

**REPORT OF THE  
VIRGINIA DEPARTMENT  
OF TRANSPORTATION ON**

# **Route 5 Corridor Study**

**TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA**



## **HOUSE DOCUMENT NO. 44**

**COMMONWEALTH OF VIRGINIA  
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## TABLE OF CONTENTS

<b>PREFACE</b> . . . . .	i
<b>EXECUTIVE SUMMARY</b> . . . . .	ii
Committee Recommendations. . . . .	v
<b>INTRODUCTION</b> . . . . .	1
Citizen Information/Participation Meeting. . . . .	2
Route 5 Corridor Study Map. . . . .	3
<b>STUDY ELEMENTS</b> . . . . .	5
Rationale . . . . .	5
Study Plan . . . . .	5
Preservation As A Two-Lane Byway. . . . .	5
Banning Tractor Trailers on Route 5 . . . . .	7
Billboard Issue . . . . .	9
Powers to Control Commercial Growth and Development . . . . .	9
Bicycle Paths . . . . .	10
Virginia Byway Protection . . . . .	10
<b>SPECIAL TRUCK STUDY</b> . . . . .	13
Accident Frequencies. . . . .	13
Weigh-in-Motion Studies . . . . .	14
Length and Width Study. . . . .	15
Alternate Routing and Signing . . . . .	15
Safety Recommendations - Route 5 . . . . .	16
Safety Recommendations - Route 106 . . . . .	19
<b>CONCLUSIONS</b> . . . . .	21
<b>APPENDICES</b> . . . . .	23
APPENDIX A: House Joint Resolution No. 88. . . . .	25
APPENDIX B: Study Plan . . . . .	27
APPENDIX C: Mr. Frank G. Tsutras Letter of July 6, 1990 to The Honorable John G. Milliken. . . . .	29
APPENDIX D: Sections 33.1-62, 33.1-63, 33.1-64 Code of Virginia - Scenic Highways and Virginia Byways. . . . .	33
APPENDIX E: Scenic Highways and Virginia Byways Procedures and Criteria. . . . .	35

## PREFACE

House Joint Resolution No. 88 (HJR 88) requested that the Virginia Department of Transportation (VDOT) study the historic and scenic Virginia Route 5 corridor which connects Virginia's Colonial Capital, Williamsburg, to its present Capital, Richmond, and make a report of its findings to the Governor and the 1991 General Assembly.

Mr. R. L. Hundley, Environmental Engineer, VDOT, was designated Chairman of the Committee to conduct the study.

VDOT gratefully acknowledges the valuable contributions of the legislative appointees and county representatives: Mrs. Kay S. Gardner, citizen, Henrico County; Mr. Reginald H. Nelson, IV, citizen, Henrico County; Mr. C. Hill Carter, Jr., citizen, Charles City County; Dr. Jearald D. Cable, citizen, Charles City County; Mr. George F. Wright, Jr., citizen, James City County; Mr. Frank G. Tsutras, citizen, James City County; Mr. W. F. LaVecchia, Henrico County Administrator; Mr. Fred A. Darden, Charles City County Administrator; Mr. David Norman, James City County Administrator; planning staff of the counties, and other professionals on VDOT's staff from Transportation Planning, Traffic Engineering, Maintenance and Environmental Divisions.

The participants considered the elements mandated to be studied and made recommendations which will serve to preserve the scenic characteristics of the Route 5 corridor which links dynamic, modern Virginia with her rich historic past.

## EXECUTIVE SUMMARY

House Joint Resolution No. 88 (HJR 88) directed the Virginia Department of Transportation (VDOT) to conduct a study of various elements considered pertinent to the preservation of Virginia scenic Route 5 which connects Virginia's Colonial Capital, Williamsburg, to its present Capital, Richmond.

A committee comprised of representatives of VDOT and the local governing bodies of Henrico, Charles City and James City Counties; one citizen member from each jurisdiction, appointed by the Speaker of the House; one citizen member from each jurisdiction, appointed by the Senate Committee on Privileges and Elections, was designated to address the elements in the resolution.

Regarding the provision of the resolution concerning the need to, ways of, and extent to which Virginia Route 5 can be preserved as a two-lane scenic byway, it was felt that VDOT should not lose sight of the importance of Route 5 as a tourist attraction and economic resource. Tourists come from all over the nation to drive from Richmond to Williamsburg on this Virginia byway. It is the consensus of the Committee that Route 5 should be maintained as a two-lane road as long as possible.

The adequacy of Route 5 to safely accommodate farm equipment, large trucks and other vehicles is a concern. According to a recent highway needs study, sections of the existing highway will require a four-lane divided facility in the future. A four-lane divided facility will be required for 18.14 miles from the east corporate limits of the City of Richmond to Route 156. Also, a four-lane divided facility will be required from Route 613 in James City County to Route 199, a distance of 6.21 miles. A 24.61-mile section in Charles City and James City Counties, between Route 156 east and Route 613, will require reconstruction to provide a minimum of 24-foot pavement. These improvements are recommended by the Committee. In making these improvements, the Committee feels that the scenic characteristics of the byway should be preserved. Additionally, the Committee recommends that the localities have input into a parkway-type design concept for these highway improvements. The Committee recommends that VDOT consider changing the Virginia byway designation of a section of Route 5 in Henrico County to follow Kingsland Road and Osborne Turnpike due to existing and future development. Finally, the Committee recommends that VDOT and the localities should decide how these future traffic needs will be accommodated so the localities can account for them in their decision making and comprehensive plans.

As to the feasibility and desirability of eliminating tractor-trailer truck traffic on Route 5, VDOT conducted a Special Truck Study over a three-month period which included monitoring the speed, length; width and weight of trucks. Three years of accident

data were evaluated to determine cause, severity and accident experience relative to truck traffic. The effect of tractor trailers on safety and travel efficiency on Route 5 between the Cities of Richmond and Williamsburg was assessed in the study.

Weigh-in-motion (WIM) studies were conducted at three locations: two on Route 5 and one on Route 106. A total of 1,046 trucks was recorded at the three sites: 493, or 47 percent, were tractor trailers with 229, or 46 percent, being overweight. During the study, the interviews with the truckers indicated several reasons for taking Route 5 instead of I-64. One of the reasons given is that Route 5 is the shortest route to their destination. A second reason is they take Route 5 to avoid the scales. The third reason is a trucker can purchase a permit from VDOT to haul a one to five percent heavier load on Route 5 than they can haul on I-64.

Analysis of data from the truck study determined there is no significant indication that a safety problem exists with trucks using Route 5 as an alternate access route as opposed to the interstate facilities. Therefore, VDOT concluded the restriction of tractor trailers from Route 5 is not a viable solution.

There is no legislative authority to restrict trucks on the state's primary highways. Additionally, there would be legal and political ramifications with eliminating legal tractor-trailer trucks on Route 5 because it is a federal-aid primary route and due to the perceived negative impact it would have on industry and farming.

Additional information regarding the truck study is included in a summary of the "Special Truck Study" included at the end of this report.

The Committee does not recommend eliminating tractor-trailer trucks from Route 5 due to the perceived economic impact it would have on industry and farming.

The Committee recommends that additional signs be installed on Routes 199, I-64, 106 and 60 to encourage trucks to take alternate routes identified in the truck study. The alternate routing is I-295 West and I-64 East and along Route 199 (Williamsburg area) to Route 5.

Greater enforcement of existing laws to discourage illegal trucks from using Route 5 is also recommended.

It was concluded that localities in the corridor consider truck traffic generation in the decision of whether to approve land use plans.

It was recommended that VDOT and/or localities contact trucking industries to encourage them to use alternate routes for through truck traffic.

The Committee recommends VDOT consider the safety recommendations and capacity improvements for turn lanes, signing, pavement markers, reflectors, pavement and bridge widening, etc. set forth in the truck study as a means of further enhancing safety on Routes 5 and 106.

Regarding the need for eliminating billboards in the Virginia Route 5 corridor, VDOT conducted an inventory of off-premise billboards along the Route 5 corridor between the east corporate limits of the City of Richmond and the west corporate limits of the City of Williamsburg. The inventory identified 41 legal off-premise signs. They are less than 32 square feet in size, except one, and advertise the plantations or tourist-oriented businesses along Route 5.

This is a federal-aid highway and the signs are protected by state and federal laws. They cannot be required to be removed without payment of compensation for landowner rights and sign owner interests in the signs. There are no funds available for removing existing billboards. The local ordinances can be and are more restrictive than state and federal laws regarding the erection of new off-premise billboards. All three local jurisdictions have ordinances prohibiting the erection of new off-premise billboards.

Additional sanctions are not recommended by the Committee since ordinances prohibit new billboard-type signs in the Route 5 corridor.

As to the feasibility and appropriateness of granting to the local governments powers, or enhancing their current powers, needed to control commercial growth and development in the Virginia Route 5 corridor, the local governmental officials indicated that their current powers are adequate to control commercial growth and development. It was the consensus that no additional powers are needed. It was determined that in balancing the need for economic development and commercial growth, those powers may not always be enforced to their limits and that orderly economic growth and development is desired and is vital to the economy of local jurisdictions.

Concerning the desirability of establishing bicycle paths along the Route 5 corridor, the corridor is currently a part of the TransAmerica Bicycle Trail (Interstate Bicycle Route 76) from 12 miles east of Richmond at Route 156 to 3.5 miles west of the City of Williamsburg.

The Committee recommended any improvements to Route 5 include a minimum four-foot smooth-paved shoulder to accommodate a bicycle

lane on each side of the roadway between the east corporate limits of the City of Richmond and Route 199 west of the City of Williamsburg.

Regarding the need to establish criteria to protect designated Virginia Byways, the Code of Virginia indicates preference shall be given to those corridors controlled by zoning or otherwise so as to reasonably protect the aesthetic or cultural value of the highway.

The Department of Conservation and Recreation determines that local zoning and comprehensive planning programs of a locality are consistent with the management objectives for scenic highways or Virginia byways before it recommends byway designation to VDOT.

VDOT is required to conduct annual inspections of byways and to work with the localities to achieve the management objectives.

The Committee recommends VDOT procedures/guidelines be revised to require demonstration by the localities requesting byway designation that an acceptable corridor plan has been developed which will maintain the characteristics of the byway.

The commitment to preserve a byway is presently shared by the state and local governments. The Committee recommends review of corridor plan compliance by VDOT during its annual review of byways.

Also recommended was for VDOT procedures to provide local jurisdictions an opportunity to participate in the design concept for road improvements to byways with the view of preserving and maintaining the byway characteristic to the fullest extent possible.

#### Committee Recommendations

- Any future road improvements should preserve the scenic character of Route 5 to the fullest extent possible.
- Local jurisdictions should participate in a parkway-type design concept that will maintain the integrity of Virginia byway Route 5.
- Twenty-four-foot clearance should be maintained from the centerline of the road to any obstruction.
- Construct a new four-lane divided highway in a separate corridor or add two parallel lanes to sections of Route 5 to minimize the disturbance to existing overhanging trees.

- VDOT should consider changing the Virginia byway designation of a section of Route 5 in Henrico County to follow Kingsland Road and Osborne Turnpike due to existing and future development.
- VDOT and the localities should decide how future traffic needs will be accommodated so the localities can account for them in their decision making and comprehensive plans.
- Consider the safety recommendations for turn lanes, signing, pavement markers, reflectors, pavement and Chickahominy Bridge widening, etc. set forth in the Special Truck Study as a means of further enhancing safety and increasing capacity on Routes 5 and 106.
- A full usable shoulder should be enhanced and maintained.
- Review the speed limits and speed limit policies of VDOT including speed limit of trucks in more highly developed areas.
- There should be more policing and enforcement of existing laws to discourage illegal trucks from using Route 5.
- Install additional signs on Routes I-64, 60, 106 and 199 to encourage trucks to take alternate routes.
- Localities in the corridor should consider truck traffic generation preparatory to approving their land use plans (not to prohibit trucks but to look at the truck traffic that will be generated as a result of land use.)
- Contact trucking industries and encourage them to use alternate routes such as Routes I-64 and 60 for through truck traffic.
- All three local jurisdictions have ordinances prohibiting the erection of new off-premise billboards; additional sanctions are not recommended by the Committee.
- No additional powers are needed to control commercial growth and development.
- Any improvements to Route 5 should include a minimum four-foot smooth paved shoulder to accommodate a bicycle lane on each side of the roadway between the east corporate limits of the City of Richmond and Route 199 west of the City of Williamsburg.
- VDOT should establish procedures/guidelines to require demonstration by the localities requesting byway designation that a corridor plan has been developed which will maintain characteristics of the byway.



- VDOT procedures/guidelines should be revised to require an acceptable corridor plan preparatory to designation of any highway as a Virginia byway.
- VDOT should review corridor plan compliance during its annual review of byways.
- VDOT procedures should provide local jurisdictions an opportunity to participate in the design concept for road improvements to byways with the view of preserving and maintaining byway characteristics to the fullest extent possible.

## INTRODUCTION

On March 5, 1990, the General Assembly passed House Joint Resolution No. 88 (HJR 88) directing the Virginia Department of Transportation (VDOT), with participation of legislative citizen appointees and the involvement of representatives from the governing bodies of Henrico, James City and Charles City Counties, to study the Virginia Route 5 corridor.

The resolution states that the Route 5 corridor is considered a tourist attraction and economic resource to the Commonwealth. It is in the best interest of all Virginians that the attractiveness of Route 5 be maintained for the enjoyment of present and future generations, and it is the sense of the General Assembly that the Route 5 corridor be preserved to the greatest extent possible as a two-lane scenic byway.

Specifically, the resolution requests the study of:

1. The need to, ways of, and extent to which Virginia Route 5 can be preserved as a two-lane scenic byway.
2. The feasibility and desirability of eliminating the use of Virginia Route 5 by tractor-trailer trucks attempting to avoid the Bottoms Bridge weighing station except under extraordinary and emergency situations.
3. The need for eliminating billboards in the Virginia Route 5 corridor.
4. The feasibility and appropriateness of granting to local governments powers, or enhancing their current powers, needed to control commercial growth and development in the Virginia Route 5 corridor.
5. The desirability of establishing bicycle paths along the Virginia Route 5 corridor.
6. The need to establish criteria to protect designated Virginia byways.

This report has been prepared in response to HJR 88. It was requested that VDOT report its findings and recommendations to the 1991 session of the General Assembly.

Separate meetings were first held in each local jurisdiction with the legislative appointees and county representative for that jurisdiction. A combined meeting was held for participation of all the legislative appointees and representatives from the local jurisdictions.

## Citizen Information/Participation Meeting

Representatives of VDOT conducted a citizen information/participation meeting in the Charles City County Neighborhood Facility Building for all parties interested in the study. The purpose of the meeting was to provide interested persons an opportunity to informally review the preliminary report and ask questions regarding the results of the study and recommendations.

The study elements contained in the resolution, and the study plan followed by the Committee to reach its preliminary conclusions and recommendations, were explained to those present. Additionally, the overview of the report also included the special truck study, transportation needs study and other data taken into account by the Committee. The preliminary conclusions and recommendations were shared with those in attendance. Draft copies of the study report were made available for review during the meeting.

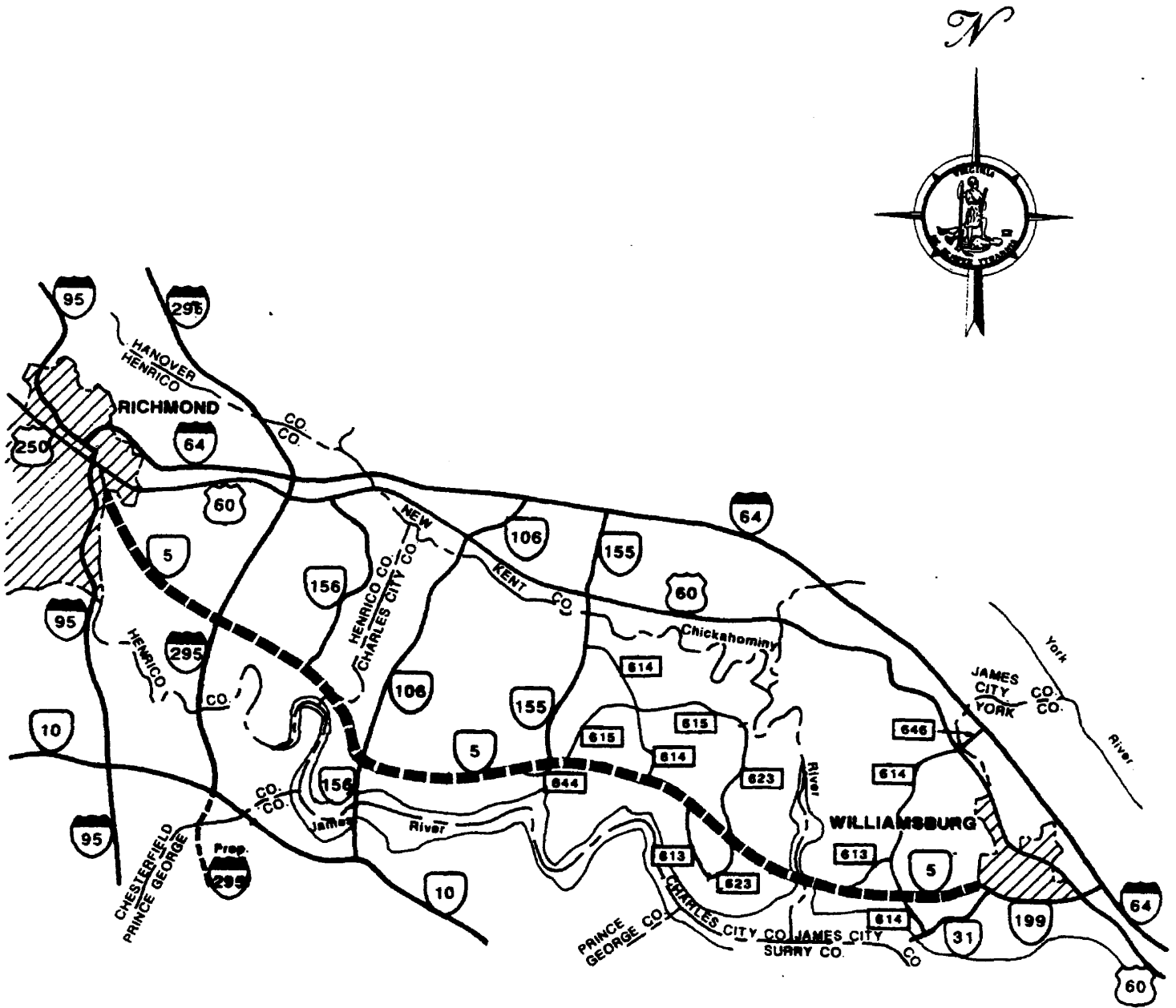
Eighty-seven persons were in attendance, including Delegate George Grayson, original sponsor of the resolution, and all but one of the legislative appointees. There was excellent participation of those citizens present during the time allotted for questions and exchange of information.

The concerns of the participants regarding the study elements are generally addressed in the recommendations.

# ROUTE 5 CORRIDOR STUDY

## MAP

----- STUDY ROUTE





## STUDY ELEMENTS

### Rationale

In requesting the Virginia Route 5 Corridor Study, the General Assembly emphasized in HJR 88 that Route 5 is considered a tourist attraction and an economic resource to the Commonwealth. It pointed out that preservation of Route 5 is in the interest of all Virginians, and its attractiveness should be maintained for the enjoyment of present and future generations. It was the statement of the General Assembly that the corridor should be preserved to the greatest extent possible as a two-lane scenic byway.

### Study Plan

A study plan was developed to address the six elements identified in the aforementioned resolution that indicated the Environmental Division of the Virginia Department of Transportation would coordinate with other VDOT divisions, and ensure participation of the legislative appointees and representatives of the local governing bodies. For example, VDOT would determine future traffic needs and any long-range plans to four lane Route 5; conduct appropriate studies of tractor trailer usage and weights; evaluate off-premise billboards, state laws and local zoning; review local governments existing zoning, and whether additional authority is needed by them to control growth and development; consider bicycle movement and needs in the corridor and review existing criteria to protect Virginia byways.

### Preservation As A Two-Lane Byway

Concerning the need to, ways of, and extent to which Virginia Route 5 can be preserved as a two-lane scenic byway, it was emphasized that VDOT should not lose sight of the importance of Route 5 as a tourist attraction and economic resource as tourists come from all over the nation to drive from Richmond to Williamsburg on this Virginia byway. The Committee thought that any future road improvements should preserve the scenic character of Route 5. It has narrow shoulders, and it is not thought adequate to accommodate farm equipment and large trucks. Many tractor-trailer and other large trucks use the road daily to accommodate delivery to industry and farming operations. It was brought out that some consider the two-lane road very dangerous. If limited to a two-lane road, concern has been expressed as to whether an alternate route is being considered to take care of traffic.

The discussion has recognized that traffic studies project a need for a four-lane highway along sections of the Route 5 corridor.

VDOT has recently completed the task of identifying highway needs throughout the State. The Route 5 corridor between the City of Richmond and the City of Williamsburg was evaluated utilizing roadway geometrics which include pavement width, shoulder width, vertical and horizontal alignments and the ability of the existing roadway geometrics to adequately handle existing and future traffic volumes.

Route 5 between the City of Richmond and the City of Williamsburg is functionally classified as a minor arterial. The minor arterial classification is identified as a facility that links cities and large towns and provides an integrated network for intrastate and intercounty service. Minor arterials supplement the principal arterial system so that all geographic areas are within a reasonable distance of an arterial highway and have minimum interference to through travel movement.

The section of Route 5 between the east corporate limits of the City of Richmond and Route 156 East is 18.14 miles in length. The pavement width ranges between 20 feet and 24 feet. The existing traffic volumes range from a low of 3,730 vehicles daily near Route 156 East to a high of 10,280 near the City of Richmond. The forecast year 2010 daily traffic volumes range from a low of 6,040 near Route 156 East to a high of 16,640 near the City of Richmond. Based on the capacity analysis, which equates daily traffic to the ability of the facility to handle traffic, the VDOT study recommended that this section of Route 5 be reconstructed to a four-lane divided facility. The estimated cost of this recommended improvement is \$81,811,000.

The next section of Route 5 lies in Charles City and James City Counties between Route 156 East and Route 613 in James City County and is 24.61 miles in length. The pavement width varies from 20 feet to 24 feet and the existing traffic volumes range from a low of 2,795 vehicles daily near Route 156 East to a high of 3,730 vehicles daily near Route 613. The forecast 2010 year daily traffic ranges from a low of 4,490 vehicles near Route 156 East to a high of 6,175 vehicles near Route 613. The VDOT study recommended that this section be reconstructed to provide a minimum of 24 feet of pavement. The estimated cost of this recommended improvement is \$21,281,000. This cost includes the replacement of the Chickahominy River Bridge.

The final section of Route 5 is in James City County between Route 613 and Route 199. This section is 6.21 miles in length. The pavement width on this section is 24 feet and the existing daily traffic volumes ranges from 4,600 vehicles east of Route 613 to 6,300 vehicles near Route 199. The forecast 2010 year daily traffic volumes range from 7,000 vehicles near Route 613 to 15,000 vehicles near Route 199. The VDOT study recommended the section be reconstructed to a four-lane divided facility between Route 613 and Route 199. The estimated cost of this improvement is \$20,183,000.

In regards to intersecting roadways, Route 615 in James City County will require reconstruction to provide four travel lanes.

The recommended improvements to Route 5 were provided to each local jurisdiction, and public information meetings were held in both the Richmond and Suffolk construction districts during the months of June and July 1989.

In summary, with the completion of Interstate Route 295 in 1992, Route 5 will become more accessible to both local and out-of-state motorists. With this increased accessibility and the attractiveness of this corridor in connecting the historic areas of the Cities of Richmond and Williamsburg, traffic growth is anticipated to accelerate beyond past trends. Also, the existing migration of the area population to locate in the corridor west of the City of Williamsburg is anticipated to continue.

The Committee recommends that any future road improvements should preserve the scenic character of Route 5 to the fullest extent possible; local jurisdictions should be given the opportunity to participate in a parkway-type design concept that will maintain the integrity of Virginia Byway Route 5; that 24-foot clearance be maintained from the centerline of the road to any obstruction; construction of a new four-lane divided highway in a separate corridor or adding two parallel lanes to sections of Route 5 to minimize the disturbance to existing beautiful overhanging trees; enhancement and maintenance of a full usable shoulder; review the speed limits and speed limit policies of VDOT including differential speed limits of trucks and minimize in more highly developed areas; consider changing the designation of a section of Route 5 in Henrico County to follow Kingsland Road and Osborne Turnpike due to existing and future development; VDOT and localities should now decide how future traffic needs will be accommodated so the localities can take it into account in their decision making and comprehensive plans.

In addition to the above recommendations, Mr. Frank G. Tsutras, appointed by the Senate Committee on Privileges and Elections, requested his letter (Appendix C) containing comments and recommendations to the Honorable John G. Milliken be made a part of this report.

#### Banning Tractor Trailers on Route 5

Concerning the feasibility and desirability of eliminating the use of Virginia Route 5 by tractor-trailer trucks attempting to avoid the Bottoms Bridge weighing station, except under extraordinary and emergency situations, the Code of Virginia allows the Commonwealth Transportation Board to "prohibit or restrict the use by through trucks on any part of a secondary highway if a reasonable alternate route is provided." The Board does not, however,



have this authority for primary or interstate highways. The only available options for these type of facilities is the "General Powers" provision of the Code which allows VDOT to take action which is deemed necessary to protect the safety of the citizens. This provision has been enacted on several occasions where engineering studies have clearly indicated that trucks represented a serious problem with over representation in accident statistics.

VDOT thus does not have the legal authority to regulate or restrict trucks on primary roads without clear documentation that trucks are creating a safety problem. Due to federal law relative to the "Commerce Clause" of the Constitution, even on occasions in which VDOT has initiated restrictions, there have been reasonable alternate routes available for trucks to operate in a safe and efficient manner.

One of the important aspects of the study arising from House Joint Resolution 88 is the analysis of specific truck information data for the Route 5 corridor. Three years of accident data were evaluated to determine cause, severity and accident experience relative to truck traffic. The effect of tractor trailers on safety and travel efficiency on Route 5 between the Cities of Richmond and Williamsburg was assessed in the study.

Analysis of data from the truck study determined there is no significant indication that a safety problem exists with trucks using Route 5 as an alternate access route as opposed to the interstate facilities. The exclusion of trucks from Route 5 is, therefore, not a viable option for VDOT under present authority.

There are, however, statutory restrictions which apply to Route 5 relative to the operation of trucks. All commercial carriers must comply with the size and weight provisions clearly defined in the Code of Virginia. With the enactment of the 1982 Surface Transportation Assistance Act by Congress, and the subsequent enabling legislation mandated by federal law by the General Assembly, a designated highway network for the longer and wider trucks has been developed. Route 5 has not been approved for the twin trailers or the longer tractor trailers which operate at 102 inches in width.

Weigh-in-motion (WIM) studies were conducted at three locations: two on Route 5 and one on Route 106. A total of 1,046 trucks was recorded at the three sites: 493, or 47 percent, were tractor trailers with 229, or 46 percent, being overweight. This information, together with sites, technical details, results of all aspects of the study and recommendations, are included in the Special Truck Study.

During the Committee deliberations, it was brought out that there would be a problem with eliminating legal tractor-trailer trucks on this federal-aid primary route due to the economic impact

on industry and farming along the corridor and legal and political ramifications.

The Committee recommends the following: more policing, both state and local, and enforcement of existing laws to discourage illegal trucks from using Route 5; additional signs be installed on Routes I-64, 60, 106 and 199 to encourage trucks to take alternate routes identified in the truck study; localities in the corridor consider truck traffic generation preparatory to approving their land use plans (not to prohibit trucks but look at the truck traffic that will be generated as a result of land use); VDOT and/or localities contact trucking industries and encourage them to use alternate routes such as Routes I-64, 60, 106 and 199 for through truck traffic; consider the safety recommendations for turn lanes, signing, pavement markers, reflectors, pavement and bridge widening, etc. set forth in the truck study as a means of further enhancing safety on Routes 5 and 106.

### Billboard Issue

Regarding the need for eliminating billboards in the Virginia Route 5 corridor, the Virginia Department of Transportation conducted an inventory of off-premise billboards along the Route 5 corridor between the east corporate limits of the City of Richmond and the west corporate limits of the City of Williamsburg. The inventory identified 41 legal off-premise signs. The signs are less than 32 square feet in size, except one, and advertise the plantations or tourist-oriented businesses along Route 5.

This is a federal-aid highway and the signs are protected by state and federal laws. They cannot be required to be removed without payment of compensation for landowner rights and sign owner interests in the signs. There are no funds available for removing existing billboards. The local ordinances can be and are more restrictive than state and federal laws regarding the erection of new off-premise billboards. All three local jurisdictions have ordinances prohibiting the erection of new off-premise billboards.

Additional sanctions are not recommended since ordinances prohibit new billboard-type signs in the Route 5 corridor.

### Powers to Control Commercial Growth and Development

As to the feasibility and appropriateness of granting to the local governments powers, or enhancing their current powers, needed to control commercial growth and development in the Virginia Route 5 corridor, the local governmental officials indicated that the current powers they now have are adequate to control commercial growth and development. It was the consensus of the Committee that

no additional powers are needed. It was brought out by the participants that in balancing the need for economic development and commercial growth, those powers may not always be enforced to their limits.

During its deliberations, it was brought out by the Committee that orderly economic growth and development is desired and is vital to the economy of local jurisdictions.

### Bicycle Paths

Concerning the desirability of establishing bicycle paths along the Route 5 corridor, the corridor is currently a part of the TransAmerica Bicycle Trail (Interstate Bicycle Route 76) from 12 miles east of Richmond at Route 156 to 3.5 miles west of the City of Williamsburg.

The attractiveness of Route 5 as a bicycle route stems from a number of factors. First, it is already a designated U.S. bike route. Secondly, it is attractive because it is a designated Virginia byway that provides access to significant tourist attractions and, thirdly, because it connects two major population centers and provides excellent bicycling opportunities close to home.

The Committee recommended any improvements to Route 5 include a minimum four-foot smooth-paved shoulder to accommodate a bicycle lane on each side of the roadway between the east corporate limits of the City of Richmond and Route 199 west of the City of Williamsburg.

### Virginia Byway Protection

Regarding the need to establish criteria to protect designated Virginia byways, the Code, Appendix D, and byway criteria, Appendix E, indicate preference shall be given to those corridors controlled by zoning, or otherwise, so as to reasonably protect the aesthetic or cultural value of the highway.

The Department of Conservation and Recreation determines local zoning and comprehensive planning programs of a locality are consistent with the management objectives for scenic highways or Virginia byways before it recommends byway designation to VDOT.

VDOT is required to conduct annual inspections of byways and to work with the localities to achieve the management objectives.

The Committee recommends VDOT procedures/guidelines be revised to require demonstration by the localities requesting byway designation that an acceptable corridor plan has been developed which will maintain the characteristics of the byway.

The commitment to preserve a byway is presently shared by the state and local governments. The Committee recommends review of corridor plan compliance by VDOT during its annual review of byways.

It is also recommended that VDOT procedures provide local jurisdictions an opportunity to participate in the design concept for road improvements to byways with the view of preserving and maintaining byway characteristics to the fullest extent possible.



## SPECIAL TRUCK STUDY

The effect of tractor trailers on safety and travel efficiency on Route 5 between the Cities of Richmond and Williamsburg was assessed in this study to determine the feasibility of eliminating truck traffic from the Route 5 corridor. Three years of accident data were evaluated to determine cause, severity, and accident experience relative to truck traffic. Origin-destination studies, length and width studies, speed studies and weight studies were all conducted to aid in the determination of appropriate recommendations regarding the enhancement of safety on the Route 5 corridor.

### Accident Frequencies

Accident data were collected and analyzed to determine the effect tractor trailers are having on traffic using Route 5 between the Richmond city limits and the Williamsburg city limits. The study period was from January 1, 1987 through December 31, 1989 with emphasis on cause and severity of all accidents involving tractor trailers. The entire corridor was analyzed to determine cluster accident locations, type of accidents and/or any other problems as related to highway safety.

In Henrico County, two areas were identified with a high level of accidents over the three-year study period. The first area was at the intersection of Route 5 and Wilson Road; the second intersection was Route 5 and Strath Road. Both of these intersections are recommended for improvement and enhancement of safety as outlined in the safety recommendations. Analysis of the data also revealed a high level of deer-related accidents occurring between the Charles City County line and Messer Road, approximately ten miles west of the Charles City County line. Therefore, it is recommended that Swareflex Markers be installed within these termini and at any other locations deemed appropriate by the Department of Game and Inland Fisheries throughout this corridor.

In the Charles City County area, the intersection of Route 5 and Route 106 was identified as a problem area. This intersection carries a higher traffic volume than any other intersection in this particular section thus increasing the potential for a conflict and/or accident. Therefore, left turn lanes are recommended on Route 5 in both directions of travel at this intersection.

Finally, in James City County, the intersection of Route 5 and Route 614 was identified as a problem area. It is recommended that this intersection should have consideration given to installing left turn lanes in both directions of travel.

Analysis of all vehicle accident data revealed 49 percent of the accidents involving vehicles running off the road and colliding

with fixed objects were occurring at night. As a countermeasure, VDOT recommends raised pavement markers be installed throughout Route 5 on the centerline. This countermeasure will greatly reduce the risk of fixed object accidents thus enhancing highway safety along Route 5.

There were 411 total accidents on this section of Route 5 during the three-year study period. Of these accidents, 18, or four percent, involved tractor trailers. These tractor-trailer accidents resulted in 17 injuries and no fatalities.

The 1988 accident rate for Route 5 was 180 per 100 million vehicle miles of travel. This figure is 11 percent higher than the statewide rate of 162 per 100 million vehicle miles of travel for 1988 on all similar two-lane primary roadways.

#### Weigh-In-Motion Studies (WIM)

Weigh-in-motion studies were conducted at the following locations:

1. Route 5, 0.30 miles west of Route 106.
2. Route 106, 3.70 miles north of Route 5.
3. Route 5, 4.00 miles east of Route 106.

The WIM technology is the process of both measuring the dynamic forces of a moving vehicle and estimating the corresponding weight of the vehicle. The WIM system is equipped with a set of sensors spaced at prescribed distances in the roadway and used with a weigh pad and supporting instruments. In addition to weighing vehicles crossing the site, the WIM system is also capable of recording vehicle classification and speed. At Site One, 354 trucks were recorded with 91, or 26 percent, being overweight. Of this total, 157 were tractor trailers with 67, or 43 percent, being overweight. At Site Two, 387 trucks were weighed with 150, or 39%, being overweight. Of this total, 208 were tractor trailers with 108, or 52 percent, being overweight. At Site Three, a total of 305 trucks were weighed with 84, or 28 percent, being overweight. Of this total, 128 were tractor trailers with 54, or 42 percent, being overweight.

As previously mentioned, the WIM technology also recorded speed data during the same study period. At Site One, out of 157 tractor trailers, only three, or two percent, were exceeding the posted speed limit of 55 mph. At Site Two, out of 208 tractor trailers, 62, or 30 percent, were exceeding the 55 mph speed limit. At Site Three, out of 128 tractor trailers, 14, or 11 percent, were exceeding 55 mph. All information relative to speed and weight

violations will be forwarded to the appropriate jurisdictional police departments for future enforcement initiatives.

### Length and Width Study

In conjunction with other components of the Route 5 truck study, three length and width study samples were conducted at various locations in Charles City and Henrico Counties. Each study was held for a 24-hour period beginning at 7:00 a.m. to determine the number of tractor trailers that were operating in violation of the Virginia Code relative to length (exceeding 60 feet total length limit) and/or width (102 inches wide versus the 96 inches wide legal limit) as set by the Code of Virginia.

To facilitate the safety of not only VDOT's employees, but also the drivers of the subject vehicles, local enforcement officials were utilized to divert all trucks to a location where they could be measured for length and width without impeding traffic.

The raw data collected in the field was tabulated and analyzed to determine the number of tractor trailers and violations that were occurring. A total of 484 tractor trailers were checked during the study of which 91, or 18.8 percent, were found with at least one of the violations mentioned above. The predominate violation was that of being over the 96 inch width limit (62, or 12.8 percent) and the least being a trailer length in excess of the 45 foot limit (31, or 6.4 percent). Of the total vehicles determined to have a violation, 69, or 75.8 percent, were checked between the hours of 7:00 a.m. and 7:00 p.m.

### Alternate Routing and Signing

The alternate routing suggested by VDOT's Traffic Engineering Division is via Interstate 295 West and Interstate 64 East, along Route 199 (Williamsburg Area) to Route 5. Interstate 295 is a 6.8 mile, six-lane divided highway, with full control of access. The 41.55-mile section of Interstate 64 is a four-lane divided highway, also having full access control. Route 199 is a 5.56-mile primary highway with pavement varying between two-lane undivided, and four-lane divided highway. The entire section of roadway involved is 53.91 miles in length, or 12.42 miles farther than the 41.49-mile section of Route 5 between I-295 and Route 199. The alternate route also requires an additional 15-20 minutes travel time depending on the amount of traffic and delays experienced. Consequently, tractor-trailer drivers are more likely to use the Route 5 corridor when traveling between Richmond and Williamsburg.

In regards to this issue, additional signing should be provided along the following roadways: Route 199 in Williamsburg between Route 5 and Interstate 64; Interstate 64 between Route 199



in Williamsburg and Route 106 in New Kent County; Route 60 from Route 106 in New Kent County to Williamsburg; and Route 106 from Interstate 64 in New Kent County to Route 5 in Charles City County. These proposals should further enhance the ability of VDOT to keep the larger commercial vehicles on the Interstate Roadway Network throughout the Commonwealth. In addition to this, signing on other routes should also be considered where it is deemed necessary by VDOT's field engineering staff.

#### Safety Recommendations - Route 5

The following recommendations are set forth to be considered as a means of further enhancing safety on Routes 5 and 106:

A. Install Third Lane

Henrico County

1. Strath Road Intersection - M.P. 7.37
2. Wilson Road Intersection - M.P. 8.65

B. Install Left Turn Lanes

Charles City County

1. Intersection of Route 106 - M.P. 22.65, both directions

James City County

1. Intersection of Route 614 - M.P. 8.83 to 8.90, both directions

C. Install Raised Pavement Markers (Centerline)

Henrico County

1. From Oakland Road - M.P. 12.29 To Charles City County Line - M.P. 0.00

Charles City County

1. From Henrico County Line - M.P. 26.99 to James City County Line - M.P. 0.00

James City County

1. From Charles City County Line - M.P. 13.18 to Williamsburg City Limits/Route 199 - M.P. 5.01

D. Install Reflectors on Bridge Guardrail

Henrico County

1. Bailey Creek Bridge - M.P. 3.86
2. Crews Channel Bridge - M.P. 0.75
3. Turkey Island Creek - M.P. 0.00

Charles City County

1. Kimages Creek - M.P. 21.64
2. Courthouse Creek - M.P. 13.21
3. Parrish Hill Creek - M.P. 12.46
4. Chickahominy River - M.P. 0.00

E. Install Swareflex Markers

Henrico County

1. From Charles City County Line - M.P. 0.00 to Messer Road - M.P. 9.89

F. Install Chevron Signs

Henrico County

1. From 0.50 miles West Charles City County Line - M.P. 0.50 to Charles City County Line - M.P. 0.00

Charles City County

1. 0.10 miles East Charles City County Line - M.P. 26.89
2. 0.36 miles East Route 606 - M.P. 26.16
3. 0.60 miles West Route 608 - M.P. 23.96
4. 0.10 miles East Route 608 - M.P. 23.26
5. 0.53 miles West Route 106/156 - M.P. 23.18
6. 0.35 miles East Route 659 - M.P. 21.90
7. Kimages Creek - M.P. 21.64
8. 0.30 miles West Route 658 - M.P. 21.20
9. Herring Creek - M.P. 20.21
10. Route 665 - M.P. 19.62
11. 0.10 miles West Route 609 - M.P. 19.06
12. 0.10 miles East route 609 - M.P. 18.86
13. 1.42 miles West Route 618 East - M.P. 16.98
14. 1.25 miles West Route 618 East - M.P. 16.81
15. 0.52 miles West Route 618 East - M.P. 16.08
16. 0.35 miles West Route 618 East - M.P. 15.91
17. 0.10 miles West Route 618 East - M.P. 15.66
18. 0.07 miles East Route 618 West - M.P. 15.45
19. 0.62 miles East Route 618 West - M.P. 14.90
20. 0.62 miles West Route 644 West - M.P. 14.30
21. 0.27 miles West Route 644 West - M.P. 13.95
22. 0.07 miles West Route 155 - M.P. 13.35
22. 0.11 miles East Route 615 - M.P. 12.60
23. 0.10 miles East Route 619 - M.P. 11.86
24. 0.83 miles West Route 632 - M.P. 10.30
25. 0.53 miles West Route 632 - M.P. 10.00
26. 0.43 miles West Route 614 - M.P. 8.96
27. 0.13 miles West Route 616 - M.P. 7.83
28. 0.64 miles West Route 623 - M.P. 4.70

James City County

1. 0.30 miles East Route 613 - M.P. 10.92
2. 0.50 miles West Route 1101 - M.P. 9.72
3. 0.07 miles East Route 1101 - M.P. 9.15
4. 0.08 miles West Route 614 East - M.P. 8.75
5. 0.20 miles West Route 1438 - M.P. 7.67
6. 0.22 miles East Route 1438 - M.P. 7.25

G. Build Up Shoulders

Henrico County

1. From 0.76 miles East ECL Richmond - M.P. 13.03 to Charles City County Line - M.P. 0.00

Charles City County Line

1. From Henrico County Line - M.P. 26.99 to James City County Line - M.P. 0.00

James City County Line

1. From Charles City County Line - M.P. 13.18 to Williamsburg City Limits/Route 199 - M.P. 5.01

H. Install Additional Speed Limit Signs

Henrico County

1. From Railroad Tracks - M.P. 13.03 to Route 156 West Intersection - M.P. 1.72

I. Increase Speed Limit Signs to Oversize

Charles City County

1. 0.07 miles East Route 658 - M.P. 20.83
2. 0.09 miles West Route 609 - M.P. 19.36
3. 0.22 miles West Route 615 - M.P. 12.93, EBL only

J. Install Additional Speed Limit Sign

Charles City County

1. 0.05 miles East Route 640 - M.P. 20.04

K. Install "End Passing Zone" Signs

Henrico County

1. Selected areas between Interstate 295 and Route 156

Charles City County

1. Selected areas between Route 106 and James City County Line

- L. Install "Watch for Turning Vehicle" Signs
  - Charles City County
    - 1. Prior to Entrance to Shirley Plantation - M.P. 23.36, Route 608
  
- M. Improve Sight Distance
  - Route 5 and Route 106
    - 1. Raise and/or relocate route shield sign assembly - M.P. 22.65
  
- N. Install Vertical Clearance Signing on "Overheight Clearance Detectors" and Install Guardrail Reflectors
  - Charles City County
    - 1. 0.67 miles West Route 645 - M.P. 1.17, WBL - Same as existing EBL
  - James City County
    - 1. 1.01 miles East Charles City County Line - M.P. 12.17, EBL - Same as existing WBL
  
- O. Install Stop Sign
  - James City Shopping Center
    - 1. Shopping Center Exit onto Route 5, 0.11 miles West Route 199 - M.P. 5.12
  
- P. Install Route Signs (Route Sign Missing)
  - Charles City County
    - 1. Route 606 - M.P. 26.52
    - 2. Route 607 - M.P. 25.28

Safety Recommendations - Route 106

- A. Widen narrow structure at Chickahominy River Bridge to existing standards for larger and wider trucks - M.P. 11.59
  
- B. Widen Existing Pavement to preferably 24 feet, or a minimum of 22 feet, to accommodate larger and wider trucks:
  - 1. From Route 5 - Charles City County to Interstate 64 - New Kent County
  
- C. Install Guardrail
  - Charles City County
    - 1. 0.35 miles South Route 622 - M.P. 9.69

D. Build Up Shoulders

Charles City County

1. From Route 5 - M.P. 1.31 to New Kent County Line - M.P. 11.59

New Kent County

1. From Charles City County Line - M.P. 0.00 to Interstate 64 - M.P. 4.03

E. Install Chevron Signs

Charles City County

1. 0.74 miles North Route 604 - M.P. 6.90
2. 0.35 miles South Route 622 - M.P. 9.69
3. 0.14 miles South New Kent County Line - M.P. 11.45

New Kent County

1. 0.10 miles North Charles City County Line - M.P. 0.10
2. 0.40 miles South Route 615 - M.P. 1.56
3. 0.10 miles South Route 615 - M.P. 1.86

F. Install "End Passing Zone" Signs

Charles City County

1. From Route 5 - M.P. 1.31 to New Kent County Line - M.P. 11.59

G. Install Oversize Stop Sign

New Kent County

1. Intersection Route 60 - M.P. 0.91 - both approaches

H. Install Additional 55 MPH Speed Limit Sign

Charles City County

1. 0.10 miles North Route 5 - M.P. 1.41

All potential improvements should be assessed in conjunction with other road needs in these counties along with budget constraints and local government discretion of the available funds.

Additional information regarding all aspects of the "Special Truck Study" is available from the Virginia Department of Transportation, Traffic Engineering Division, 1401 East Broad Street, Richmond, Virginia 23219, or by calling 804-786-2965.

## CONCLUSIONS

It is the sense of the Committee that the aforementioned study, conclusions and recommendations address the elements in HJR 88. Implementation of these recommendations will preserve the attributes of the Virginia Route 5 corridor.



**A P P E N D I C E S**





## 1990 SESSION

LD4303468

1                                   **HOUSE JOINT RESOLUTION NO. 88**  
 2                                   **AMENDMENT IN THE NATURE OF A SUBSTITUTE**  
 3                                   (Proposed by the Senate Committee on Rules  
 4                                   on March 5, 1990)

5                                   (Patron Prior to Substitute—Delegate Grayson)

6 *Requesting the Virginia Department of Transportation to study the Virginia Route 5*  
 7 *Corridor.*

8       **WHEREAS**, Virginia Route 5 not only physically connects Virginia's colonial capital,  
 9 Williamsburg, to its present capital, Richmond, but also symbolically links dynamic, modern  
 10 Virginia with her rich historical past; and

11       **WHEREAS**, Virginia Route 5 provides access for tourists to several historic plantations  
 12 along the banks of the James River; and

13       **WHEREAS**, Virginia Route 5 not only affords a path to the past, but also constitutes a  
 14 scenic resource of considerable charm and beauty in its own right; and

15       **WHEREAS**, Virginia Route 5 from Williamsburg to Richmond City has been designated  
 16 a Virginia By-Way in recognition of its historic and aesthetic value; and

17       **WHEREAS**, the very attributes which make the Virginia Route 5 Corridor so valuable  
 18 also expose it to the dangers of exploitation and inappropriate commercialization; and

19       **WHEREAS**, it is in the interest of all Virginians, not only those who live and work  
 20 along Virginia Route 5, that its attractiveness be maintained for the enjoyment of present  
 21 and future generations, and it is the sense of the General Assembly that the Route 5  
 22 Corridor be preserved to the greatest extent possible as a two-lane scenic by-way; and

23       **WHEREAS**, preservation efforts undertaken and supported by concerned local  
 24 governments, businesses, citizen organizations, and individuals can more fully achieve their  
 25 goals if conducted through a forum that will serve to coordinate and encourage their  
 26 separate efforts; now, therefore, be it

27       **RESOLVED** by the House of Delegates, the Senate concurring, That the Virginia  
 28 Department of Transportation is requested to study the Virginia Route 5 Corridor. The  
 29 Department shall include in its deliberations (i) the need to, ways of, and extent to which  
 30 Virginia Route 5 can be preserved as a two-lane scenic by-way; (ii) the feasibility and  
 31 desirability of eliminating the use of Virginia Route 5 by tractor-trailer trucks attempting to  
 32 avoid the Bottoms Bridge weighing station, except under extraordinary and emergency  
 33 situations; (iii) the need for eliminating billboards in the Virginia Route 5 Corridor; (iv) the  
 34 feasibility and appropriateness of granting to local governments powers, or enhancing their  
 35 current powers, needed to control commercial growth and development in the Virginia  
 36 Route 5 Corridor; (v) the desirability of establishing bicycle paths along the Virginia Route  
 37 5 Corridor; and (vi) the need to establish criteria to protect designated Virginia By-Ways.

38       In its deliberations, the Department shall ensure the participation of the governing  
 39 bodies of James City County, Charles City County, and Henrico County. In addition, one  
 40 citizen member from each jurisdiction will be appointed by the Speaker of the House to  
 41 participate in the study; and one citizen member from each jurisdiction will be appointed  
 42 by the Senate Committee on Privileges and Elections to participate in the study. Neither  
 43 the representatives of local governments nor citizen appointees will be compensated for  
 44 their participation.

45       The Department shall complete its work in time to submit its findings and  
 46 recommendations to the Governor and the 1991 General Assembly as provided in the  
 47 procedures of the Division of Legislative Automated Systems for processing legislative  
 48 documents.



## STUDY PLAN FOR HOUSE JOINT RESOLUTION NO. 88

House Joint Resolution No. 88 requests the Department of Transportation to study the Virginia Route 5 corridor which is to include the following:

1. Ways to preserve Route 5 as a two-lane roadway.
2. The feasibility and desirability of eliminating tractor-trailer truck traffic on Route 5.
3. The elimination of billboards in the corridor.
4. The feasibility and appropriateness of granting to local governments powers, or enhancing their current powers needed to control commercial growth and development in the corridor.
5. The desirability of establishing bicycle paths along the Route 5 corridor.
6. The need to establish criteria to protect designated Virginia byways.

The overall study will be coordinated and assembled by the Environmental Division of the Department of Transportation.

Parts of the study will be undertaken by the following divisions: Transportation Planning, Traffic Engineering, Maintenance; also, the Department of Conservation and Recreation.

We will seek participation of the following local governing bodies: James City County, Charles City County, and Henrico County. Also, two citizen members from each jurisdiction will be appointed by the legislature and participate in the study and recommendations regarding the six elements.

### Basic Data

1. Transportation Planning Division (TPD) will determine if there is any present or long-range plans to four lane Route 5.

The position of local and district planning commission and the local governments will be considered by TPD as well. TPD's determination will also include any improvements to intersecting roads which would require four lanes for safe ingress and egress. Target completion date - July 1, 1990.

2. Appropriate Weigh-in-Motion studies will be performed by Traffic Engineering Division on Route 5 and other necessary intersecting routes to determine tractor trailer usage and weights. If a change to ban tractor-trailer trucks is desirable, an appropriate mechanism to accomplish this will be addressed. Target completion date - July 1, 1990.
3. The Environmental Division will conduct an evaluation of off-premise billboards in the corridor and what they advertise. It will review sign control by State law and local zoning ordinances. In reaching a decision as to whether billboards will be eliminated, methods and sources of funding to accomplish it will be addressed. Target completion date - July 1, 1990.
4. The Environmental Division will review with the local governments existing zoning and what, if any, additional power is needed by them to control commercial growth and development in the corridor. Target completion date - July 1, 1990.
5. Traffic Engineering Division will conduct a survey of bicycle movement in the corridor and make appropriate recommendations. They will also contact local bicycle clubs to discuss bicycle events which might utilize the corridor. This analysis will take into account right-of-way and safety needs. Target completion date - July 1, 1990.
6. Existing criteria to protect designated Virginia byways will be reviewed by the Environmental Division and the Department of Conservation and Recreation who work cooperatively with VDOT in establishment of byway designation and maintenance criteria. Target completion date - July 1, 1990.

We will request the comments and recommendations on each element under consideration from each local jurisdiction. Additionally, county representatives will be requested by VDOT to participate in meetings with the two appointed citizen representatives of each local jurisdiction.

The Environmental Division will have a draft report by August 1, 1990.

FRANK GUS TSUTRAS, 204 Richard Brewster, Williamsburg, VA 23185, 804-229-0066

6 July 1990

**SUBJECT: COMMENTS AND RECOMMENDATIONS ON HOUSE JOINT RESOLUTION #88**

Requesting the Virginia Department of Transportation to Study the Virginia Route 5 Corridor.

Agreed to by the House of Delegates, 9 March 1990, and Agreed to by the Senate, 7 March 1990, General Assembly of Virginia - 1990 Session.

**TO: The Honorable John G. Milliken**  
Secretary of Transportation  
Commonwealth of Virginia  
607 - 9th Street Office Building  
Richmond, VA 23219

**FROM: Frank G. Tsutras**  
Citizen Member (James City County)  
Committee to Study Virginia Route 5  
Appointed by Senate Committee on Privileges and Elections

As the Citizen Member (James City County) of the Committee to Study Virginia Route 5, I will attend the meeting as an active participant on Tuesday, 10 July 1990, at 10 AM, in Building "E" Conference Room, James City County Government Center, to discuss the Study of the Virginia Route 5 Corridor.

I have discussed House Joint Resolution #88 with several people to seek their comments and to apprise them of the meeting on 10 July 1990. These people are interested in transportation issues and some are in businesses which could be adversely affected by the very nature and intent of HJR #88.

I called VDOT offices to inquire concerning format and other aspects for the meeting and I was advised today that the meeting was not an announced public session and that the meeting would be conducted with a few selected participants. Even the news media was excluded from any public release or announcement.

For the record, I am rather concerned and upset that the meeting will be restricted to only a few people, rather than to the general public. I have never believed in conducting or discussing public business in a closed or executive session unless matters of security were involved. Such meetings should be open, with appropriate attendance from local people and the news media.

James City County and the City of Williamsburg are loaded with Executive Sessions concerning public business.

Since "citizen appointees" will not be compensated for our services, this report and additional copies and other costs have been paid at my expense, without any expense to the Commonwealth of Virginia.

Thank you for the opportunity to express my comments and recommendations openly and positively in an effort to stimulate the best possible dialogue on this important subject which will affect many people.

COMMENTS AND RECOMMENDATIONS ON HOUSE JOINT RESOLUTION #88

LINES

1-10 Virginia Route 5 "symbolically links dynamic, modern Virginia with her historical past." It also holds a key for potential economic growth and development to maintain existing jobs and to create new jobs for our people.

11-12 Virginia Route 5 "access for tourists to several historic plantations along.....the James River" should be improved to provide more convenient and expeditious access and a greater opportunity for tourists and VIRGINIANS to visit such outstanding cultural resources.

13-14 Virginia Route 5, as "a path to the past", must also fulfill its role in Virginia's present and future leadership, maintaining its dignity as "a scenic resource of considerable charm and beauty."

15-16 Virginia Route 5 should continue to maintain its "historic and aesthetic value" as a "Virginia By-Way."

17-18 "Virginia Route 5 CORRIDOR" demands a definition for such CORRIDOR.

A definition is also required for the statutory reference to "expose it to the dangers of exploitation and inappropriate commercialization."

Who defines "dangers of exploitation and inappropriate commercialization?" Criteria? State, Local Government, Homeowner, Business Community, Property Owners, or Who?

19-22 The "attractiveness" of Virginia Route 5 is essential for its visible enjoyment.

The General Assembly notes, "Route 5 CORRIDOR be preserved to the greatest extent possible as a two-lane scenic by-way."

This could present problems for automobile, truck, and tractor-trailer vehicles and warrants serious reevaluation by State Officials.

If Virginia is to meet, compete with, and assume its leadership in the challenges of economic growth and development along the Virginia Route 5 CORRIDOR .....and.....if the General Assembly wants to preserve same "as a two-lane scenic by-way", then consideration must be given to an alternate highway within such CORRIDOR, including a James River Bridge or James River Tunnel at a specific location to accommodate those who demand and require a more convenient and safer traffic flow.

23-26 A public "forum" should be scheduled in each County as soon as possible to discuss this Resolution and its subject matter.

27-37 Before the Virginia Department of Transportation can "study the Virginia Route 5 CORRIDOR", the CORRIDOR must be defined.

\* The General Assembly includes a mandate that "The Department (of Transportation) shall include in its deliberations (i) the need to, ways of, and extent to which Virginia Route 5 can be preserved as a two-lane scenic by-way."

Such provision is restrictive and does not reflect a positive approach toward progress. Need could eventually warrant a four-lane highway.

Automobile, truck, and tractor-trailer operators should be immediately concerned because this "two-lane" philosophy could result in more restrictions for use.

\* The General Assembly also includes a provision that "The Department (of Transportation) shall include in its deliberations"....."(ii) the feasibility and desirability of eliminating the use of Virginia Route 5 by tractor-trailer trucks attempting to avoid the Bottoms Bridge weighing station, except under extraordinary and emergency situations." This appears to be a difficult, if not impossible, task:

How would one make such determination ?

Define "extraordinary and emergency situations." Who defines these terms ?

What impact would such provisions have on existing operations in Charles City County, such as the Henry S. Branscome Chickahominy Sand and Gravel Operation off Virginia Route 5 and the new Charles City County Landfill Operation, both of which accommodate truck and tractor-trailer vehicles from all directions ?

Again, could this be the beginning of additional restrictions which could possibly lead up to the elimination of truck and tractor-trailer vehicles from the use of Virginia Route 5 ?

\* As to "(iii) the need for eliminating billboards in the Virginia Route 5 CORRIDOR", has anyone determined the impact of such action on the Virginia Billboard and Outdoor Advertising industry which provides employment for many Virginians ?

Local governments should be able to take care of this matter in accordance with existing statutory authority.

\* With reference to "(iv) the feasibility and appropriateness of granting to local governments powers, or enhancing their current powers, needed to control commercial growth and development in the Virginia Route 5 CORRIDOR", there is a feeling that local governments already have adequate authority under existing laws.

This feeling also implies that LESS government is the BEST government !



\* : As for "(vi) the need to establish criteria to protect designated Virginia By-Ways.", this is an ongoing responsibility for the Virginia Department of Transportation.

To "protect designated Virginia By-Ways" from who ? What ? How ?  
When ?

38-44 This section states, "The Department (of Transportation) shall ensure the participation of the governing bodies of James City County, Charles City County, and Henrico County.....in the study."

There are no provisions for participation by the "individuals" who comprise the constituency therein.

The sensitivity of this subject certainly warrants additional input from the public prior to the Virginia Department of Transportation "findings and recommendations to the Governor and the 1991 General Assembly."

#### ADDITIONAL COMMENTS AND RECOMMENDATIONS

Any definition of a Virginia Route 5 **CORRIDOR** should include consideration for a proposed James River Bridge or James River Tunnel at a specific location.

Such **CORRIDOR** should be defined and reserved for future highway planning and construction within a reasonable period of time (to be determined) so it can be included in local comprehensive planning and land use programs.

Due to the unique character of a broader area, the **CORRIDOR** definition should also include its relation to and impact on areas around the Rappahannock River to the Chesapeake Bay Area; York River to Chesapeake Bay Area; and James River - Chickahominy River - Hampton Roads to the Chesapeake Bay Area.

Taking into consideration historic, military, defense-oriented, tourist, maritime, and other factors, every effort should be exerted to fund planning, development, and construction with Federal and State funds over a period of time.

If such Federal and State funding are not available at an appropriate time, then a user fee or toll program should be formulated, together with available Federal and State funds, presented to the people within the affected area during a briefing or public hearing session, and, if appropriate, submit same for a referendum or other funding package for voter approval or disapproval.

In any event, it appears unlikely that the Jamestown 1607 - 2007 Anniversary will be able to provide a convenient transportation system to make it easy for traffic in and out of this area.

Taking into consideration the highways and other transportation resources to date and the status quo mentality of local officials and some residents, local residents and visitors can look forward to massive traffic congestion and frustration to and from the Jamestown 1607 - 2007 Anniversary when it arrives.

## ARTICLE 5.

*Scenic Highways and Virginia Byways.*

## § 33.1-62. Designation.

The Commonwealth Transportation Board is hereby authorized to designate any highway as a scenic highway or as a Virginia byway. This designation shall be made in cooperation with the Director of the Department of Conservation and Recreation. Prior to designation, the local governing body and local planning commission, if any, in each county or city wherein the proposed scenic highway or Virginia byway is located shall be given notice and, upon request by any of the local governing bodies, the Commonwealth Transportation Board shall hold a hearing in one of the counties or cities wherein the proposed scenic highway or Virginia byway is located. (Code 1950, § 33-43.1; 1966, c. 11; 1970, c. 322; 1974, c. 319; 1984, c. 739; 1989, c. 656.)

The 1989 amendment substituted "Commonwealth Transportation Board" for "State Highway and Transportation Commission" in the first and last sentences; and in the second sentence, substituted "Director of the Department of Conservation and Recreation" for "Director of Conservation and Historic Resources."

## ARTICLE 5.

## § 33.1-63. "Virginia byway" defined; preference in selecting.

For the purposes of this article, a "Virginia byway" is defined as a road, designated as such by the Commonwealth Transportation Board, having relatively high aesthetic or cultural value, leading to or within areas of historical, natural or recreational significance. In selecting a Virginia byway, the Commonwealth Transportation Board and the Director of the Department of Conservation and Recreation shall give preference to corridors controlled by zoning or otherwise, so as to reasonably protect the aesthetic or cultural value of the highway. (Code 1950, § 33-43.2; 1966, c. 11; 1970, c. 322; 1984, c. 739; 1989, c. 656.)

The 1989 amendment substituted "Commonwealth Transportation Board" for "State Highway and Transportation Commission" in the first and second sentences, and substituted "Director of the Department of Conservation and Recreation" for "Director of Conservation and Historic Resources" in the second sentence.

## § 33.1-64. "Scenic highway" defined.

For the purpose of this article, a "scenic highway" is defined as a road designated as such by the Commonwealth Transportation Board, within a protected scenic corridor located, designed and constructed so as to preserve and enhance the natural beauty and cultural value of the countryside. (Code 1950, § 33-43.3; 1966, c. 11; 1970, c. 322.)

## § 33.1-65. Signs.

When the Commonwealth Transportation Board designates a highway as a scenic highway or as a Virginia byway, it shall be appropriately signed as such. (Code 1950, § 33-43.4; 1966, c. 11; 1970, c. 322.)



SCENIC HIGHWAYS AND VIRGINIA BYWAYS  
PROCEDURES AND CRITERIA

The Virginia Department of Conservation and Historic Resources, the Virginia Department of Transportation and the Commonwealth Transportation Board agree to the following procedures and criteria for reviewing and designating Scenic Highways and Virginia Byways under Title 33.1, Chapter 1, Article 5 of the Code of Virginia.

Procedures for Designation

The Department of Conservation and Historic Resources and the Department of Transportation will jointly:

1. Initiate the study of a potential Scenic Highway or Virginia Byway as a measure implementing the Virginia Outdoors Plan or upon the request of a local governing body.
2. Make onsite inspection of the route to determine if it meets the physical criteria.
3. Request a resolution or other assurance, indicating that the local governing body (bodies) is interested in scenic designation.

The Director of the Department of Conservation and Historic Resources will:

4. Coordinate within the Department, with the Virginia Outdoors Foundation, and with other appropriate state agencies to determine the location and significance of historic sites and/or other natural resources in close proximity to the road corridor.
5. Determine that local zoning and comprehensive planning programs of the locality and the planning district commissions are consistent with the management objectives established for Scenic Highways or Virginia Byways.
6. Recommend the designation of the potential scenic highway or Virginia Byway to the Commonwealth Transportation Board through the Commissioner of the Department of Transportation.

The Commissioner of the Department of Transportation will:

7. Submit potential scenic highways or Virginia Byways proposals recommended by the Director of the Department of Conservation and Historic Resources to the Commonwealth Transportation Board for their action.
8. Advise the Director of the Department of Conservation and Historic Resources of Board action.
9. Work with local governing agency to achieve the management objective(s).
10. Conduct annual inspections of the maintenance and improvements of the route.

#### Procedures for Designation Revocation

If the Department of Transportation's annual inspection indicates a Scenic Highway or Virginia Byway no longer meets minimum standards, the Commonwealth Transportation Board will request a joint investigation by the two Departments. Listed below are the procedural steps which should be followed:

1. The two Departments will notify the local governing body, the planning district commission, interested individuals and organizations of the requested investigation.
2. In coordination with the local governing body, the Departments will make an on-site inspection of the route and provide suggestions to the locality for corrections, improvements or restorations as necessary to maintain designation and a recommended time frame for action.
3. The Directors will recommend to the Commonwealth Transportation Board that the designation be revoked upon finding that the quality of the road segment cannot be restored to meet minimum standards.
4. The Commonwealth Transportation Board will take action concerning revocation of the designation upon recommendation of the Director and Commissioner.


#### Criteria

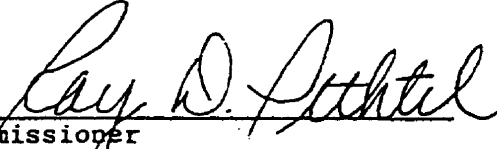
In order to be considered for designation as a Scenic Highway or Virginia Byway, a segment of road must substantially meet the tests of the following physical criteria:

1. The route provides important scenic values and experiences.

2. There is diversity of experiences as in transition from one landscape scene to another.
3. The route links together or provides access to significant scenic, scientific, historic or recreational points.
4. The route bypasses major roads or provides opportunity to leave high-speed routes for variety and leisure in motoring.
5. Landscape control or management along the route is feasible.
6. The route is susceptible to techniques to provide for user safety.
7. The route contributes to good distribution within the elements of the Scenic Highway and Virginia Byway system.
8. Preference shall be given to those corridors controlled by zoning or otherwise, so as to reasonably protect the aesthetic or cultural value of the highway.

AGREED:

  
\_\_\_\_\_  
Director  
Department of Conservation  
and Historic Resources

  
\_\_\_\_\_  
Commissioner  
Department of Transportation

May 6, 1987  
Date

May 1, 1987  
Date