td>
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<tr>
<td>Severe</td>
<td>SEV, E-F</td>
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</table>

As an operational measurement, LOS is determined by the amount of delay at an intersection or by the density of vehicles on a road segment. An LOS can be determined at both a micro and macro level from individual turning movements to intersections and roadways. LOS can also be affected by traffic conditions at different times of day.

James City County uses both measurements during transportation planning and development review. For instance, per ordinance requirements and policy guidelines, if a development proposal is projected to generate 100 or more weekday peak hour vehicular trips or has an exit or entrance on a roadway with a LOS “D” or lower operation (Moderate/Severe) as determined by the Institute of Transportation Engineers standards, the applicant must submit a Traffic Impact Analysis (TIA) per the Traffic Impact Analysis Submittal Requirements Policy, demonstrating the effect of the development proposal on the road network and recommended improvements. During consideration of a rezoning or SUP application, the Board of Supervisors considers the results of the TIA as one factor in its decision-making process. Among other issues weighed in previous development proposals, the County is generally supportive of projects that do not degrade surrounding streets and intersections below a LOS “C.” In practical terms, this means that the signalized intersection providing access to the development cannot cause more than 35 seconds of delay and development generated traffic does not destabilize the traffic flow on the surrounding streets.

Around the State and around the country, streets are increasingly being considered as more than just “pipelines to move cars.” They are being redesigned as multimodal corridors that carry people in a variety of travel modes, including cars, trucks, buses, bicycles, and pedestrians. Multimodal streets ultimately have a capacity to move more people than streets that only serve cars. Repurposing some street space for additional travel modes can increase the total street capacity while reducing sole dependence on personal motorized vehicles. A multimodal street network allows people to tailor their trip by their preferred mode of travel. Multimodal streets can also provide better accessibility to locations within the countywide transit and cycling networks, which
can enhance the quality of life. This can help invite new businesses and services and improve overall health through providing active transportation options.

**Future Planning**

To monitor the ability of state-maintained roads to continue meeting the needs of residents, businesses, and visitors, VDOT regularly counts traffic on many arterial and collector streets. These counts are closely monitored to evaluate growth trends and to see if and where capacity, improvements such as additional travel lanes may be needed in the future.

Beyond the immediate timeframe, HRTPO produces long-range transportation planning information for James City County. Using a computerized modeling tool, the HRTPO assigns projected future traffic to the regional transportation network and determines what transportation infrastructure will be needed to handle the future traffic. Currently HRTPO has published traffic projections for James City County for 2040, which have been adopted by the HRTPO in the 2040 Long-Range Transportation Plan (LRTP). The County uses the HRTPO results to plan for large-scale improvements that may take many years to finance and construct. Preparations are now underway for the 2045 traffic projections and updated LRTP.

To help guide the future of transportation planning, the County will develop a Transportation Master Plan. This master plan will guide the County as the network develops and respond to future growth and needs.

In June 2020, the HRTPO finalized the Historic Triangle Transportation Study for James City County, the City of Williamsburg, and York County. The purpose of the study was to look at key
issues related to transportation and to assist the localities with the transportation sections of their respective comprehensive plan updates. The study looks at current and future conditions of the following topics:

- Highways
- Roadway Safety
- Commuting Patterns
- Bridges
- Freight
- Air Travel
- Resiliency/Sea Level Rise
- Rail
- Public Transportation
- Active Transportation

Roadway improvements such as additional through and turn lanes, improved intersections, and traffic signals are potential solutions to managing future congestion. Alternatively, managing the amount of traffic growth is another means of reducing future congestion. This can be accomplished by carefully managing growth and development in the area of the roadway segment. These studies do not presume any particular solution for any specific roadway segments. They merely point out those roadway segments that are likely to incur congested conditions in 2045 under the given assumptions and employment growth.

One component of future planning is considering the impacts of sea level rise on the road network. In 2019, the Virginia Institute of Marine Science (VIMS) began a study to project flooding inundation due to sea level rise on the existing road network at the years 2050 and 2100. Roads that could be affected by flooding inundation were categorized by the total hours they are projected to be impassible due to recurrent flooding:

- 0-5 hours/year
- 5-100 hours/year
- 100-200 hours/year
- 200+ hours/year

The study also takes into account road accessibility when impacted by 0.5 to 3.0 meters of flooding. By understanding future inundation threats to existing roads, policies can be developed in the present to guide land uses and development patterns appropriately. For example, if land that is currently developable is projected to be located on a road that could be impassible 100 hours/year by 2100, new policies and regulations can deter growth in such an area now, thus protecting future property owner investments and reducing direct risks to residents. This also helps direct emergency response infrastructure efficiently and reduces the risk of building new homes in areas that may not be reachable by first responders in a timely manner.

**Corridor Visions**

The following is a summary of major roadways in the County and improvement recommendations that will help ensure these roads remain functional and attractive in future years. In addition to the corridor visions below, the Community Character section of the Comprehensive Plan should be considered during the development of any proposed transportation improvement projects. Together, this information will help the County and VDOT to work collaboratively to ensure that improvements to roadways are in keeping with the community’s vision. Table T-3 below and Map T-2 below provide a complete list of all programmed County projects based upon their listing in VDOT’s current SYIP.
Projects included in the SYIP are identified as recommendations in the 2040 VTSP and based upon goals and priorities established in VTrans2040. The state is in the process of updating the VTrans2040 plan with the VTrans2045 plan to be adopted in 2021. Together, the VTSP and VTrans2040 represent Virginia’s multimodal transportation plan for highways, transit, rail, air, pedestrian, port, and bicycle facilities. Specific recommendations from the plans for James City County include the following:

- **Corridors of Statewide Significance** - Identifies the East-West Corridor, which runs along I-64 and the CSX rail line, as one of 11 Corridors of Statewide Significance. Recommendations focus on highway and rail capacity improvements as well as implementation of various strategies pertaining to transit, park-and-ride lots, intelligent transportation systems (ITS), freight, and access to airport facilities.

- **Public Transportation** - Recommends ITS investments in transit operations, customer amenities, service planning, security and maintenance/management for Williamsburg Area Transport.

- **Highway** - Recommends expansion of I-64 in two segments through York/James City County/Newport News:
  - New Kent County Line to Route 199 - 6 lanes
  - Route 199 to Jefferson Avenue - 8 lanes

**SMART SCALE**

Starting in Fiscal Year 2017, SYIP candidate transportation projects are being scored biennially using a prioritization process called SMART SCALE. The process includes an objective analysis of congestion mitigation, economic development, safety, environmental quality, accessibility, and land use impacts of each project. The projects are reviewed and ranked by VDOT, DRPT, and Virginia’s Office of Intermodal Planning and Investment (OIPE). The Commonwealth Transportation Board reviews the ranked applications to assist with their selection for the SYIP.

**Urban Development Areas**

UDAs are areas designated by localities that are appropriate for higher density due to its proximity to transportation facilities, the availability of a public or community water and sewer system, or a developed area. Some areas can be can be used for redevelopment or infill development if feasible.

James City County has 11 UDAs with various characteristics. Each UDA has a VTrans 2025 Transportation Needs Assessment that identifies location, socioeconomic characteristics, the current and planned place type, and gaps in the transportation system.

James City County should actively continue to submit SMART SCALE applications during each funding cycle to compete for transportation funding opportunities. These applications will need to address needs identified by VTrans for Corridors of Statewide Significance, regional networks, and UDAs.
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<td>102944</td>
<td>Centerville Road (Rt 614) at News Road (Rt 613) - Intersection Improvements</td>
<td>2020</td>
<td>CMAQ; Secondary</td>
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<td>100920</td>
<td>Croaker Road (Rt 607) - Widening to 4 lanes between Route 60 and JCC Library</td>
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<td>CMAQ</td>
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<td>113262</td>
<td>Grove Subdivision Streets - Reconstruction</td>
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<td>Longhill Road (Rt 612) - Widening to 4 lanes between Olde Towne Road (Rt 658) and Rt 199</td>
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<td>Longhill Road (Rt 612) at Olde Towne Road (Rt 658) - Turn Lane Improvements</td>
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<td>Pocahontas Trail (US Rt 60) - Multi-modal Improvements</td>
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<td>17633</td>
<td>Richmond Road (US Rt 60) in Toano - Bicycle and Pedestrian Improvements</td>
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<td>100200</td>
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<td>RSTP; Smart Scale</td>
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<td>101871</td>
<td>Airport Access Road to the Williamsburg-Jamestown Airport</td>
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<td>113534</td>
<td>Clara Byrd Baker Sidewalk Improvements</td>
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<td>TA - SRTS</td>
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<td>98823</td>
<td>Bridge Replacement - Route 601 (Hicks Island Road) over Diascund Creek</td>
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Interstate Roads

Interstate 64 (I-64)

For some time, traffic volumes have warranted the expansion of Interstate 64 from Newport News to Richmond from four to six lanes. The region’s plan has been to widen I-64 with one additional travel lane in each direction in phases over time.

- The first phase of the widening, from Jefferson Avenue (Exit 255) to Lee Hall/Yorktown (Exit 247), was completed in December 2017 with a budget of $122 million.

- The second phase, from Exit 247 to Humelsine Parkway East of Williamsburg (Exit 242) was completed in April 2019 with a budget of $176 million.

- The third phase, started in August 2018, will widen the roadway from Exit 242 to Humelsine Parkway West of Williamsburg (Exit 234) and has an expected completion date in late 2021 or early 2022 with a budget of $178.3 million.

- As part of the 2045 Long Range Transportation Plan, a fourth phase of widening, from Humelsine Parkway West of Williamsburg (Exit 234) to the James City/New Kent County Line is a candidate project.

Federal and state funding opportunities will be pursued for this project. The need to widen I-64 is reflected in Map 1-A of the VTrans2045 Mid-term Needs Report for the Hampton Roads District, which calls for congestion mitigation along these segments in the Williamsburg region.

As the interstate serves as the primary gateway to the Historic Triangle, the state needs to take great care to ensure the design of any expansion guarantees the highway will maintain its aesthetic character. The expansion should be built around the idea of corridor preservation and landscaping as the core design issue. It is recommended in that in weighing various design proposals, VDOT explore opportunities to implement future widening projects in a way that preserves the natural topography and existing vegetation along the right-of-way before any final plans are adopted.

Primary Roads

Humelsine Parkway (Route 199)

Humelsine Parkway will remain a very heavily traveled roadway and congestion is projected to worsen over the next 20 years. Another travel lane in each direction from John Tyler Highway to Jamestown Road/Williamsburg City Line may eventually be needed due to population growth, but other options may delay or reduce the need for this improvement. Given the projected traffic volumes, the County should watch conditions along the corridor and avoid the addition of any curb cuts or intersections; additionally, the County should pay particular attention to development along Jamestown Road, as the westbound left-turn lane is often near capacity and cannot be addressed cost effectively. Finally, the County should evaluate and implement appropriate congestion management strategies suggested by the HRTPO Congestion Management Process report, such as modifications to turn lanes.

The segment of Humelsine Parkway from Jamestown Road/Williamsburg City Line to the Route 60/143/199 interchange is also projected to be severely congested by 2040 due to approved
development in this multi-jurisdictional corridor. The recently completed intersection improvements at the intersection of Humelsine Parkway and Brookwood Drive have increased mobility and decreased congestion. Median modifications on Route 199 and drainage improvements were also added. Volumes and conditions will need to be watched over time to assess the need for additional improvements.

As with I-64, Humelsine Parkway is one of the gateways to the Historic Triangle, and therefore should continue to be well maintained and landscaped. Corridor preservation and landscaping for any future widening projects should be the core design issue. It is recommended that in weighing various design proposals, VDOT explore the tradeoffs between widening the roadway within the median versus widening along the edge of the right-of-way to preserve the natural topography and trees before any final plans are adopted. As bicycles and pedestrians are prohibited on Humelsine Parkway (from Interstate 64 at Lightfoot to John Tyler Highway) or discouraged from sharing the road (from John Tyler Highway to Merrimac Trail) due to the high speed limit and volumes, consideration needs to be given to increasing safety through signage and/or parallel multiuse facilities. Sidewalks, pedestrian/bicycle infrastructure, and other complete streets improvements are specified in the VTrans2045 Mid-term Needs Report.

John Tyler Highway (Route 5)

Monticello Avenue has supplemented capacity in the John Tyler Highway corridor; however, volumes on John Tyler Highway between Greensprings Road and Humelsine Parkway will need to be monitored. To avoid four-laning, which has been and continues to be strongly discouraged for this roadway, additional turn lanes along with minor intersection and pavement improvements may be needed. Such improvements should be consistent with the CCC and Scenic Byway designations. Taking into consideration the individual uses on the Land Use map and the public’s desire to preserve the historic and natural character of the corridor, careful attention should be paid to impacts to the viewshed when evaluating legislative applications for development in this area. Uses that generate high volumes of traffic that have not been accounted for, uses that cannot mitigate their traffic impacts through turn lane and intersection improvements or where such improvements would greatly impact the visual character of the road, and those that would lower the through traffic level of service should be discouraged. Multiuse paths are encouraged for new development along the highway.

Jamestown Road (Route 31)

Projected traffic volumes would normally justify the widening of this road to a four-lane facility between Humelsine Parkway/City of Williamsburg and Ironbound Road and from the Colonial Parkway to Sandy Bay Road. To maintain the visual character of this corridor, four-laning and other such improvements to this corridor would be disruptive to adjacent land uses and homeowners, the Comprehensive Plan recommends that it be maintained as a two-lane facility with additional turn lanes and access controls. Considering individual uses on the Land Use map, in evaluating legislative applications for development along this corridor, careful attention should be paid to impacts. Uses that generate high volumes of traffic that have not been accounted for, uses that cannot mitigate their traffic impacts through turn lane and intersection improvements or where such improvements would greatly impact the visual character of the road, and those that would lower the through traffic level of service should be discouraged.

Jamestown Road is currently experiencing flooding and this flooding is expected to increase in the next few decades. Two areas of Jamestown Road are expected to have vulnerability to flooding by 2045: the western end where it meets the James River, and where it intersects with Powhatan Creek.
HRTPO and HRPDC’s 2016 Resiliency and Sea Level Rise Study concluded that there is an increased likelihood of a 2.0 feet sea level rise at some point between 2043 and 2045 with a 25-year storm surge (Scenario 2) or a 50-year storm surge (Scenario 3) in the region. Further, initial findings of the VIMS road flooding assessment predict Jamestown Road to be inundated 200+ hours per year where it meets both the James River and Powhatan Creek.

Monticello Avenue (Route 321)

Currently, access is strictly limited onto this roadway. Given very limited funding, strong efforts should be taken to avoid widening Monticello Avenue to four lanes in any additional locations west of News Road through coordinated development and continued access management. For the segment from News Road to Humelsine Parkway, efforts should be made to maximize capacity through geometric improvements, signal coordination, and other strategies offered in the HRTPO Congestion Management Process report. The addition of new traffic signals is discouraged. The Monticello Avenue intersection improvement project, completed in May 2016, aimed to improve traffic flow at News Road and Ironbound Road with geometric improvements such as the addition of turn lanes, signal coordination, and pedestrian accommodations.

Pocahontas Trail (Route 60 East)

To aid with congestion and to safety along this corridor, the County has aggressively pursued transportation improvements along Pocahontas Trail. In 2017 and 2018, the County worked with RK&K Engineering to develop the Pocahontas Trail Corridor Study. The study analyzed the existing data and looked at the future conditions of the corridor to develop three alternative solutions. The three alternatives ranged from three lanes including a center turn lane to five lanes with a center turn lane. Each alternative included improved bicycle and pedestrian facilities and added lighting and landscaping. After engagement with the community and the Steering and Technical Committees, the recommended improvement was a three-lane design with a continuous center turn lane. The recommendation also included an 8-foot multiuse path and a 5-foot sidewalk. Although it is outside of the study area, future expansion should be explored to extend the recommended improvements to the Newport News city limits.

Following the Pocahontas Trail Corridor Study, the County is pursuing is the Pocahontas Trail Multi-Modal Corridor Improvements. This project will address congestion and safety along a 1.8-mile section of the corridor between James River Elementary School and Fire Station 2. Improvements will include paved shoulders for emergency access, sidewalks, pedestrian lighting, bus pull-offs, and landscaping. Staff is currently pursuing funding by utilizing SMART SCALE and RSTP funds. The project is expected to begin construction in winter of 2025. A separate but related project for intersection upgrades on Pocahontas Trail at James River Elementary School was recently completed and included installation of pedestrian signals and crosswalks.

Another improvement to the corridor is the Skiffes Creek Connector, which will provide a four-lane connection between Pocahontas Trail and Merrimac Trail to the north of the Green Mount Industrial Park. The Skiffes Creek Connector project will span the CSX Railroad, which currently has no crossings between Elmhurst Street near Yorktown Road and the Grove Interchange, a length of 4.5 miles. In addition to creating this additional rail crossing, the Skiffes Creek Connector will provide better access between Route 60 East, Merrimac Trail, I-64, and the Green Mount industrial area, which currently includes distribution centers for Walmart and Haynes Furniture. This would improve truck movement in the area, as well as make this section of James City County more attractive for industrial development. In January of 2020, the project received a $24.5 million award.
from the Commonwealth Transportation Board. Currently, the project is in the design phase and is scheduled for construction in the spring of 2021.

A third project for which the County is currently pursuing funding is the Green Mount Parkway Extension. This project will divert traffic from Pocahontas Trail. The proposed extension would not only be expected to relieve congestion along this portion of Pocahontas Trail and northward, but would also promote further commercial and industrial development in the vacant parcels around the Green Mount industrial area. The proposed alignment for the Green Mount Parkway Extension will parallel the existing segment of Pocahontas Trail adjacent to the CSX Railroad and then extend across the Green Mount property and Skiffes Creek and into Newport News, where it will connect to the Route 60 East/Fort Eustis Boulevard interchange.

Improvements along Pocahontas Trail and Green Mount Parkway would address multiple VTrans’ needs. They would address capacity preservation, transportation demand management, bicycle access, and pedestrian access.

**Richmond Road (Route 60)**

Although future volumes indicate the potential need for widening Richmond Road between the City of Williamsburg and Olde Towne Road and between Humelsine Parkway and Lightfoot Road, it is recommended that Richmond Road remain four lanes. Widening in these sections should be avoided or limited due to the physical limitations and negative impacts on existing uses. Currently, improvements to Richmond Road and the intersection at Airport Road are being looked at to reduce congestion in these areas. These improvements include the elimination of traffic signals (the left-turn lane) at the intersection and two U-turns on Richmond Road to allow motorists to access Airport Road using the right-turn lane. This project addresses the VTrans 2045 need for safety improvement, capacity preservation, and transportation demand management. Future projects would need to address the need for bicycle access along the corridor.

Future commercial and residential development proposals along Richmond Road should concentrate in planned areas and will require careful analysis to determine the impacts such development would have on the surrounding road network. Minimizing the number of new signals and entrances and ensuring efficient signal placement and coordination is crucial. The HRTPO developed guidelines for signal placement on Richmond Road as part of its Hampton Roads Access Management Model. These guidelines should be followed by new developments. New developments should be permitted only if it is determined that the project can be served by the existing road while maintaining an acceptable level of service or if the impacts can be adequately addressed through road and signalization improvements. If public funds are not included in approved state road plans for such improvements, private funding is expected prior to development approval.

Through the villages of Toano and Norge, sidewalks, enhanced landscaping, and on-street parking should be encouraged for new development to preserve a traditional small village feel; however, outside these areas, multiuse paths are recommended to separate pedestrians from heavy traffic flow. This section of the corridor should also have lower speed limits compared to the rest of the Richmond Road. The Toano Area Study should be referenced for additional specific recommendations in Toano.
Secondary Roads

Centerville Road

Centerville Road is the dividing line for the PSA. Presently a two-lane road, Centerville Road’s future traffic volumes are expected to grow significantly over the next 20 years, approaching levels that warrant widening the section from Longhill Road to Richmond Road to four lanes. The County should continue to maximize current capacity of the road by adding turn lanes and discouraging suburban-style residential development on the western side of the road. One such project began in January 2020 to improve the intersection of Centerville Road and News Road by adding a right-turn lane on News Road, a right- and left-turn lane on Centerville Road and installation of a traffic signal. Construction is expected to be completed by winter of 2020. Centerville Road’s intersection with Jolly Pond Road was evaluated for potential turn lanes and improvements, but the evaluation did not warrant additional intersection improvements.

Croaker Road

The section of Croaker Road extending from Richmond Road to Point O Woods Road is scheduled to be widened based on future traffic projections. The project proposes widening from two lanes to four lanes and realigning the intersection with Rose Lane. Additionally, the project includes undergrounding utilities and constructing a new two-lane bridge parallel to the existing bridge over the CSX line. This project is to address this capacity deficiency as well as anticipated traffic from the Mooretown Road extension and Economic Opportunity area. A multiuse trail to connect residential and commercial areas and the library will be constructed in tandem with the road widening project. To preserve the rural character of the road, the multiuse trail is proposed on the north side of Croaker Road rather than sidewalks. The project is expected to complete the pre-engineering phase in the winter of 2020. Right of way is expected to be completed by 2023 with construction completion by 2025. The widening of Croaker Road would address the VTrans 2045 needs of transportation demand management, bicycle access, roadway capacity, roadway operations, intersection design, and bicycle infrastructure.

Ironbound Road

Ironbound Road between Monticello Avenue and John Tyler Highway is projected to require additional travel lanes in each direction. Any future improvements should occur in a context-sensitive manner, considering the CCA of Five Forks. A multiuse trail along the side of the road is encouraged. In May 2019, the County received federal authorization to begin a Safe Routes To School project from Clara Byrd Baker Elementary School to the John Tyler Highway and Ironbound Road intersection. Improvements will include a new sidewalk from John Tyler Highway to Clara Byrd Baker and crosswalks, as well as flashing beacons for safety. The intersection will be reconfigured to be more pedestrian-oriented and improve safety. Future funding sources should be pursued to increase bicycle and pedestrian connectivity along the corridor.

Longhill Road

Based on current volumes, Longhill Road from Humelsine Parkway to Olde Towne Road is recommended for widening to four lanes. Projected volumes also show the need for widening to Season’s Trace and eventually to Centerville Road. In 2014, Kimley-Horn and Associates, Inc. conducted a study to explore the needs along the corridor and context-sensitive transportation solutions. As a result of the analysis of current and projected traffic volumes, safety concerns, multi-modal considerations, and extensive public input, Kimley-Horn created recommended
typical sections, an access management plan, and an intersection design plan to act as a guide for future improvements along the roadway. The recommendations were compiled into the Longhill Road Corridor Study Report, which was adopted by the Board as the County’s vision for Longhill Road.

The first phase of the project will widen Longhill Road from two to four lanes with a median and multiuse path from Williamsburg West Drive/Humelsine Parkway to just west of Olde Towne Road near New Point Road. Phase I began construction in the fall of 2019 and is anticipated to be completed by fall 2020. Adjacent to Phase I, SMART SCALE funding was secured to construct a 10-foot shared use path along a 0.55-mile stretch of Longhill Road from DePue Drive at its eastern terminus, over Route 199, to Lane Place at its western terminus. This will improve connectivity in the bike and pedestrian network by closing existing and projected bike/pedestrian gaps and by improving multi-modal safety on this widely traveled road.

Phase II will widen Longhill Road from just west of Williamsburg Plantation Drive to just east of Glenburnie Road. This phase also includes construction of the turn lanes on Olde Towne Road at the intersection. Construction for Phase II is anticipated to begin in fall 2020. Phase III will widen and realign Longhill Road from east of Glenburnie Road to Centerville Road and does not currently have an anticipated schedule. Smaller improvements may be done separately as resources are available. Widening of Longhill Road addresses the VTrans 2045 needs of safety improvements, bicycle access, and transportation demand management.

Mooretown Road Extension

It has been recommended to extend Mooretown Road from its current terminus in York County to Croaker Road or Rochambeau Drive. Development within the vicinity of the proposed Mooretown Road extension should be discouraged until master plans are approved and infrastructure is planned to handle intensive development that does not solely rely on Richmond Road. Private funding is expected, although public and private efforts may be beneficial to fund infrastructure improvements. A corridor study to identify preferred alignments, environmental impacts, utility relocation, and cost estimates for the potential extension was completed in February 2016. The final document proposed three alternative routes. On the December 8, 2015, the Board of Supervisors voted to support the three alignments outlined in the study. A final route would be determined once a future development is proposed for the corridor.

News Road

News Road from Centerville Road to Monticello Avenue is a winding road with poor sight distance and sharp curves. Current conditions meet the threshold for a signal evaluation per VDOT policy, and an intersection improvement project is in development which will improve visibility for left turns onto Centerville Road from News Road and add a right-turn lane on News Road as well as a right- and left-turn lane on Centerville to access News Road. As development, pressure continues along the corridor, coordination with VDOT and future developers is essential to increasing sight distances. Recommended road improvements include shoulder strengthening and the addition of reflectors along the side of the road. Rezoning and SUP applications should take these recommendations and other needed improvements into account to minimize the impacts of additional development. Any shoulder strengthening project should include the addition of a shoulder bike lane.
Rural Roads

Rural roads are vehicular facilities that are outside the PSA and that serve areas designated as Rural Lands on the Land Use Map. These facilities are often two lanes, have smaller typical cross sections, and have limited driveways and intersections. Such roadways are not designed for speed or capacity, but rather to provide access and complement the rural character of the area. Besides their scale, these roads are unique because they showcase the County’s mature tree canopies and rural landscapes. Capacity improvements and non-rural land uses should be avoided on rural roads. Examples of rural roads include Ware Creek Road, Riverview Road, Newman Road, Forge Road, Jolly Pond Road, and Brick Bat Road.

Non-Roadway Components of the County’s Transportation System: Inventory and Planning

James City County looks to improve existing facilities for pedestrian and bicyclist use, create new facilities, and work with regional partners and developers to expand existing networks to promote connectivity and alternative modes of transportation. In numerous studies, the use of non-motor transportation has had environmental, economic, and health benefits in local communities where infrastructure exists to support these modes; furthermore, James City County’s historic and Community Character can be enhanced through future investments in pedestrian and bicycle facilities. The Virginia Capital Trail, running through James City County, is a popular bike and pedestrian trail, and its economic benefits are supported through its use and visitation. During the 2018-2019 fiscal year, the Capital Trail generated approximately $5.3 million in value-added effects, which comprises its contribution to the Gross Domestic Product of Virginia. In addition, the trail created 99.2 full-time equivalent jobs, along with $3.6 million in wage and salary income. Properties adjacent to the trail increased in assessed value of about 3.7% more than properties not adjacent to the trail per the Virginia Capital Trail Foundation Economic Impact Analysis.

The County has goals for future non-roadway components and facilities for alternative modes of transport that are consistent with regional goals. These goals include:

- Safe, connected, and accessible networks that provide alternatives to motor transport for a wide variety of ages, lifestyles, and activity levels;
- Inclusion of more connector trails to enhance connections between restaurants, schools, neighborhoods, lodging;
- Use the addition and improvement of facilities to attract new business and increase opportunities for tourism;
- Promote the physical and mental health of residents;
- Decrease the dependency on cars to enhance the environmental well-being of the County;
- Enhance the sense of place felt by residents by creating further connections to historic and community character;
- Guide the location and design of future facilities and additions; and
- Continue to update Pedestrian Accommodations Master Plan.

Greenways

More specifically discussed in the Parks and Recreation section of the Comprehensive Plan, greenways are defined as linear open spaces that are managed for conservation, recreation, and/or alternative transportation uses. Greenways often follow natural features (ridgelines, stream valleys,
and rivers), cultural features (canals, utility corridors, abandoned rail lines, zoning buffers, roadways), or breaks in the land pattern. Although each greenway is unique, most greenways are networks of natural open space corridors that connect neighborhoods, parks, and schools to areas of natural, cultural, recreational, scenic, and historical significance. Blueways are aquatic greenways that provide water access opportunities for small watercraft such as canoes and kayaks. These passageways link people and places to nature for the enjoyment and enhancement of the community. Greenways and blueways provide corridors that bicyclists, pedestrians, and others can use to get from one place to another, free from motor vehicle conflicts.

Two of James City County’s most popular trails are the Greensprings Interpretive Trail and the Virginia Capital Trail. The Greensprings Trail is a three-mile soft surface trail that loops through a landscape of ponds, wetlands, and forests adjacent to Mainland Farm, the oldest continuously cultivated farm in the United States. The trailhead at Jamestown High School provides convenient parking and access to the Virginia Capital Trail. The multiuse path for the Virginia Capital Trail will link Jamestown and Richmond upon its completion. James City County received Revenue Sharing funds for the addition of two path connections near the John Tyler Highway and Monticello Avenue intersection for access to the Capital Trail, which was completed in 2016. Though both the Greensprings Interpretive Trail and the Virginia Capital Trail are maintained by VDOT, the County will work in cooperation with the state and other local agencies to ensure its continued adequacy for its users.

Current Plans

James City County adopted its Pedestrian Accommodations Master Plan in 2011 and updates to the 1993 Regional Bicycle Facilities Plan in 2013. The Pedestrian Accommodations Master Plan helps meet pedestrian needs generated by current and future growth, while limiting the need for post-development remedial sidewalk projects constructed with public funds. A majority of sidewalks and paths have been constructed by the private sector in conjunction with land development. Since the adoption of the Pedestrian Accommodations Master Plan, a number of studies have been completed and roadway projects initiated that examine the needs and conditions of certain roadways in more detail. Based upon this information, the Pedestrian Accommodations Master Plan shall be continually updated based on citizen input and future studies.

The Historic Triangle Bikeways Advisory Committee (HTBAC), consisting of citizens and staff from James City County, the City of Williamsburg, York County, and representatives from the National Park Service, the College of William and Mary, and Colonial Williamsburg, is responsible for monitoring the construction of bike facilities and ensuring that all new facilities and future plans meet the public’s desires and needs. During HTBAC’s 2013 update of the Regional Bicycle Facilities Plan, the Committee aspired to design a system that would provide bicycle access to major destinations, eliminate routes with dead ends, be realistic regarding the necessity of the proposed facility type, and be consistent with the Pedestrian Accommodations Master Plan.

The Regional Bicycle Facilities Plan was developed under the direction of the Regional Issues Committee in cooperation with citizens from James City County, York County, and the City of Williamsburg. The benefits of an integrated bikeway system are energy conservation, reduced pollution, traffic reduction, improved quality of life, and increased appeal as a tourist destination.

Paved multiuse paths complement the range of non-vehicular facilities by providing an option that can serve a wide range of users in one facility. Multiuse paths are typically paved, eight to 10 feet wide, and can be found in rural, suburban, and urban settings. When designing or retrofitting a road...
to accommodate cyclists and pedestrians, it is important to consider the context before deciding on the type of facility. In historic or more urban and compact settings, on-street bike lanes and sidewalks may be a more appropriate and functional choice.

The Pedestrian Accommodations Master Plan, the Regional Bicycle Facilities Plan, and the Greenway Master Plan all promote a shared goal of facilitating transportation choice. As such, shared facilities that combine the benefits of each plan should be developed whenever possible in an effort to unify the effort of providing these types of facilities. The Comprehensive Plan strongly encourages continued implementation of these plans. Tidewater Trails Alliance encourages the adoption of segments of the Birthplace of America Trail (BoAT) plan in the planning session of the Comprehensive Plan and the County’s Pedestrian Accommodations Master Plan.

**VDOT Pedestrian Safety Action Plan**

In 2018, VDOT Traffic Engineering Division completed a report to assist localities on improving pedestrian safety and ultimately reducing fatalities in the Commonwealth. Along with the report, VDOT worked with stakeholders to identify areas across the Commonwealth that has a history of pedestrian crashes. James City County has five corridors identified in the top 1-5% of safety issues for pedestrians.

**Existing Facilities - Current and Future Projects**

**Longhill Road Widening**

Longhill Road is currently being widened after the Longhill Corridor Study in 2014 proposed congestion relief improvements and ways to incorporate other modes of transport along the corridor. In addition to widening, a 10-foot wide, 0.5-mile shared-use path from DePue Drive to Lane Place will be installed along the north side of the roadway. Other improvements will include crosswalks, pedestrian push buttons, and additional widths on outside lanes to accommodate cyclists. The project began in late 2019 and will be complete in three phases with an expected completion date in late 2021/early 2022.

**Clara Byrd Baker Sidewalk Improvements**

In 2018, James City County received funding for a project from John Tyler Highway to Clara Byrd Baker School, which is expected to start in 2021. Improvements will include a new sidewalk from John Tyler Highway to Clara Byrd Baker and crosswalks as well as flashing beacons for safety.

**Croaker Road Widening**

The design for a widening project at Croaker Road (Route 607) between Richmond Road (Route 60) and the intersections of Point O Woods Road and Maxton Lane is currently being developed. This widening project will include a shared used pathway and crosswalks to allow use by pedestrians and cyclists, increasing connectivity to this area, which features new residential housing, James City County Library, and other commercial areas. The estimated construction start date is Winter 2023/2024.
Connecting the Virginia Capital Trail to the South Hampton Roads Trail via the Birthplace of America Trail

The Virginia Capital Trail, an existing 53-mile shared-use pathway between Jamestown and Richmond, is one of the primary bicyclist accommodations in James City County. *Linking Hampton Roads: A Regional Active Transportation Plan* recommends that this trail be connected to the broader Hampton Roads region, and envisions this implementation through the proposed Birthplace of America Trail. Utilizing multiple shared-use pathways connecting the County with the entire Historic Triangle and beyond is consistent with the County’s goals for non-motor transportation network expansion and with proposed regional plans. The Regional Active Transportation Plan additionally recommends buffered bike lanes throughout the northern portion of the County to increase the County’s connectivity.

BoAT is a proposed multiuse trail of more than 190 miles to connect James City County to greater Hampton Roads via two routes: the Peninsula Route and the Southside Route. The map below shows the adopted map the proposed route of both the Southside Route and the Peninsula Route. Localities have an opportunity to alter the route should a more desirable location is preferred or the ability to use existing infrastructure is available. On May 9, 2017, the Board of Supervisors passed a Resolution of Support of the proposed trail alignment. The Comprehensive Plan encourages the adoption of more segments of the BoAT.
Proposed Facility Designs (Cross-Sections)

Paved multiuse paths complement the range of non-vehicular facilities by providing an option that can serve a wide range of users in one facility. The Regional Bicycle Facilities Plan consists of three different types of bicycle facilities.
1. **Multiuse Path** - Facilities that are physically separated from the roadway and prohibited for use by motorized traffic.

**Figure T-6. Example of Multiuse Path**

![Multiuse Path Diagram](image)

*Courtesy of Renaissance Planning Group*

2. **Bike Lanes** - Roadways that can accommodate bicyclists. These facilities include bike lanes within the roadway that are delineated for bicycle use only. A bike lane can either be adjacent to the curb with no on-street parking or in between on-street parking and vehicle travel lane. Markings and signage for these facilities shall be in accordance with the VDOT Road Design Manual.

**Figure T-7. Example of Shoulder Bike Lane**

![Shoulder Bike Lane Diagram](image)

A four-foot-wide bicycle lane becomes a five-foot-wide bicycle lane when paired with an eight-foot-wide parking lane. A four-foot-wide bicycle lane becomes a six-foot-wide bicycle lane when paired with a seven-foot-wide parking lane.
Four-foot-wide bicycle lanes do not include the width of the gutter pan when adjacent to curb and gutter.

A four-foot-wide bicycle lane becomes a five-foot-wide bicycle lane when located adjacent to curb without a gutter pan.

Courtesy of DRPT

3. Shared Roadway - Roadways that are signed as a bicycle route, but do not have a portion of the roadway that is either reserved exclusively for bicyclists or can accommodate bicyclists and motorized traffic simultaneously.

Figure T-8. Example of Shared Roadway

Courtesy of Renaissance Planning Group
Maintenance of Facilities

James City County will look toward several options of maintaining facilities to enhance the historical and community character of these facilities and to keep them accessible and safe to local users and tourists. Facility Maintenance will depend on the location of facilities and ownership of roadways. Any facilities in VDOT’s right-of-way should be maintained by VDOT. Facilities outside of VDOT’s right-of-way will be maintained privately. It will also be up to the users of facilities to take personal responsibility to take care of their waste and make reports of any issues with facilities, if and when they arise. Per VDOT’s Policy of Integrating Bicycle and Pedestrian Accommodations, VDOT will “maintain bicycle and pedestrian accommodations along the Birthplace of America Trail as necessary to keep the accommodations usable and accessible.” However, this is dependent on funding available for these efforts, both for VDOT and for localities.

Possible Funding Structure and Sources

In order to achieve the Comprehensive Plan’s vision of funding future projects, the County will need to look toward several combinations of local, state, and federal funding. Existing facilities have been constructed through County efforts using state and federal funding. There are a number of future projects that are currently unfunded and the County will pursue funding applications to make these facilities possible. Potential future funding sources include:

- Capital Improvement Program
- Grants
- Bond Referendums
- Public-Private Partnerships
- Fundraising Events
- SMART SCALE
- Highway Safety Improvement Plan
- VDOT Revenue Sharing
- Congestion Mitigation Air Quality (CMAQ at federal Level)
- Transportation Alternative Projects (federal)
- Other
  - User fees
  - Donations
  - Developer contributions and/or construction

Criteria for Prioritizing Projects

Staff will compare the criteria for prioritizing bike and pedestrian projects from different sources. Staff will evaluate the requirements of the funding source to determine which project will create the most competitive application.

Project List from Historic Triangle Bicycle Advisory Committee

1. Longhill Road shoulder bike lanes: Shoulder lanes need to be replaced/expanded.
2. Ironbound Road bike lanes: A widened, marked out, safe bike lane along Ironbound Road from Mid County Park (which is near many neighborhoods and shopping) to connect with the Virginia Capital Trail feeder trail right behind Clara Byrd Baker Elementary School.
3. **Mooretown Road bike lanes**: Along the “two lane” portion of Mooretown Road from Airport Road west to Ashby Park Drive.

4. **Richmond Road bike lanes**: Eastbound Richmond Road between Carolina Furniture (5425 Richmond Road) and City line (La Tolteca at 3048 Richmond Road) - would provide connection between Airport Road and the right-turn lanes in the City.

5. **Old Country Road multiuse path**: Construct multiuse path between the southern terminus of South England Street across the north end of the Kingsmill development to Ron Springs Drive just west of Carters Grove.

6. **Pocahontas Trail (Route 60) bike lanes east of Williamsburg**: Add bike lanes between Quarterpath Road at the Williamsburg City line through Grove to James Rover Elementary School.

**Unranked Projects:**
- **Sweep debris from bike lanes**: Several sections of our roads with bike lanes have winter debris in them. This is mainly gravel but also some dead animals and glass. These areas should be swept once a year in the spring.
- **Richmond Road shoulder bike lanes**: Between Handel’s Ice Cream (6601 Richmond Road) to Lightfoot Road, eastbound lane.
- **John Tyler Highway shoulder widening**: Between Hickory Signpost Road and Carolina Boulevard.
- **Forge Road bike lanes**: Between Little Creek Dam Road and Diascund Road - extend existing bike lanes to Diascund Road.
- **John Tyler Highway (Route 5) bike lanes**: Add bike lanes to Route 5 between Route 199 and the Virginia Capital Trail connection.
- **Centerville Road/Monticello Avenue pavement repairs**: add paved shoulder at the base of the traffic light poles at the intersection of Centerville and Monticello Avenues.
- **Warhill Sports Complex/JCC Recreation Center connection**: Construct multiuse path to connect the two facilities.
- **Rochambeau Drive bike lanes**: Between Croaker Road and Lightfoot Road.
- **Penniman Road bike lane striping**: Between the City of Williamsburg boundary eastward to the Marquis Parkway.

**Williamsburg Area Transit Authority**

Williamsburg Area Transit Authority (WATA), formerly known as Williamsburg Area Transit, began operation in 1977 to provide a public transportation system to the citizens of James City County, the City of Williamsburg, and the Bruton District of York County. WATA’s mission is to provide safe, efficient, and accessible public transit to residents and visitors in the Historic Triangle. WATA’s vision is that Williamsburg Area Transit Authority will become the transportation option of choice for people who live, work, and visit the Williamsburg area.

WATA currently operates under a Transit Development Plan that was adopted in 2016. In addition to passenger fares, WATA is funded by federal and state grants and contributions made by James City County, the City of Williamsburg, and York County.

Improvements over the last 10 years include new routes, increased hours, trolley service between New Town, High Street and Colonial Williamsburg, Sunday service, and regional connections to Surry County and Newport News. WATA has also established three transportation centers: downtown Williamsburg (serving as a regional hub where taxi, intercity, public transit, and rail connect); the northern area of the County off Rochambeau Drive and Legacy Hall in New Town.
WATA has 12 routes meeting various community needs such as commuter, recreational, and tourism travel by providing a coordinated system through fixed routes. Accessibility services for customers with disabilities include routes with wheelchair lifts, deviated trip routes, and paratransit service. WATA recently added the Lackey/Mounts Bay route in 2017, which connects riders from the James City County Government Center/Quarterpath/Riverside Hospital area to Lee Hall in Newport News and Yorktown Square Apartments in York County. Other transit-related services, such as those provided by the Williamsburg-James City County Community Action Agency, Colonial Williamsburg and private taxi services, offer additional specialized services to area residents.

James City County should continue to encourage the expansion of future transit by encouraging compact mixed use development that is conducive to transit.
Park and Ride Lots

A number of residents in the study area use carpooling to travel to work. According to the Census Bureau, 5,234 residents in the Historic Triangle carpooled to work on a regular basis in 2013-2017. This percentage (7.3%) is slightly below the regional carpooling average of 7.9%. The TRAFFIX program, which is funded by HRTPO and operated by Hampton Roads Transit, conducts various efforts to increase the use of transportation alternatives such as carpools, rideshares, and public transit throughout the region and study area.

In order to assist with carpooling and ridesharing efforts, VDOT maintains Park and Ride lots throughout the State, including three lots in the study area:

- **Lightfoot** - This lot is located on East Rochambeau Drive just to the south of the interchange of I-64 and Humelsine Parkway. The unpaved Lightfoot Lot has space available for 51 vehicles. According to VDOT Hampton Roads District data, the 2018 average utilization rate was 33% (17 out of 51 spaces).
- **Croaker** - The Croaker Lot is located at the corner of Rochambeau Drive and Croaker Road just west of I-64. This partially paved lot has space for 64 vehicles. The facility is lit and has bicycle racks. According to VDOT Hampton Roads District data, the 2018 average utilization rate was 73% (47 out of 64 spaces).
- **Jamestown Center** - This lot is co-located at the Jamestown Center near the intersection of Jamestown Road at Jamestown Settlement and the Colonial Parkway. This paved lot has 516 general spaces. The facility is lit and has bicycle racks and access to transit services. According to VDOT Hampton Roads District data, the 2018 average utilization rate was 21% (110 out of 516 spaces).

In 2013, VDOT completed the Statewide Park and Ride Lot Inventory and Usage Study. The study updated VDOT’s inventory and usage of Park and Ride lots, identified recommendations for new or expanded Park and Ride lots, updated VDOT’s website to include an interactive map of official lots, developed VDOT’s Park and Ride program policies and goals, and assisted VDOT in coordinating its Park and Ride lot program with other State and local agencies and the public. For James City County, the recommendations of the study resulted in one Priority Investment Strategy project - paving and enhancing the Croaker lot. The Park and Ride lot was included as one of the 84 recommended high priority investment projects in Virginia.

In December 2017, VDOT completed Park and Ride Design Guidelines to provide a user-friendly framework from which users can make informed decisions regarding Park and Ride lot layout, services, amenities, and green infrastructure in developing or retrofitting Park and Ride lots throughout the Commonwealth. The Comprehensive Plan supports future growth of Park and Ride facilities in the County to encourage carpooling and ridesharing efforts.

Rail Travel

A main line of the CSX Railroad runs north to south through James City County. This line connects in Richmond with the broader network of the CSX transportation system and connects with the ports of Hampton Roads in Newport News and to the Southside ports in Portsmouth. Rail plays an important role in moving freight and passengers to and from James City County.

Intercity passenger rail service is available in James City County through Amtrak. This service is part of the Northeast Regional route, which operates between Boston, New York, Washington,
D.C., and Norfolk. Expanded service to Norfolk began in December 2012 and provides a linkage to the Norfolk Tide light rail system. In the future, James City County has the potential to be served by express bus, commuter rail service, or high speed rail as part of the Southeast High Speed Rail Corridor as outlined in *The Hampton Roads Regional Transit Vision Plan* and summarized for the Historic Triangle area in the James City County/Williamsburg/York County Comprehensive Transportation Study. Successful implementation of expanded rail travel will require an effort to cultivate transit-oriented developments by locating new medium- and high-density development along and in proximity to station locations as well as the development of effective feeder bus, vanpool services, and park-and-ride lots to provide better access to rail transit for those persons not living within proximity of the rail corridor.

Important to the transportation system as well as the economy of the area is freight movement along the CSX lines. Major users of the line in James City County are the Anheuser-Busch InBev brewery, Ball Metal, Luck Stone, Henry S. Branscome, Inc., and several other aggregate companies. The line has a medium-high density classification, which means it carries 10 to 20 million gross tons annually. Industrial rail traffic is important, because it ensures the line against abandonment. James City County can increase the viability of the railroad by encouraging new industries to locate along or near the line.

The Comprehensive Plan recognizes the importance of rail service as a viable transportation mode and supports the continued maintenance of existing and potential industrial rail access to the County’s designated industrial sites. Rail activities should be monitored in an effort to determine the impact of potential service or design changes in the County and region. Finally, consideration should be given to improvements, which would increase safety at the seven railroad crossings that exist in the County.

**Air Travel**

The James City County area is served by three major commercial airports within one hour’s driving distance: Newport News-Williamsburg International Airport in Newport News (20 minutes), Richmond International Airport (1 hour), and Norfolk International Airport (1 hour). These three airports offer daily commercial passenger flights serving both domestic and international travel. The Williamsburg-Jamestown Airport is a small general aviation facility located within the County, serving as a base for a flight school and small private planes. There is no scheduled commercial passenger service at this airport, and the population served is confined to tourists and business clientele who travel by private plane. The 3,200 feet of runway can handle most turbo-prop aircraft as well as light corporate jets.

**Water Travel**

Another important part of the transportation system in James City County is the Jamestown-Scotland Ferry service on the James River. This is a heavily used mode of travel that links Surry County with the James City County/Williamsburg area, transporting roughly 950,000 vehicles per year. Surry County has a large pool of workers who desire employment in the James City County area. The four ferry boats that carry commuters and tourists alike are part of the only 24-hour state-run ferry in operation in Virginia. In July 2020, the Jamestown-Scotland Ferry Facility received $4.9 million through the U.S. Department of Transportation’s Federal Transit Administration Passenger Ferry Grant Program to help improve passenger safety and modernize the ferry slips in Surry County and Jamestown. The Comprehensive Plan supports continued 24-hour operation of this critical service.
Vehicle counts for the Jamestown Scotland Ferry per VDOT.

**Spotlight on Implementation**

Having a viable multi-modal transportation network is fundamental to maintaining a strong economy and a high quality of life for the community. It creates important linkages between people, homes, employment centers and recreational areas, and provides citizens, businesses, and visitors a means for the efficient and safe movement of goods and people among activity centers. Accommodating and planning for automobiles will remain paramount as vehicles will remain the primary mode of transportation for most; however, with James City County’s population expected to grow for youth, seniors, and the disabled, its transportation planning must also focus on providing additional transportation choice. By building a well-connected system of roads, sidewalks, bikeways, multiuse paths and transit, rail, air, and water service in coordination with surrounding jurisdictions, James City County seeks to address the County’s transportation needs of its citizens and economy in a way that improves safety, effectiveness, and efficiency; reduces congestion and emissions; increases accessibility and modal choice; and promotes a sense of place.

The County has worked toward that goal and accomplished a variety of actions from the Transportation chapter.

- In terms of ensuring a supportive transportation system, development proposals have been evaluated for potential impacts to the transportation network and for consistency with the County’s Corridor Visions. Based on the results of each evaluation, developers have mitigated impacts to the roadway network, such as providing for signal timing studies and/or pedestrian facilities during construction.
The County has reviewed its transportation priorities annually through VDOT’s SYIP and actively pursued funding sources to complete improvement projects.

Projects such as the News Road/Centerville Road intersection improvements have focused on maximizing the current road capacity by adding turn or travel lanes in a context sensitive manner. Other projects, including the Longhill Road widening, have sought to accommodate current and projected traffic volumes by increasing road capacity. Additional studies have been recently completed or are underway, including the Pocahontas Trail Corridor Study and initial investigations into funding opportunities for safety improvements to the Centerville Road/Greensprings Road intersection at John Tyler Highway.

To better plan and coordinate transportation improvements within the Historic Triangle and the region, the County participated in joint planning activities, including the Historic Triangle Comprehensive Transportation Study.

Considering that the County’s road network is shared by several types of users and also serves as a gateway for visitors into the Historic Triangle area, the County has also pursued improvements to pedestrian facilities and character. In 2011, the Board of Supervisors adopted a new Pedestrian Accommodations Master Plan, which identifies road segments where sidewalks or multiuse paths would provide the largest benefit and helps developers to identify and plan for these facilities in proposals. Implementation of the Pedestrian Accommodations Master Plan was strengthened through amendments to the Zoning Ordinance, which now require by-right development (including expansions) to add or update pedestrian/bicycle accommodations when certain criteria are met. The project to retrofit a 1.8-mile segment of Pocahontas Trail between James River Elementary School and Fire Station 2, with $17 million accumulated to date. The improvements will include paved shoulders, sidewalks, lighting, bus pull-offs, and landscaping.

Looking to the Future

As James City County looks to 2045, it will need to continue planning for the future transportation needs of the community and seeking ways to implement its comprehensive transportation vision. County participation in regular meetings with the HRTPO will be critical to identifying infrastructure needs and deficiencies and making them eligible for federal and state funding. In addition, funding limitations for road improvement projects will require the County to employ creative strategies and regional partnerships to reallocate prior funding and obtain new funding for priority projects and expanded transportation options. It will also be important to reevaluate the County’s priorities at regular intervals and factor in differences in the needs of its diverse citizenry and geography to ensure that the County’s transportation system meets the needs of its growing population and economy.