

# COUNTY OF YORK

## MEMORANDUM

**DATE:** July 19, 2024  
**TO:** York County Board of Supervisors  
**FROM:** Brian P. Fuller, Deputy County Administrator *BJ*  
**SUBJECT:** Trail757 2024 Update

Attached you will find a copy of the Trail757 final 2024 report. We received this from Michael Baker International on behalf of the Virginia Department of Transportation (VDOT) and the Hampton Roads Transportation Planning Organization (HRTPO). As you know all of the stakeholders, including York County, provided input on this important document.

Please feel free to contact me should you have any questions.

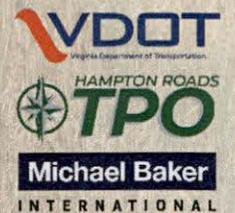
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Attachment



# Trail757

2024 Update



## Acknowledgements

The Virginia Department of Transportation (VDOT) and the Hampton Roads Transportation Planning Organization (HRTPO) thank Trail757 stakeholders for their continued support and engagement in the trail study and planning process.

Prepared for the Virginia Department of Transportation (VDOT) and the Hampton Roads Transportation Planning Organization (HRTPO)



Prepared by Michael Baker International



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- VDOT
- Michael Baker International

### Stakeholders:

- City of Williamsburg
- James City County
- City of Newport News
- City of Hampton
- York County
- City of Poquoson
- William & Mary
- Colonial Pipeline
- Tidewater Trails Alliance
- Colonial Williamsburg Foundation
- Historical Triangle Bicycle Advisory Committee (HTBAC)
- Virginia Capital Trail Foundation
- Hampton Roads TPO
- VDOT
- Escalante/Kingsmill



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## Introduction

The existing Virginia Capital Trail is approximately 52-miles in length and connects Jamestown to Richmond. Trail757 is located in VDOT's Hampton Roads District and is intended to stretch southeast from the Virginia Capital Trail through The Virginia Peninsula to Fort Monroe, and south through Surry and Isle of Wight County from the end of the Jamestown Ferry to Suffolk. The vision for the trail's design continues to be an off-road shared-use path designed for non-motorized traffic with a 10 to 14 foot asphalt surface. It is known that due to environmental or right-of-way constraints and the density of the area, there will likely be segments that differ in character and may include options such as varying widths, concrete surface, striped bike lanes, or signed on-road trail routing. The initial trail segments can be found in the 2017 Birthplace of America Trail Study document, which was approved by the HRTPO Board in October of 2017.

This study, referred to as the 2024 study for its release date, focused on the portion of the trail along The Virginia Peninsula and consisted of two phases. Phase I of the study focused on development activities for select segments of the trail to advance those segments for grant funding opportunities through programs such as SMART SCALE or other state and federal funding sources. Phase II of the study focused on additional trail planning activities that included meetings with key stakeholders to adjust and define the status and alignment of other portions of the trail that will pursue subsequent funding opportunities. Figure 1 shows an overview of the peninsula section of the trail alignment that resulted from the 2024 study.

This 2024 study officially kicked off with a series of in-person stakeholder workshops held at the Newport News/ Williamsburg Airport on January 18 and 19, 2022. There were three workshops including one for the Carters Grove area of the trail in James City County, another for the Hampton/Fort Monroe area of the trail, and a third for Newport News and York County. They included staff from VDOT, HRTPO, the Virginia Capital Trail Foundation, James City County, York County, Newport News, Hampton and Michael Baker International. The meeting largely focused on the immediate needs of Phase I of the study since that phase dealt with the time-sensitive tasks of populating funding applications. Meeting attendees reviewed the latest trail alignment, the goals of the study, and a project timeline. After the study team informed the stakeholders of the goals and schedule of the study, the discussions shifted to the stakeholders informing the study team of the status of the trail since the conclusion of the 2017 study. This included which parts of the trail were priorities, sections that had applied for grants or been funded, other projects in the area that may affect the trail, ideas for trailhead locations, completed segments, and feasibility concerns.

The study team also participated in a windshield survey of much of the proposed alignment on kickoff day. This driving tour helped refresh the team's knowledge of the corridor, identify changes and progress since the conclusion of the 2017 study, and note challenges and opportunities along the corridor. A more in-depth tour of focus areas for the study took place at a later date.

After the initial kickoff workshops and the tour of the alignment, Phase I of the study began and was the focus of 2022. Phase II was the focus of 2023. Both phases of the study are detailed in the following chapters.



Figure 1: 2024 Trail Alignment Overview

## Study Phase I

Phase I of the study was conducted in the early 2022 and focused on near-term funding needs of the trail, including the creation of conceptual design plans and the development of grant application materials for segments that local jurisdictions wished to put forward for funding. The study team and local stakeholders discussed various options before arriving at a final set of four areas of focus for Phase I, including:

- 16th Street in Newport News from Madison Avenue to Walnut Avenue
- Chesapeake Avenue in Hampton from the City Boundary at Pear Avenue to LaSalle Avenue
- Hampton Highway in York County from Route 17 to Tabb Lakes Drive
- Tide Mill Lane in Hampton from N Armistead Avenue to Charlton Drive

The focus areas totaled 1.5 miles of trail between three jurisdictions, including York County, Hampton, and Newport News. The study team toured the focus areas in April 2022 and took photos and measurements of typical sections as well as any anomalies or challenging features. Those materials, along with input from each jurisdiction were used to create conceptual design plans and cost estimates for the focus areas. The jurisdictions put the materials together for each segment and submitted them for SMART SCALE. The application IDs for the projects submitted for Fiscal Year 2024 SMART SCALE funding were:

- 8989: 16th Street Reconstruction
- 9117: Chesapeake Avenue Corridor Improvements
- 9330: BOAT Trail - Hampton Highway Segment (successful)
- 9156: Tide Mill Pedestrian Improvements (successful)

Applications 9330 (Hampton Highway Segment) and 9156 (Tide Mill Pedestrian Improvements) will receive funding through the VDOT SMART SCALE Program. Funds will become available through VDOT in 2028.

The submission of the four SMART SCALE applications concluded Phase I of this study. However, there were other grant applications that were submitted during the 2022 funding application season that were not associated with this study. Three of those submissions were successful, including:

- Stilwell Drive from E Mercury Boulevard to Fenwick Road on Fort Monroe (SMART SCALE)
- Victory Boulevard from Big Bethel Road to Cary's Chapel Road (Federal Highway Administration (FHWA) Congestion Mitigation & Air Quality Improvement Program (CMAQ))
- Newport News Park Bikeway Trail (Federal Lands Access Program (FLAP) Grant for \$1 Million)



## Study Phase II

The second phase of the study was focused on a broader survey of the corridor. The aim of Phase II was to gather local knowledge on various segments, take a deeper look into some of the feasibility challenges, and ultimately update the map to show the current trail alignment and level of development on the Hampton Roads Peninsula. The goal of this effort was to set up the next set of projects and segments for advancement, leading towards construction. Phase II engaged stakeholders including local governments and landowners through a series of meetings about various sections of trail.

As the study progressed it became clear that the preferred approach was to focus on the northwestern section of the trail from the end of the Virginia Capital Trail through Newport News Park. Focusing on this area would lay the groundwork to extend the Capital Trail with a contiguous stretch of new trail. This approach could potentially be a more attractive prospect for potential funding partners and is likely to move things forward sooner, thus building momentum for the entire trail.

### Stakeholder Meetings

With a plan in place to focus on the Jamestown to Newport News Park portion of the trail, the study team began meeting with key stakeholders. The goal of the meetings was to understand the current perspectives and preferred alignment options for each of the respective stakeholder groups' geographic area that would inform the overall route and status update of the trail to be released at the end of the study.

The meetings typically started with the study team giving a summary of the trail's status since the 2017 BoAT Report, explaining the goals of the current study, and posing a few key questions pertinent to that stakeholder group and their geographic area. One of the key components of the meetings was to clarify the level of detail of the study for the stakeholders. Because Phase II was focused on updating the trail at a planning level, it did not include design-level details such as which side of the road the trail would be on, or how the trail would navigate intersections or road crossings. Given those goals and guidelines, the meetings were an opportunity for the stakeholders to discuss their current thinking on the trail and to update the study team on progress or changes since the 2017 study took place. The information gathered in these meetings drove the decision making on any trail routing changes and painted a clearer picture of the trails route.

The stakeholders that met with the study team included:

- James City County
- The City of Williamsburg
- College of William & Mary
- Colonial Williamsburg Foundation
- Tidewater Trails Alliance
- Historic Triangle Bicycle Advisory Committee
- Escalante Golf/Kingsmill
- Colonial Pipeline

### Escalante Golf & Kingsmill

Escalante Golf and Kingsmill are private land owners that own the majority of Carters Grove Country Road- a roughly 5 mile long potential trail segment in James City County which was initially thought to be a desirable option for Trail757. The study team met with Escalante golf on January 19, 2022 to take a driving tour of the potential alignment, discuss the next steps for the trail, and to start a discussion about if Kingsmill and Escalante were open to the trail traversing their property. Later in the study, James City County staff had a discussion with Kingsmill and learned that the residents of the Kingsmill development did not wish to have the trail located on the property. This turn of events led to discussions among the study team about alternatives to Carters Grove Country Road, and ultimately led to a discussion with Colonial Pipeline staff, covered later in this document.



### James City County

The Study team met with James City County on January 27, 2023 to discuss sections of trail in and around James City County. At the time of this meeting there were two options for connecting the Capital Trail to the City of Williamsburg; The Northern (A - Monticello Road) and Southern (B - State Route 5/John Tyler Highway). Those options are outlined in Figure 2. The study team was keen to gain local perspectives on a preferred alternative.

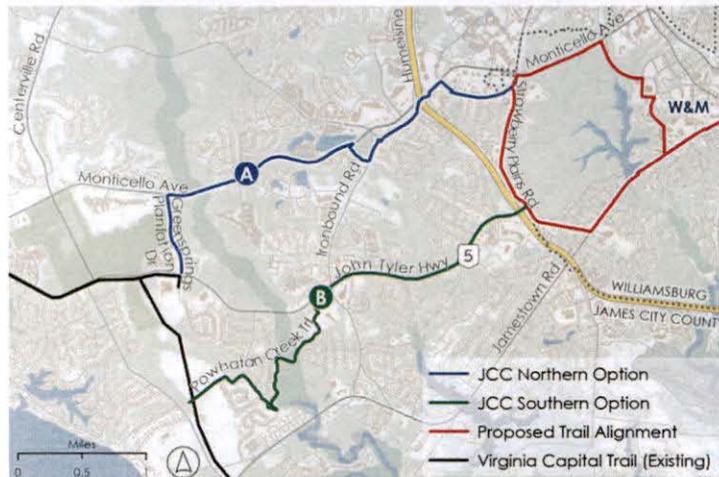


Figure 2: James City County Routing Options

James City County expressed a preference for the northern option (A) over the southern option (B) based on the following considerations:

- Access to Veterans Park and New Town
- Fewer driveways, intersections, and property impacts
- An understanding from the biking community that crossing under the State Route 199 overpass would feel safe with appropriate signage given the sight distance, available space, and traffic signals
- Some existing bike/pedestrian infrastructure

Concerns about the southern option included:

- More right-of-way acquisitions
- More private driveways and intersections
- Powhatan Creek Trail would need to be widened (including bridges)
- An unsafe hairpin turn that follows the topology on the Powhatan Creek Trail

The loop around Matoaka Lake and portions of William and Mary (shown in red in Figure 2) was not a strong concern given that it is primarily in the City of Williamsburg. The preference of the County was to utilize both options including the northern route along Monticello Avenue/Compton Road, and the southern route along John Tyler Lane/Jamestown Road. If only one option were to be used, the southern route along John Tyler Lane/Jamestown Road would be the County's preferred option as it has the potential to serve more James City County residents.

### The City of Williamsburg

The meeting between the study team and the City of Williamsburg took place on March 28, 2023 and focused on sections of the trail in and around Williamsburg. The meeting included a review of the status of the trail and a deeper look at key segments. Trail updates include:

- The trail along Monticello Avenue now extends to Richmond Road (construction complete) and is a ten-foot asphalt shared-use path with a section of protected bike lane between Mt. Vernon Avenue and Richmond Road
- Richmond Road has sharrows from Monticello Avenue to Brooks Street and bike lanes from Brooks St to 200 feet west of Boundary Street. The last 200 feet are sharrows. There will be improvements made to this section between Monticello Avenue and College Corner (Richmond Road, Boundary Street, and Jamestown Road)
- Strawberry Plains Road from Berkeley Middle School south to Berkeley Lane is partially funded. It is proposed as shared-use path (SUP) and is in the early stages of the design phase. The City is hopeful that the remaining funding will come from a Virginia Transportation Alternatives Program (TAP) grant.
- There is bike lane along a portion of Jamestown Road (from John Tyler Lane to College Corner)
- The trail segment along Jamestown Road has been resubmitted for congressional funding
- VDOT Project Pipeline HR05 includes study funding for the intersection of State Route 5 and State Route 199
- South England Street south of Francis Street to the first curve has proposed SUP on the East side in the development plans. The developer provided space in the zoning application for SUP but does not plan to build it. \*Rezoning for the development has been withdrawn and Colonial Williamsburg has proposed plans for a golf course since the meeting took place
- South England Street is being re-paved soon \*repaving from the Colonial Extension Subdivision to the entrance of the South England Point subdivision has taken place since the meeting

In addition to city staff updating the study team on status changes of potential trail alignments, there was also discussion of various routing options and a few concerns along the trail. In reference to the portion of trail connecting the existing Capital Trail to Williamsburg, City staff preferred the southern option (B) in Figure 2 due to the existing Powhatan Creek Trail and avoiding the State Route 199 interchange, however they did find the northern option (A) to be acceptable. There was also discussion surrounding concerns about the South England Street development as well as the residents of the South England Point neighborhood. Both may present significant challenges in routing the trail down South England Street. The Colonial Parkway was mentioned as a possible alternative, although right-of-way acquisition for shared-use path would likely be necessary as cyclists do not prefer the Colonial Parkway's exposed-aggregate surface for riding.

### Colonial Williamsburg Foundation

On April 7, 2023 the study team met with Colonial Williamsburg Foundation president Cliff Fleet to discuss trail routing through properties managed by the foundation. Through this meeting, the study team determined that additional engagement would be required with the residents of the South England Point neighborhood. The Colonial Williamsburg Foundation expressed openness to the trail routing option through South England Street and the western portion of Carters Grove Country Road.

### Tidewater Trails Alliance & The Historic Triangle Bicycle Advisory Committee

On May 2, 2023 the study team met jointly with the Tidewater Trails Alliance (TTA) and the Historic Triangle Bicycle Advisory Committee (HTBAC) to hear their perspectives on the Trail757 alignment with a particular focus on the James City County and Williamsburg portions of the trail. The initial focus of the discussion was on the two trail options between the end of the existing VCT through James City County to Williamsburg presented in Figure 2 of this document with TTA expressing a strong preference for the Northern option (labeled A in the map). The northern option is preferred for several reasons, including:

- The Powhatan Creek Trail is below VDOT trail standards in terms of geometry (tight turns) and trail and bridge width and would be expensive to upgrade
- The Powhatan Creek Trail primarily exists through wetlands furthering the expense of reconstruction
- State Route 5 crosses many property owners' land and includes a challenging crossing at State Route 199
- The VDOT plan for crossing State Route 199 at State Route 5 has lots of safety issues due to the right turn movements, multiple lane crossings, and traffic volumes
- There is no current safe route along Monticello Avenue and the added access to commerce would be a major bonus to the northern option

Given a preference for the northern option, TTA and HTBAC offered several suggestions and recommendations for addressing challenges along the route. The State Route 199 and State Route 321, Monticello Ave interchange is seen as the most prominent challenge. TTA and HTBAC view the ideal scenario for this crossing to be a pedestrian flyover bridge over the on-ramp from Eastbound Monticello Ave to Southbound State Route 199. These groups view crossing that ramp as the biggest issue at the interchange. The potential flyover would begin somewhere near the intersection of Ironbound Road and Bradshaw Drive. Ideally the bridge would go over the ramp with no S-turns. An engineering study in a future phase of project development would be needed to determine the feasibility of this concept. A secondary option for the ramp would be a traffic light (or Pedestrian Hybrid Beacon) for the trail crossing, for which a VDOT standard does exist. The



subsequent off-ramp from northbound State Route 199 to eastbound Monticello Avenue has great sight distance and is easier to cross and a push-button light there to warn traffic of crossing cyclists and pedestrians is preferred. A bridge over State Route 199 from the end of Bradshaw Drive would be another option.

The Powhatan Creek Crossing is another challenge for the northern Monticello Avenue route. TTA and HTBAC suggested a protected 2-way lane on the existing bridge as a viable option for crossing the creek. This approach would offer a cost-effective option when compared to building a separate bridge, and there appears to be space on the existing bridge for the additional bike/pedestrian lanes.

The final focus area in the discussion with TTA and HTBAC was Jamestown Road along the William and Mary Campus and through the corner of Jamestown Road, Boundary Street, Richmond Road, and Duke of Gloucester Street which is commonly referred to as College Corner or Confusion Corner. TTA and HTBAC recommend departing Jamestown Road headed south on Griffin Avenue, then east on Newport Avenue, and then north on Nassau Street to connect back to Francis Street as a possible option. This alignment could solve issues with routing the trail through college corner which sees heavier traffic and has very little space available for adding a bike facility. The proposed route change also has little free space but has low traffic volumes and is likely be a signed on-road segment of the trail.

TTA and HTBAC have put a great deal of thought into the northern segments of the trail and have submitted recommendations concerning intersections, crossings, and side-of-road to be considered by the study team. Those recommendations are more detailed than the planning-level approach of this document but have been included in Appendix B of this document.

#### William & Mary

The study team met with Michael Fox, senior assistant to the William and Mary president, on August 21, 2023. In this initial meeting the team updated the College on the status of the trail and the current alignment, which traverses the William and Mary campus. The team stated that including William and Mary was the preference. Mr. Fox noted that the President's office, the university planners, and the student body were all enthusiastic about the trail and were open to its presence on campus. Mr. Fox offered to present a map of the initial routing to the campus planners and administrators for their input and the study team provided mapping of the campus and surrounding area for this purpose.

#### Colonial Pipeline

On July 14, 2023 the study team met with Colonial Pipeline staff to discuss a possible trail alignment that would follow the pipeline easement as shown in Figure 3, and would serve as an alternative to Carters Grove Country Road through Kingsmill. Colonial Pipeline staff were open to the idea of shared use of their easement, although the easement does not give the company the authority to approve its usage for a trail. Though that is a concern, Colonial Pipeline staff expressed willingness to work with trail sponsors and landowners to attempt an arrangement that would allow the trail to run along their easement.

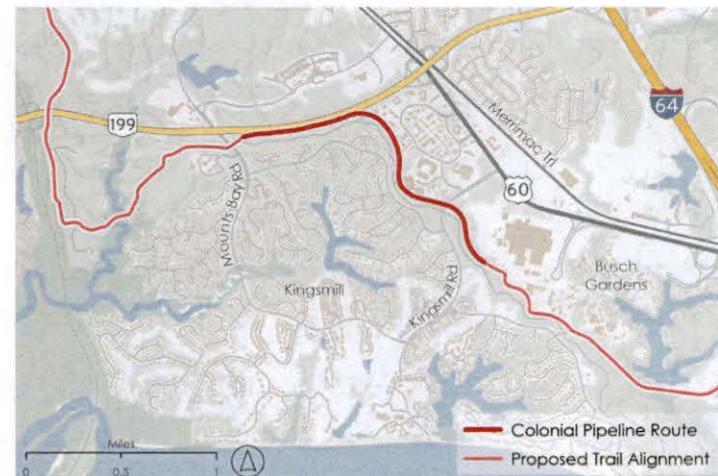


Figure 3: Colonial Pipeline Easement Routing Option

There are also logistical and design requirements that would need to be addressed before an agreement could be finalized. For example, the trail would need to be offset in the easement so that it would not be constructed directly over the pipeline. Such design would allow maintenance on the pipeline to take place without having to cut and replace paved trail. Colonial Pipeline would also need the authority to close the trail and establish a work zone in the event that planned or emergency repairs needed to be conducted on the pipeline. Colonial Pipeline staff remains open to future discussions as trail development talks continue.

City of Williamsburg, James City County, William & Mary, Tidewater Trails Alliance

The study team met with a small group of stakeholders from the northern portion of the trail on January 31, 2024 to discuss the finer details of the trail and make decisions as a group about the trail alignment based on information that had been collected throughout the course of the study. The focus of this discussion was the northern end of the trail to Newport News Park.

The first order of business was to ensure that everyone was in agreement about the northern options from the end of the Capital Trail to Strawberry Plains Road. The group agreed that option A, the northern option seen in Figure 2 was the preferred route.

The second discussion point was the loop around Lake Matoaka that included Strawberry Plains Road, Jamestown Road, Monticello Avenue, and a route through the William and Mary Campus seen in Figure 4.

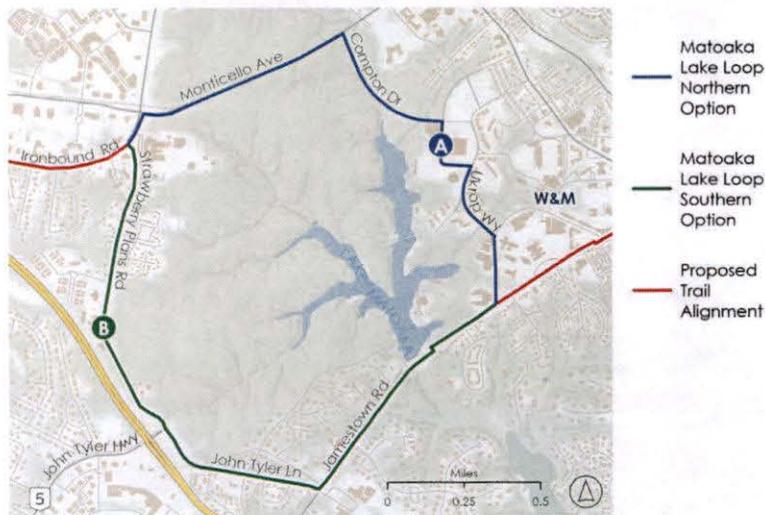


Figure 4: Matoaka Lake Area Routing Options

William and Mary has interest and enthusiasm for the project, but cited issues with Option A- the northern route in Figure 4. Construction on Compton Drive to build trail or widen existing sidewalk creates major environmental concerns that drive the price up to the two million dollar range. Furthermore, there is extensive construction happening on campus that would make planning or

constructing a trail through campus south or east of Compton Drive difficult in the coming years. Considering these feasibility concerns, the group selected option B - the southern route - as the preferred alignment through the Lake Matoaka area. Given the proper funds and planning time, re-incorporating a northern option through or around the William and Mary Campus and creating a loop around Lake Matoaka may eventually become feasible.

The route along Jamestown Road from Berkeley Lane to College Corner was also a topic of interest for the group. The available right-of-way on Jamestown Road is thought to be wide enough to accommodate a road diet from John Tyler Lane/Berkeley Lane to the Matoaka Dam. Since the Dam will soon be reconstructed, there is an opportunity to incorporate a trail into its redesign. Jamestown Road drops to two lanes north of the dam, but there is thought to be space for a two-way protected cycle track with two travel lanes and on-street parking. A historic wall on the William and Mary campus sits on the inside of the sidewalk along Jamestown Road north of Landrum Drive and is a major space constraint. College Corner and is also a concern. The use of Griffin Avenue to Newport Avenue is a possible alternative to circumvent College Corner, but lacks space for off-road-trail construction and would likely be an on-road alternative. Context-sensitive design will be needed to navigate this area and the exact route is to be determined.

The final discussion point was surrounding the use of South England Street and Carters Grove Country Road. The current proposal for this portion of the trail is to follow South England Street to Carters Grove Country Road until its intersection with Mounts Bay Road where the trail would move onto the Colonial Pipeline Easement. Land ownership in this area can be seen in Figure 5.

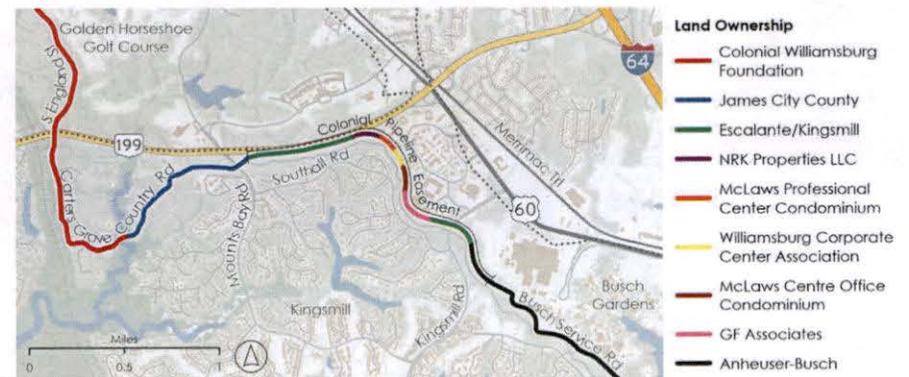


Figure 5: Carters Grove Country Road Area Land Ownership

## Updated Trail Alignment

The end goal of Phase II of the 2024 Trail757 study was to update the trail alignment and level of development for the peninsula trail segments. The updated alignment was developed through study of the alignment and trail funding and discussions with major stakeholders. This section of the study document will detail and display those updates as they were discovered and decided upon over the course of the study.

The trail has been broken out into three separate maps which provide a more detailed look at the corridor. The maps include:

- Figure 7: The northern segments of the trail focused on Williamsburg and James City County
- Figure 8: The central segments of the trail focused on Northern Newport News, York County, and Poquoson
- Figure 9: The southern segments of the trail focused on Southern Newport News and Hampton

The extents of the 3 maps can be seen in Figure 6.

For purposes of discussion the alignment is broken into segments in the map and discussed flowing northwest to southeast from Jamestown to Fort Monroe although the trail itself is planned as bi-directional. The segments are denoted by a black dot at the end points and a numbered label which will be used for discussion.

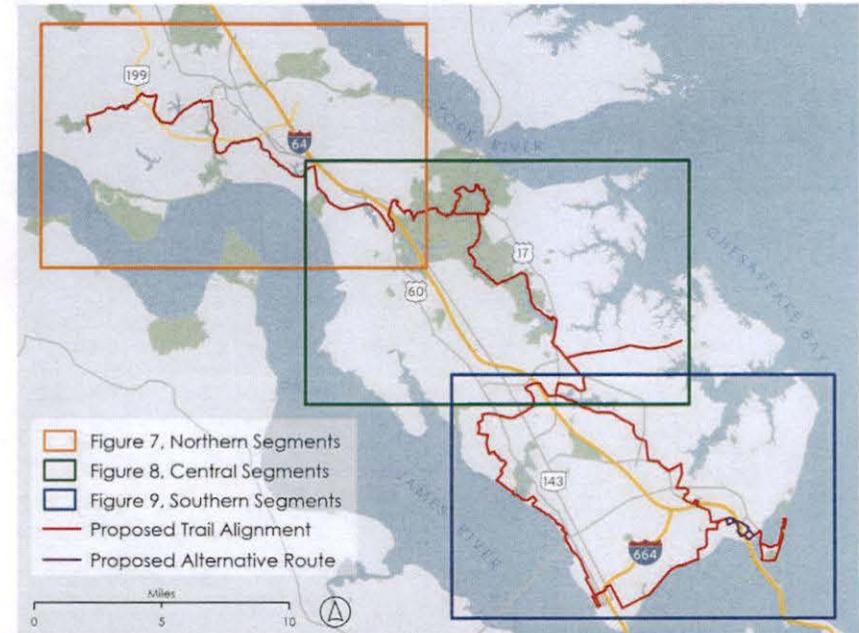


Figure 6: Detailed Segment Map Layout Locations

### Williamsburg / James City County

For the purposes of this memorandum, the Williamsburg/James City County portion of the trail starts at the end of the existing Capital Trail Jamestown High School spur at Jamestown High School and ends at the Newport News Park Boundary encompassing segments 1-9 in the map in Figure 7.

# TRAIL757

## Williamsburg/James City County

as of July 12, 2024

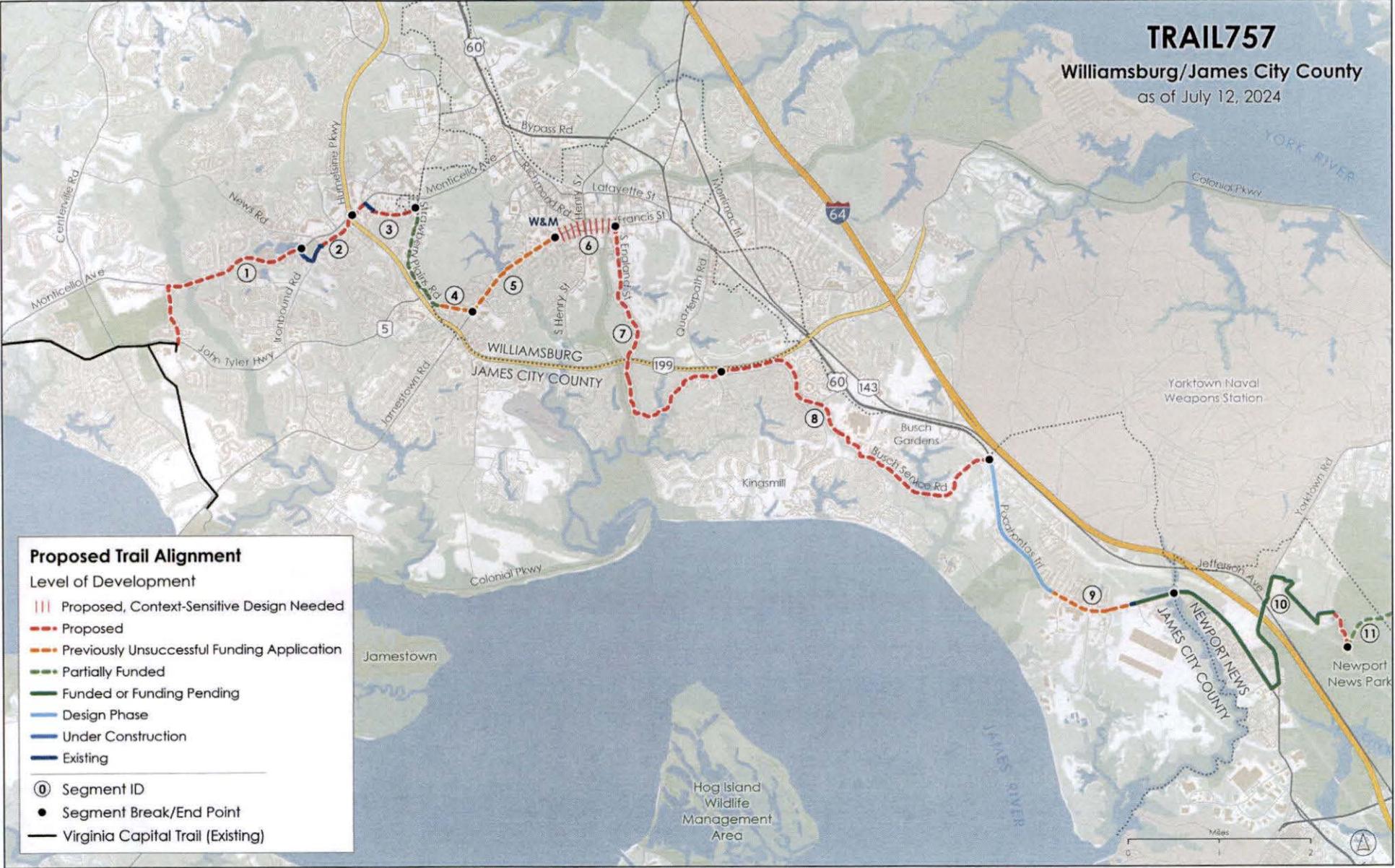


Figure 7: Williamsburg/James City County Trail Overview Map

### Segment 1

Segment 1 begins at the terminus of the Virginia Capital Trail Jamestown High School spur near Jamestown High School in James City County. It follows Greensprings Plantation Drive north and then heads east along Monticello Avenue to Veterans Park. The bridge over Powhatan Creek is a potential challenge along segment 1, however much of this trail segment follows roadway fronted by greenspace.

### Segment 2

Segment 2 begins with a southbound segment of existing shared-use path through Veterans Park in James City County before following Ironbound Road northeast to the intersection of Ironbound Road and Bradshaw Drive. The existing trail in Veterans Park makes a loop in the park, however it has been noted that crossing Ironbound Road to the south side at the southern intersection with Old Field Road may be beneficial to avoid automobile traffic at Ironbound Road and News Road.

The biggest challenge in segment 2 is navigating the interchange at Monticello Avenue and State Route 199, Humelsine Parkway. There is sufficient space for a trail along Monticello Avenue under the State Route 199 bridge but how to safely move the trail through the interchange's four ramps is still a point of discussion with options including flyover bridges and crossing lights or hybrid pedestrian beacons.

### Segment 3

Segment 3 begins along Monticello Avenue after the third ramp crossing at State Route 199 interchange and crosses the fourth ramp before heading northeast along Monticello Avenue to the intersection of Monticello Avenue and Ironbound Road. This portion of the trail has an existing asphalt trail, but at five feet wide it is too narrow to meet the trail standards and would need to be reconstructed. Ironbound Road has an existing shared-use path along the north side of the road until the second commercial driveway, however it is a consideration that constructing a trail along the south side of the road would eliminate the need for two separate road crossings. Segment 3 continues along Ironbound Rd and ends at Strawberry Plains Road at Berkeley Middle School.

### Segment 4

Segment 4 ventures south to connect Ironbound Road and Jamestown Road by way of Strawberry Plains Road, and John Tyler Lane. The first portion of segment 4 is known as College Woods Circuit Phase 2 and is partially funded (VDOT UPC 122177). It follows Strawberry Plains Road from Ironbound Road to John Tyler Highway where the road name becomes John Tyler Lane. The funded portion ends at Berkeley Lane. Segment 4 continues along John Tyler Lane to Jamestown Road. There is bike lane on Segment 4, but shared-use path would need to be constructed to meet the vision for the trail.

### Segment 5

Segment 5 consists entirely of Jamestown Road and runs from John Tyler Lane to Landrum Drive. Segment 5 was part of an unsuccessful funding application. Jamestown Road likely has enough right-of-way to accommodate a road diet from John Tyler Lane to the Matoaka Lake Dam. There is an opportunity to incorporate a trail into the upcoming Matoaka Lake Dam re-design which would provide the necessary connection beside the lake. There may currently be enough space on the dam for a road diet and a two-way protected cycle track. The cycle track concept may be able to continue north along Jamestown Road to College Corner. Numerous curb cuts, historic features, sidewalks and street parking are additional challenges along Jamestown Road. Access to the William and Mary campus is a significant opportunity along this segment.

### Segment 6

Segment 6 will serve the William and Mary Campus as well as historic downtown Williamsburg. The segment will connect Jamestown Road to South England Street and presents many opportunities and challenges. The goal of designing this segment is to maximize opportunities for access to the campus and popular retail, dining, and historic destinations that occur along Duke of Gloucester Street and Francis Street while maintaining the character of the trail, considering the safety of its riders and remaining sensitive to the existing features and constraints in the area.

Jamestown Road from Landrum Drive to S Boundary Street shares many of the characteristics mentioned in Segment 5 such as curb cuts, existing sidewalk and historic features. This portion of Jamestown Road includes a historic wall that sits on the inside of the sidewalk on the William and Mary campus along the northwest side of the road and presents a space constraint. College Corner and Duke of Gloucester Street present challenging space constraints due to abundant infrastructure. Using lower-volume neighborhood roads through this area may be a consideration. As the map in Figure 7 depicts, this segment will require context-sensitive design to navigate this popular area.

### Segment 7

Segment 7 departs downtown historic Williamsburg along South England Street and connects to Carters Grove Country Road. S England Street heads south through a mixed-use area, a residential area, along a golf course, and through a wooded area, until it eventually terminates at a gravel parking lot and turn-around area at the beginning of Carters Grove Country Road. The Country Road is an existing but unmaintained roadbed with an exposed aggregate surface. While this portion of the alignment would require improvement, it would take trail users through a scenic natural area that includes a nearly 600 ft bridge over a creek. The bridge is in good condition but would need to be inspected and would likely need additional railings. Segment 7 continues along Carters Grove Country Road beyond the bridge to the area of Mounts Bay Road.



### Segment 8

Segment 8 departs Carters Grove Country Road at Mounts Bay Road and shifts onto the Colonial Pipeline easement and moves east alongside the Colonial Pipeline. Colonial Pipeline staff has stated that the trail should not be constructed directly on top of the pipeline, but that there is sufficient space in the pipeline clearing for the trail. The Colonial Pipeline clearing transitions into a Busch Service Road which the trail would then follow past the Rhine River reservoir to US Route 60 (Pocahontas Trail). The study team has not spoken with Anheuser Busch about this segment.

### Segment 9

Segment 9 follows US Route 60 South from the Busch Service Road to the Newport News City line. The first segment of US Route 60 from the Busch Service Road to Wisteria Gardens Drive is in design as a complete streets project (VDOT UPC 102980) and is set to be constructed in fiscal year 2029. The next portion of segment 9 from Plantation Road to Green Mount Parkway is part of a previous US Department of Transportation Rebuilding American Infrastructure (RAISE) grant funding application and could be resubmitted for funding in the future. There is one 200 ft segment directly west of Green Mount Parkway that was built as part of a development and is existing trail. The rest of Segment 9 from Green Mount Parkway to the James City County/Newport News line is part of a funded project that extends into Newport News (VDOT UPC 123764).

### York County / Newport News / Poquoson

For the purposes of this memorandum, the York County/Newport News portion of the trail starts at the Newport News and James City County Boundary along US Route 60 as it crosses Skiffes Creek Reservoir and ends at the Newport News/York County line as it crosses US Route 17/J. Clyde Morris Boulevard at Brick Kiln Creek. This portion of trail encompasses segments 10-17 in the map in Figure 8.



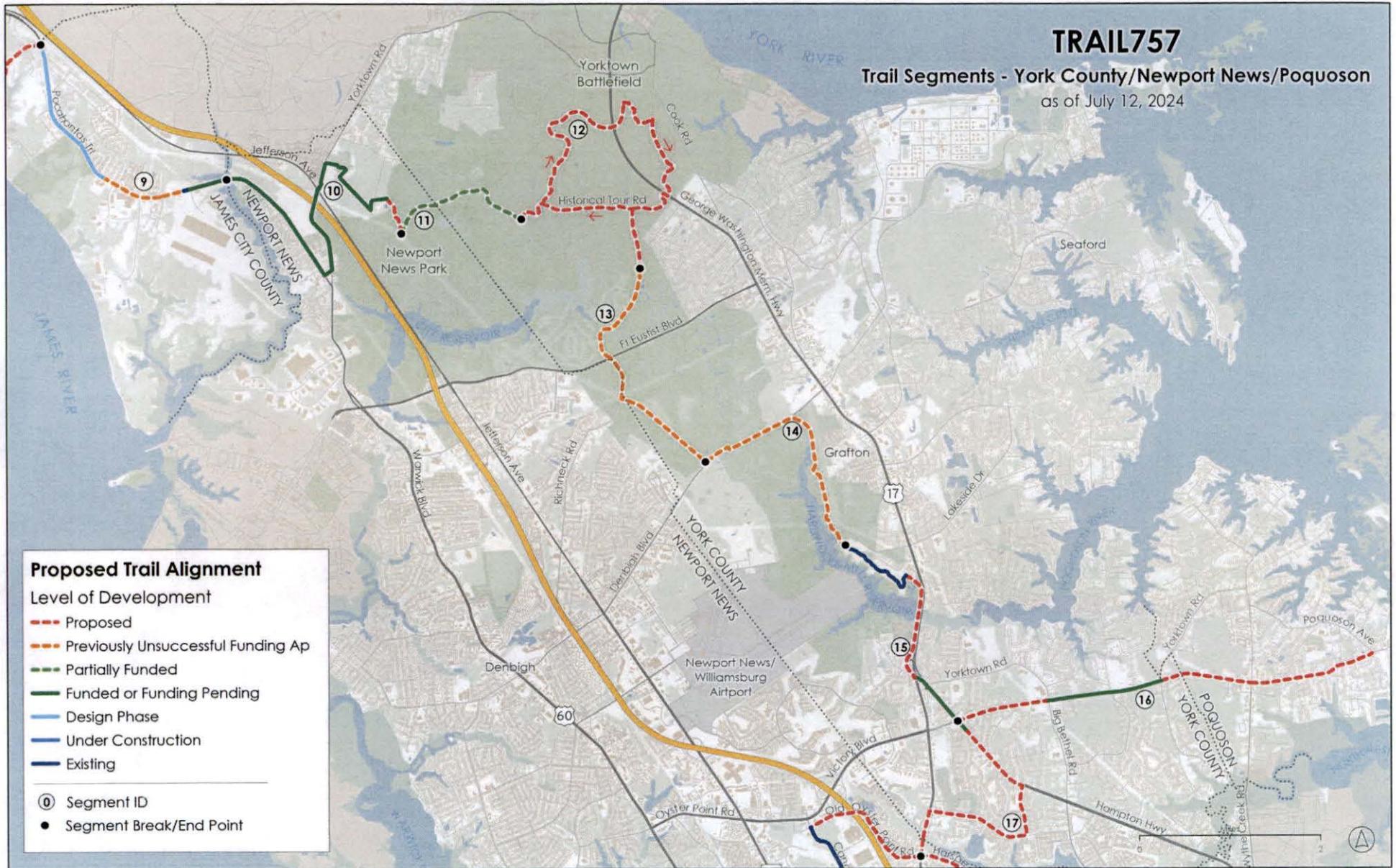


Figure 8: York County/Newport News Trail Overview Map

### Segment 10

Segment 10 continues south along US Route 60 and is funded (VDOT UPC 123764) until Falls Reach Parkway. The trail continues south along US Route 60 from Falls Reach Parkway and turns northeast on Elmhurst Street and then turns north on Yorktown Road. Segment 10 then turns east towards Historic Endview where it passes the Endview Plantation and heads southeast along a cleared easement in a wooded area. Next the trail briefly veers north to circumvent a small neighborhood, enters Newport News Park, and ends at the existing Newport News Park Bikeway. The portions of trail from Falls Reach Parkway to Chelsea Place (VDOT UPC 121110) and from Chelsea Place to Newport News Park (VDOT UPC 121108) are funded and both projects are scheduled to be constructed in 2027. A bridge structure will be necessary to cross a wetland area as the trail enters Newport News Park. Segment 10 serves several neighborhoods and provides access to Newport News Community Gardens, a convenience store, and Historic Endview which hosts a Civil War museum.

### Segment 11

Segment 11 is made up entirely of the Newport News Park Bikeway, an existing unpaved dirt and gravel bike and pedestrian trail in Newport News Park. The Newport News Park Bikeway is partially funded (\$1Million) by a Federal Highway Administration (FHWA) Federal Lands Access Program (FLAP) grant. The Trail757 alignment constitutes a portion of the existing Newport News Park Bikeway trail that connects the southern terminus of segment 10 to The George Washington Camp Trail, and is just over a mile and a half long.

### Segment 12

Segment 12 exists mostly within the Yorktown Battlefield National Historical Park. The segment extends from the Newport News Park Bikeway along the George Washington Camp Trail to General Washington's Headquarters. Washington's headquarters is marked by a plaque and has a small graveyard, a small parking lot, and is next to a creek. As the trail alignment leaves Washington's Headquarters, the creek crosses over the road (motor vehicles drive through the creek as the water passes over the roadway). There is an existing pedestrian bridge that would require improvements for regular cyclist use.

Upon departing Washington's Headquarters, the park road splits into a one-way clockwise loop where southbound trail riders would turn left (initially northbound, but looping back to the south), whereas northbound riders would take a left into Washington's headquarters from the east. Southbound riders head north on the Historical Tour Road where they cross a bridge over US Route 17 and later turn right onto an existing dirt and gravel trail that ends at Surrender Road. Riders then travel south on Surrender Road back to the Historical Tour Road. Surrender Road and the Historical Tour Road intersect at Surrender Field where the British Army surrendered to

Colonial and French forces to end the Revolutionary War, and independence was won for what would become the United States of America. There are numerous historical markers and placards as well as a parking lot at this site and it has potential to be a meaningful trailhead.

Segment 12 continues westbound on the Historical Trail Road about a third of a mile before heading south on an unimproved roadbed a little more than half a mile before the trail departs Yorktown Battlefield Park and re-enters Newport News Park. Trail riders who were northbound along the currently unimproved roadbed segment would turn west onto the Historical Tour Road which would take them to Washington's Headquarters which closes the one-way loop through the Yorktown Battlefield.

The character of the Yorktown Battlefield Tour Roads and Surrender Road make up most of segment 12 and are unique and worth noting. They are paved asphalt roads topped with brownstone tar and chip surface which is scenic in appearance, but not typically preferred by long-range cyclists. On the positive side, the park tour roads tend to be very low volume and speed in terms of vehicular traffic.

### Segment 13

Segment 13 re-enters Newport News Park and continues along the unimproved roadbed that began in Segment 12 until reaching Fort Eustis Boulevard. Segment 13 then follows Richneck Road south and crosses a railroad track before reaching the entrance to the Newport News Park Flying Field where the trail turns southeast and follows an existing gravel road to the Newport News Park Radio Control Club and Flying Field. The trail continues to follow a clearing and an existing dirt road to Denbigh Boulevard.

### Segment 14

Segment 14 follows Denbigh Boulevard northeast approximately a quarter of a mile before it passes through an existing tunnel under Denbigh Boulevard to the southeast side of the road and continues another three quarters of a mile where it turns southeast on an existing gravel road between a wooded area to the west and a cleared areas to the east. A cleared powerline easement, and several mountain biking trails fall within the area around the Harwood's Mill Reservoir. The trail alignment makes its way south and crosses Oriana Road. There is a parking lot with single track mountain bike trails, boat rentals, and fishing piers on the west side of the reservoir on Oriana Road that have potential to serve as trail amenities. However, the narrow reservoir crossing on Oriana Road presents a considerable challenge. Shortly after crossing Oriana Road, the trail alignment reaches the McReynolds Athletic Complex (MAC).



### Segment 15

Segment 15 begins by following existing shared-use path through the MAC. The complex is a potential trailhead location with numerous amenities including parking lots, lighted baseball, softball, and soccer fields, a playground, and picnic tables. Segment 15 departs the MAC through a cleared utility easement and then follows US Route 17 south to the interchange with State Route 134, Hampton Highway. The portion of Hampton Highway from US Route 17 to Victory Boulevard is funded through SMART SCALE (VDOT UPC 123055).

### Segment 16

Segment 16 is a spur that fronts Victory Boulevard and connects the City of Poquoson to the rest of the trail. The segment runs along Victory Boulevard from Hampton Highway in York County to Poquoson Avenue in Poquoson. The segment from Big Bethel Road at Tabb High School east to E Yorktown Road is funded and scheduled to be constructed in 2030 (VDOT UPC 119281).

### Segment 17

Segment 17 is the southernmost segment in York County and follows Hampton Highway to Owen Davis Boulevard to Coventry Boulevard to US Route 17 and ends at Harpersville Road. The first 650 feet of segment 17 is funded as part of VDOT UPC 123055 mentioned in segment 15. Segment 17 is largely residential, although the alignment does provide access to several community facilities including the Tabb Library, the YMCA, and Coventry Elementary School. The alignment also provides access from the numerous residential neighborhoods to several businesses near the corner of Coventry Boulevard and Route 17.

### Newport News / Hampton

For the purposes of this memorandum, the Newport News/Hampton portion of the trail starts at the US Route 17 and Harpersville Road intersection near the York County/Newport News boundary and ends at a loop around Fort Monroe. This portion of trail encompasses segments 18-27 in the map in Figure 9.



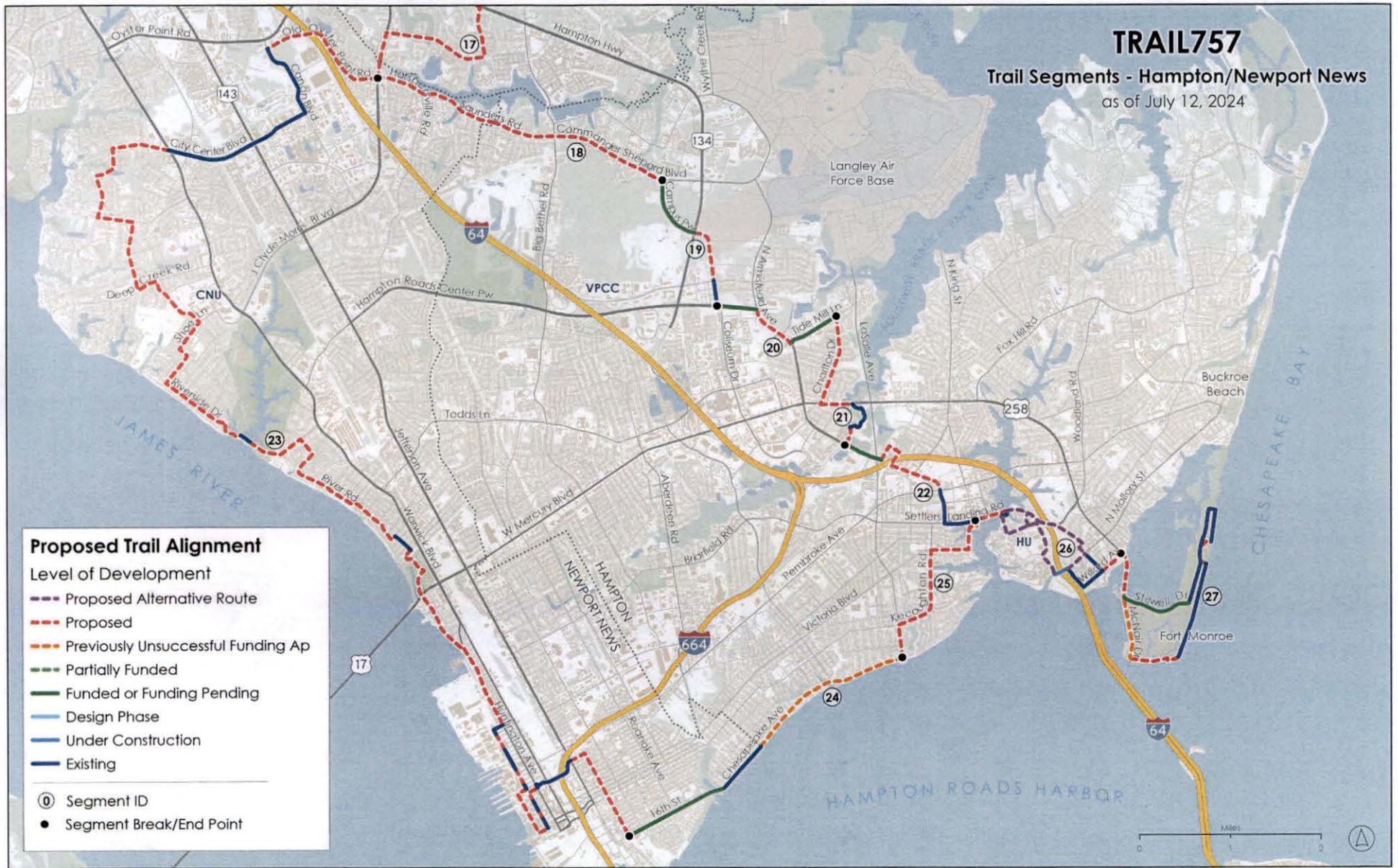


Figure 9: Newport News/Hampton Trail Overview Map

### Segment 18

Segment 18 begins on Harpersville Road eastbound in Newport News from US Route 17. The trail reaches a fork and continues straight onto Saunders Road. Saunders Road leaves Newport News and enters the City of Hampton between Westview Drive and Sanlun Lakes Drive. Sidewalk and bike lane begin once the alignment enters Hampton but in the absence of a true shared-use path, this portion is considered proposed. Segment 18 continues along Saunders Road, which becomes Commander Shepard Boulevard at Big Bethel Road, and ends at N Campus Parkway. Much of segment 18 is residential, however the segment also offers access to places of worship, Summit Christian Academy, a park owned by Langley Air Force Base (military only). The far west end offers access to a large shopping area with restaurants, grocery, and several shops.

### Segment 19

Segment 19 begins heading south from Commander Shepard Boulevard on N Campus Parkway to Magruder Boulevard. The N Campus Parkway portion of the alignment is fully funded and scheduled for construction in 2029 (VDOT UPC 119233). The trail alignment continues south along a proposed extension of Coliseum Drive (VDOT UPC 113988) which has undergone preliminary engineering but does not have a construction date as of March, 2024. The trail then continues along a recently completed quarter-mile portion of the Coliseum Drive extension, which was constructed with shared-use path. This portion of the trail serves Sentara CarePlex Hospital as well as lodging and Hampton Memorial Gardens.

### Segment 20

Segment 20 heads east along Hampton Roads Center Parkway and is funded (VDOT UPC 115242) to N Armistead Avenue. That trail segment is scheduled to be constructed in 2027. The trail alignment then heads south along N Armistead Avenue to Tide Mill Lane where it runs northeast to Charlton Drive. The Tide Mill Lane portion of segment 20 is funded through SMART SCALE and scheduled for construction in 2028 (VDOT UPC 123163). Segment 20 serves several places of worship as well as Burbank Elementary School and Hampton Christian Academy.

### Segment 21

Segment 21 heads south on Charlton Drive through a residential neighborhood. The segment on Charlton Drive has a wide median with mature trees, a sidewalk, and bike lanes. This segment is marked as proposed in the map due to the absence of shared-use path. The proposed alignment then heads east along Mercury Boulevard and traverses a small bridge over Newmarket Creek. The alignment then turns south onto an existing segment through Air Power Park which displays rockets, jets, and has a museum, and continues along Waterwalk at Central Park. The Waterwalk begins as asphalt shared-use path and soon becomes a boardwalk over Newmarket Creek and

its surrounding marshes and wetlands, eventually becoming shared-use path again and ending at Mercer Avenue. The final portion of Segment 21 follows Mercer Avenue south to N Armistead Avenue. Mercer Avenue has existing asphalt trail, but at 5.5 feet wide it would need to be widened to match the preferred characteristics of the trail and thus is marked as proposed in the map.

### Segment 22

Segment 22 begins with a funded portion of trail that follows N Armistead Avenue east from Mercer Avenue to Thomas Street. That portion is scheduled to be constructed in 2025 (VDOT UPC 115243). The alignment then heads northeast on Thomas Street before turning southeast on Patrick Street. This portion of the alignment is proposed trail through a residential neighborhood. At the corner of Patrick Street and Owen Street, the trail turns southwest and follows an existing concrete path through a tunnel under Interstate 64. The tunnel is existing, but is closed and will require an effort to evaluate and improve the existing infrastructure. The proposed trail then picks back up on N Armistead Avenue eastbound to Pembroke Avenue. The final section of segment 22 is existing with a ten-foot sidewalk along N Armistead Avenue between Pembroke Avenue and Settlers Landing Road and a ten-foot sidewalk along Settlers Landing Road.

### Segment 23

Segments 23, 24, and 25 create a loop or an alternate route to the southwest by departing the main alignment at the north end of segment 18 and re-joining the main alignment at the south end of segment 22. Segment 23 has not been studied. The general concept of segment 23 is that it departs the main alignment heading west towards the James River where it follows the waterfront south to Newport News Shipbuilding.

### Segment 24

Segment 24 begins at the corner of Madison Avenue and 16th St in Newport News headed east. The portion from Madison Avenue to Walnut Avenue is funded with eight-foot sidewalk being added. The pedestrian facility is scheduled for two phases of construction. Phase I will connect Jefferson Avenue to Marshall Avenue (VDOT UPC 117136) and construction is scheduled to begin in 2028. Phase II will connect Marshall Avenue to Walnut Avenue (Phase II, VDOT UPC 120903) and is scheduled to be completed in 2030. At Walnut Avenue, 16th Street becomes Chesapeake Avenue, and the road fronts the Hampton Roads Harbor, offering views of both the Monitor Merrimac Bridge Tunnel and the Hampton Roads Bridge Tunnel. There is existing 12-foot asphalt shared-use path from Walnut Avenue to the City of Hampton line. At the Newport News/City of Hampton line at Pear Avenue, the existing path ends, and a trail is proposed continuing along Chesapeake Avenue to Lasalle Avenue.



### Segment 25

Segment 25 takes Lasalle Avenue north to Kecoughtan Road east which turns north and runs into Victoria Boulevard. This portion of trail has existing sidewalk and bike lane but is marked as proposed trail due to the absence of separated shared-use path. The trail then heads east on Victoria Boulevard and north on Bridge Street. The bridge over Salters Creek has an existing five-foot sidewalk and presents a challenge in widening to the proposed ten-foot trail. The trail is then proposed to run eastbound on Rudd Lane to S King Street northbound to Settlers Landing Road at which point the alternate route or loop created by segments 23, 24, and 25 rejoins the main trail alignment. The last 250 feet of S King Street northbound are considered to be existing due to the pavement fronting the Hampton Carousel.

### Segment 26

Segment 26 is the final segment before crossing Mill Creek onto Fort Monroe and has several potential alternatives. Further study will be needed to determine a proposed route from these alternatives, and thus they are all shown as Proposed Alternative Routes in the map (Figure 9).

The most direct route would follow Settlers Landing Road east from S King Street to W County Street, W County Street southeast to Libbey Street, which the trail would follow to the west for one block before turning south onto W Mellen Street and finally turn northeast on N Willard Avenue to Mercury Boulevard. The US Route 60/Settlers Landing Road bridge over the Hampton River has existing six-foot sidewalk but is a considerable challenge in terms of bringing the crossing up to the trail standards. Sidewalk continues at variable widths between five and seven feet along Settlers Landing Road, W County Street, and Libby Street, and the trail level of development is shown as proposed on the map along that corridor. Sidewalk and proposed trail continue along W Mellen Street from Libby Street to S Mallory Street. The pedestrian facility along Mellen Street widens to a ten-foot brick pathway through a tightly constrained commercial district with shops and restaurants between S Mallory Street and S Willard Avenue. This portion is considered existing for the purposes of the trail. S Willard Avenue is proposed trail from S Mellen Street to Mercury Boulevard and passes by a recreational baseball field.

The northern portion of Segment 26 presents an opportunity for an alternative route by way of an existing seven-foot pedestrian walkway bridge that connects Settlers Landing Road from the bridge over the Hampton River to E Queen Street. E Queen Street south to W Tyler Street, and W Tyler Street east to either Emancipation Drive or Settlers Landing Road complete the northern alternative along with an optional leg connecting Settlers Landing Road to E Tyler Street via Hampton Harbor Avenue. With the exception of the existing pedestrian bridge, this northern alternative is shown as proposed on the map because sidewalk is the only existing pedestrian facility.

The central alternative for Segment 26 takes Emancipation Drive to Martin Luther King Jr. Boulevard southbound through the Hampton University campus to S Mallory Street. Highlights of this attractive alternative include the historically significant Emancipation Oak, the Hampton University Baseball Field and Convocation Center, and the Hampton VA Medical Center. The central alternative would then head east on Mallory Street over Interstate 64 to Segar Street. This section of Mallory Street is under construction as a pedestrian facility is being built as part of the Hampton Roads Bridge Tunnel widening project.

The southern alternatives for segment 26 includes two options. The first continues on S Mallory Street to Mellen Street which was discussed in the most direct alternative. The second follows Segar Street southeast from S Mallory Street to Willard Avenue, and then follows Willard Avenue to Mellen Street. Segar Street and Willard Avenue are low volume neighborhood roads that are comfortably bikeable and can be considered existing for the purpose of the trail.

### Segment 27

Segment 27 is the southernmost segment of the proposed Trail757 on the peninsula. The trail is proposed to enter Fort Monroe via the E Mercury Boulevard bridge. The bridge has recently undergone a road diet and has bike lane but would need to be further developed to match the characteristics of the trail. The proposed alignment forms a loop once it enters the island. Circling the island counterclockwise, it would begin running south along McNair Drive. This portion was part of an unsuccessful RAISE grant application, and thus has undergone some study and may be a good candidate for another grant application as the trail alignment through the island begins to solidify. The trail is then proposed along Fenwick Road eastbound to Gulick Drive. The trail then follows Gulick Drive north to the Paradise Ocean Club where there is a break in the pavement and the trail is proposed to move out to Fenwick Road to get around the Ocean Club before returning to Gulick Drive and continuing north before making a 90-degree westerly turn to its terminus. Gulick Drive itself is a 24-foot wide asphalt strip that follows the waterfront, provides access to a sandy beach that is popular in summer, and is not open to motorized vehicles. It is considered to be existing trail with the exception of the diversion around the Ocean Club.

The trail then follows Fenwick Road south to Stilwell Road. Fenwick Drive is a low-speed low-volume road that is considered existing for the purposes of the trail. The trail then heads east along the final segment following Stilwell Road to Eustis Lane and then turning north on Ingalls Road before completing the loop at the foot of the E Mercury Boulevard Bridge. This final section is being funded through SMART SCALE and construction is scheduled to begin in 2029 (VDOT UPC 123170).



## Next Steps

This concludes this planning study which intended to document the region's best and most recent plans and observations regarding Trail757 as of 2024. The intent is for this document to aid future project development activities as various local and state agencies seek to advance future segments of this very important regional asset.

This study examined the trail through the Virginia Peninsula with a particular focus on connecting the Virginia Capital Trail to Newport News Park. By prioritizing a trail extension rather than multiple disjointed segments, this document intends to improve project readiness as individual segments of the trail are submitted for funding opportunities. Constructing Trail757 in this way could potentially attract more funding interest, increase project visibility, and build public support to complete the trail.

The next steps for the northern peninsula portion of the trail include continued discussions with stakeholders including:

- City of Williamsburg
- James City County
- William and Mary
- Colonial Williamsburg Foundation
- Colonial Pipeline
- Tidewater Trails Alliance
- Historical Triangle Bicycle Advisory Committee
- Virginia Capital Trail Foundation
- National Parks Service/Yorktown Battlefield
- Escalante/Kingsmill

And beginning discussions with stakeholders that have not yet been approached, including:

- Anheuser-Busch
- Private land-owners

There will be further trail planning activities and stakeholder discussions needed as the trail continues southward through the peninsula and as trail planning continues on the southside of the James River. A continued focus on attracting and securing funding will be a critical component of furthering the trail's development.

Enthusiasm for the trail has garnered significant momentum among stakeholders since the release of the initial Birthplace of America Trail Study in 2017. The trail promises to be a robust amenity in the region that fosters economic growth, encourages active transportation and recreation, and acts as a significant extension to the already world-class Virginia Capital Trail.



## Appendix A - Additional Reference maps and graphics

Appendix A consists of additional maps and graphics that were used in meetings over the course of the study and may be useful materials for presentations or documents as the trail progresses.

- Figure 10 is a generalized map of the preferred trail alignment as of July, 2024
- Figure 11 is a preferred trail alignment detailed by Level of Development as of July, 2024
- Figure 12 is a preferred typical section for trail design that reflect AASHTO and VDOT design standards





**TRAIL757**

July 12, 2024

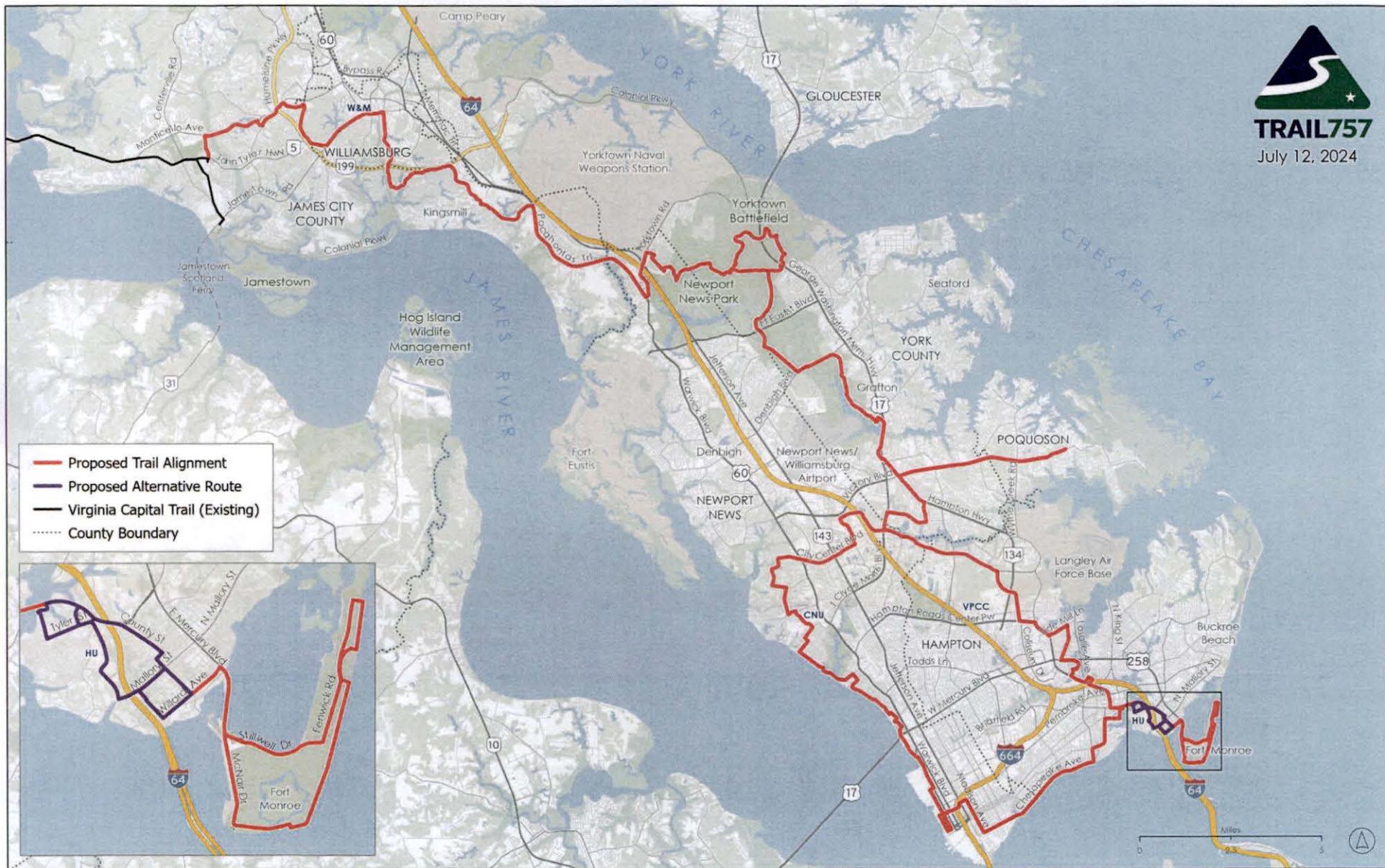


Figure 10: Trail Overview Map



**TRAIL757**

July 12, 2024

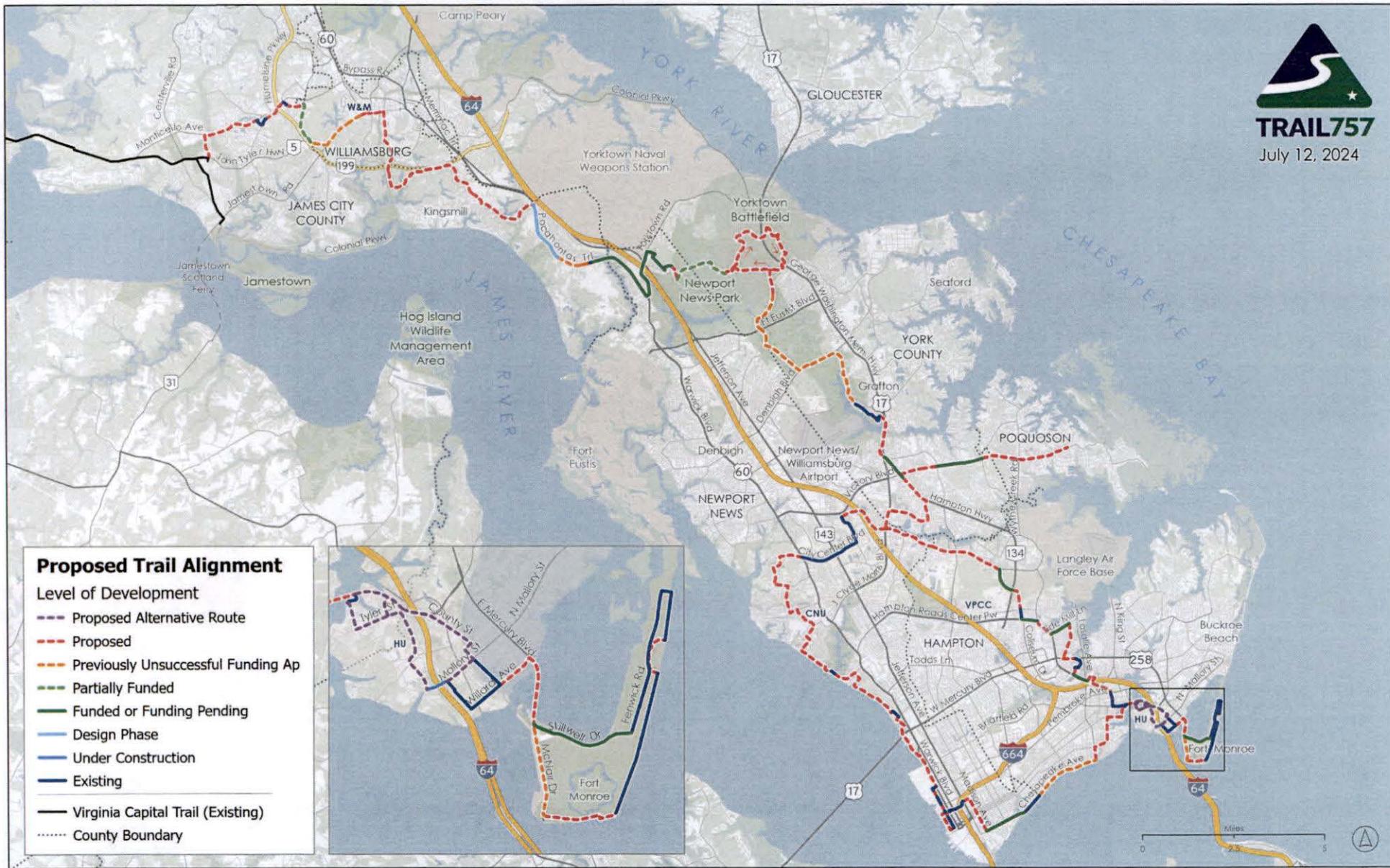


Figure 11: Trail Level of Development Map

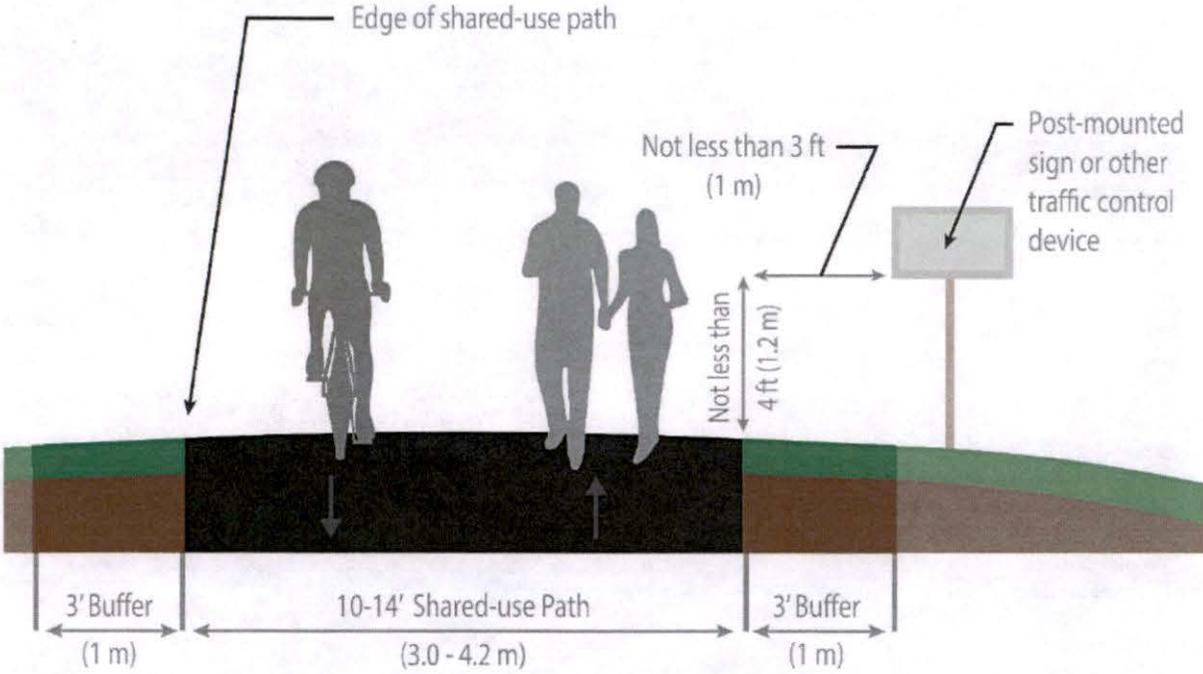


Figure 12: Shared-use path Design Guidelines



## Appendix B - Tidewater Trails Association Trail Routing Suggestions

Although this document provides only centerline routing for Trail757 (i.e. no determination of which side of roads Trail757 would travel on, or how Trail757 might cross intersections and interchanges), in response to the study team's discussions with the Tidewater Trails Alliance (TTA), the TTA submitted drawings (included in this appendix) showing detailed options for certain segments between the Virginia Capital Trail and downtown Williamsburg. Although the TTA maps show detailed "existing route" in red, no such detailed routing has been made by VDOT/HRTPO. When VDOT and/or the localities prepare construction drawings for portions of Trail757, they can use the TTA alternatives to inform those drawings.

- Page 27 details a routing suggestion to move the trail across Route 5 at the existing Capital Trail terminus at Jamestown High School
- Page 28 details road crossing options at Ironbound Rd at Veterans Park
- Page 29 details infrastructure opportunities for the trail crossing of Route 199 along Monticello Ave
- Page 30 details routing options at John Tyler Ln and Berkley Ln
- Page 31 details alternate routing options to move the trail through downtown Williamsburg



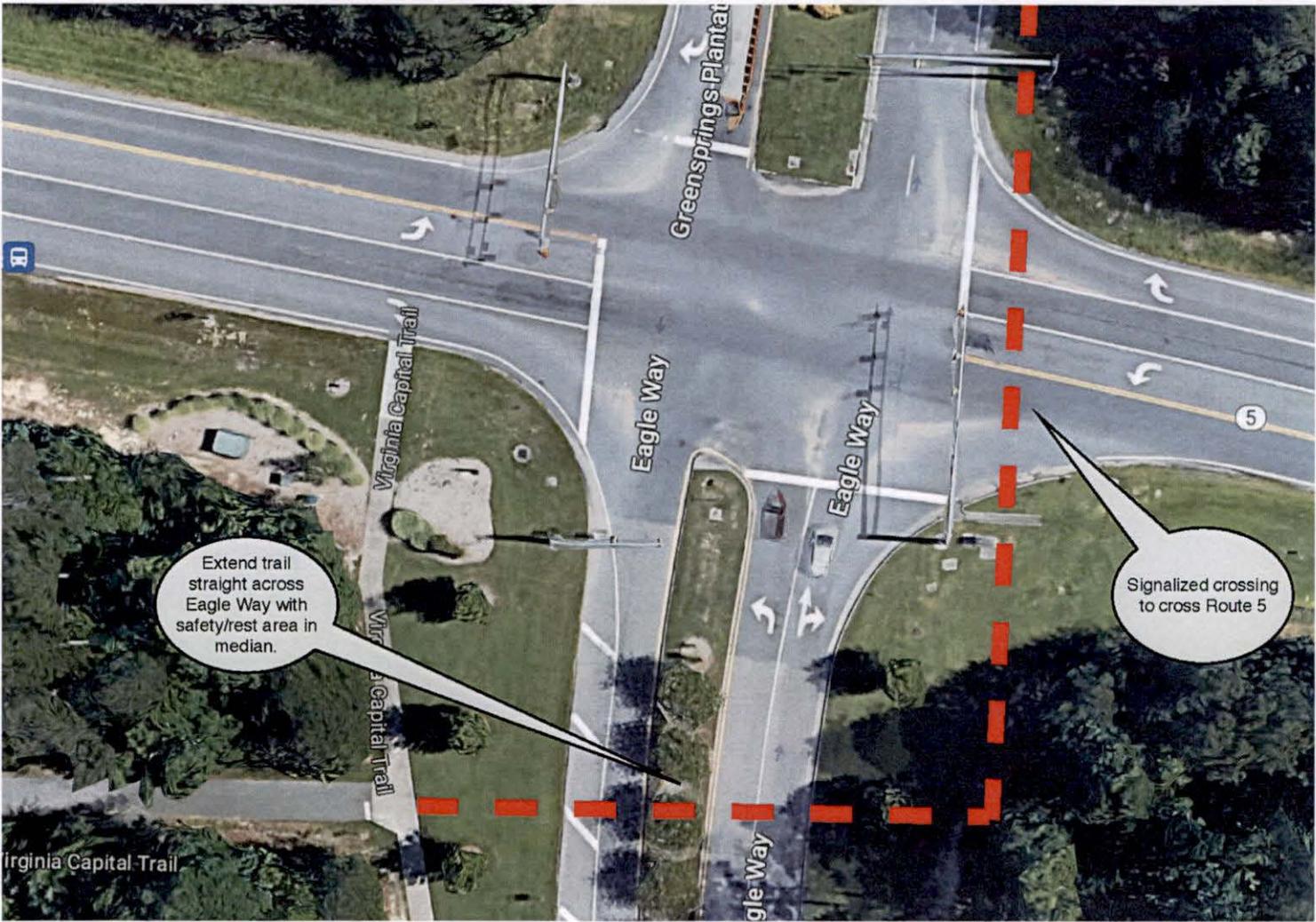
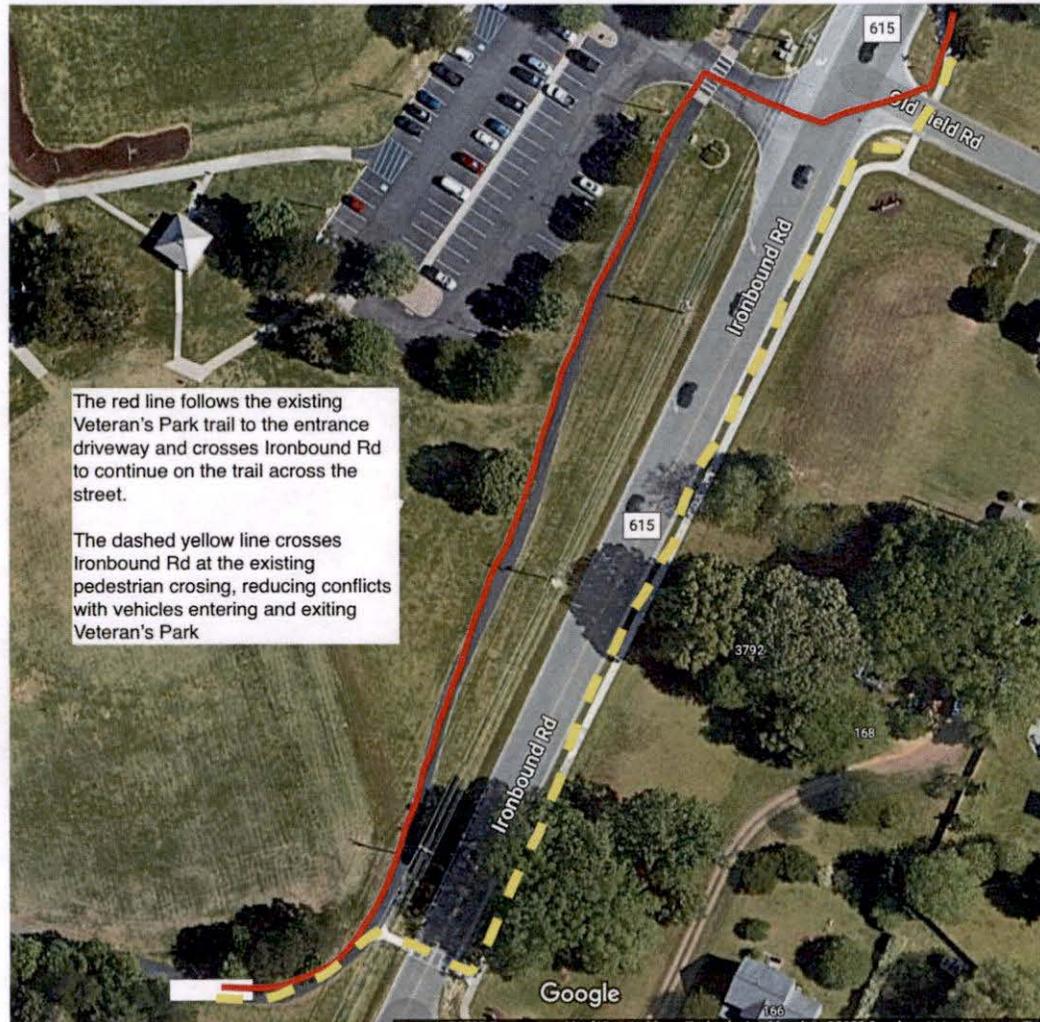


Figure 13: TTA Jamestown HS Routing Suggestion

\*This map and text were prepared by TTA. This route is not proposed by VDOT/ HRTPO.





The red line follows the existing Veteran's Park trail to the entrance driveway and crosses Ironbound Rd to continue on the trail across the street.

The dashed yellow line crosses Ironbound Rd at the existing pedestrian crossing, reducing conflicts with vehicles entering and exiting Veteran's Park

\*This map and text were prepared by TTA. Neither the red nor yellow routes are proposed by VDOT/HRTPO.

Figure 14: TTA Veterans Park Routing Suggestion



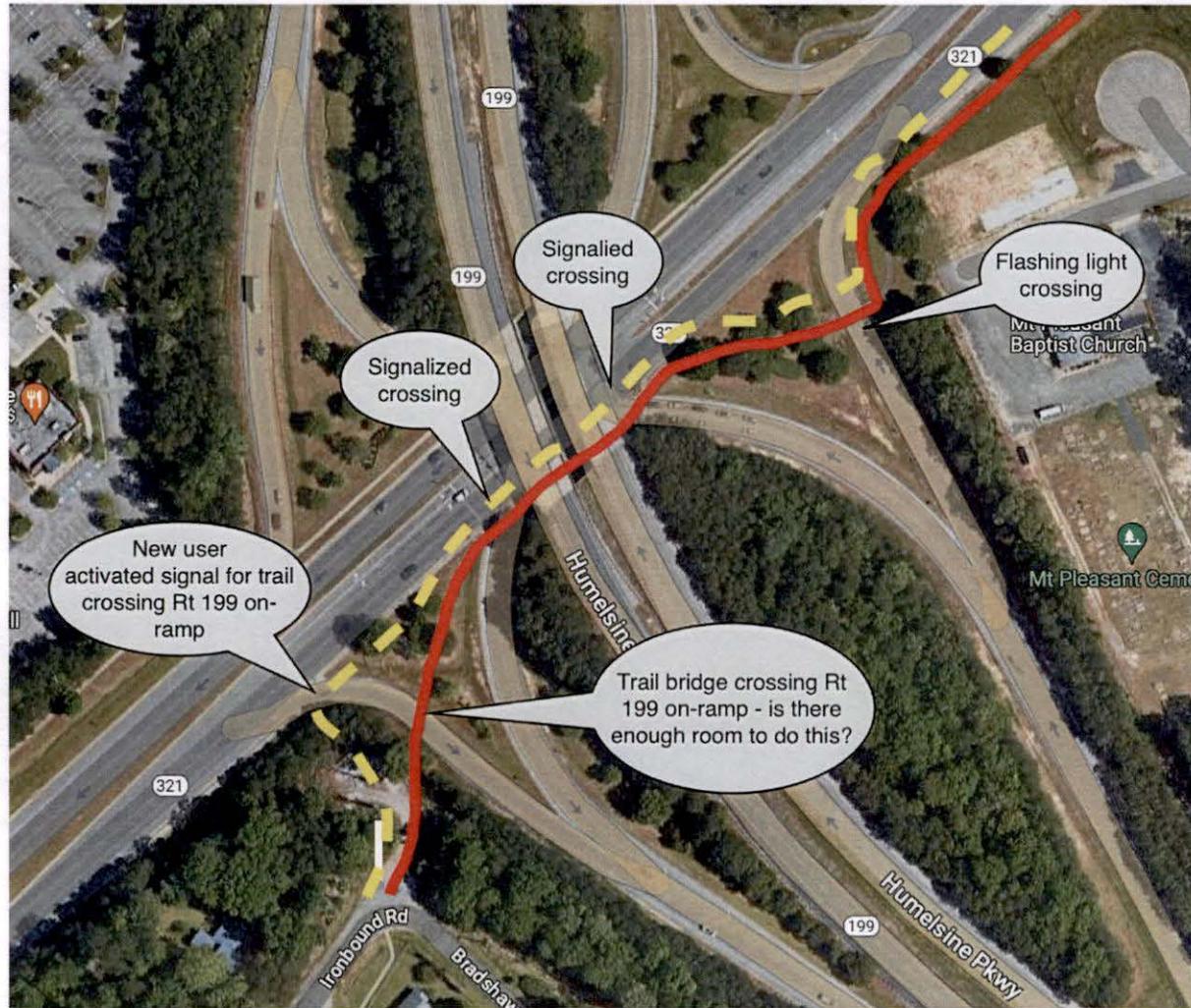


Figure 15: TTA Route 199 Crossing Routing Concept

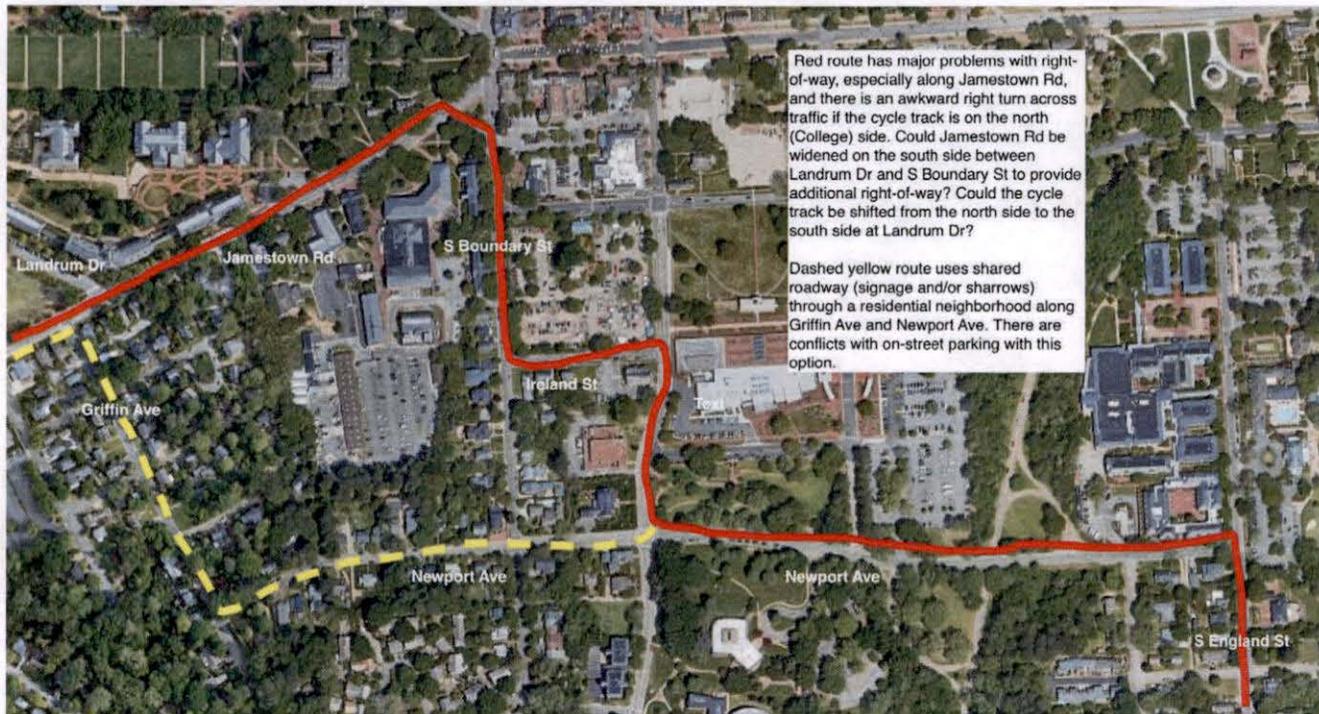
\*This map and text were prepared by TTA. Neither the red nor yellow routes are proposed by VDOT/HRTPO.



\*This map and text were prepared by TTA. Neither the red nor yellow routes are proposed by VDOT/HRTPO.

Figure 16: TTA JohnTyler Ln/Berkeley Ln Routing Concept





\*This map and text were prepared by TTA. Neither the red nor yellow routes are proposed by VDOT/HRTPO.

Figure 17: TTA Downtown Williamsburg Routing Concept



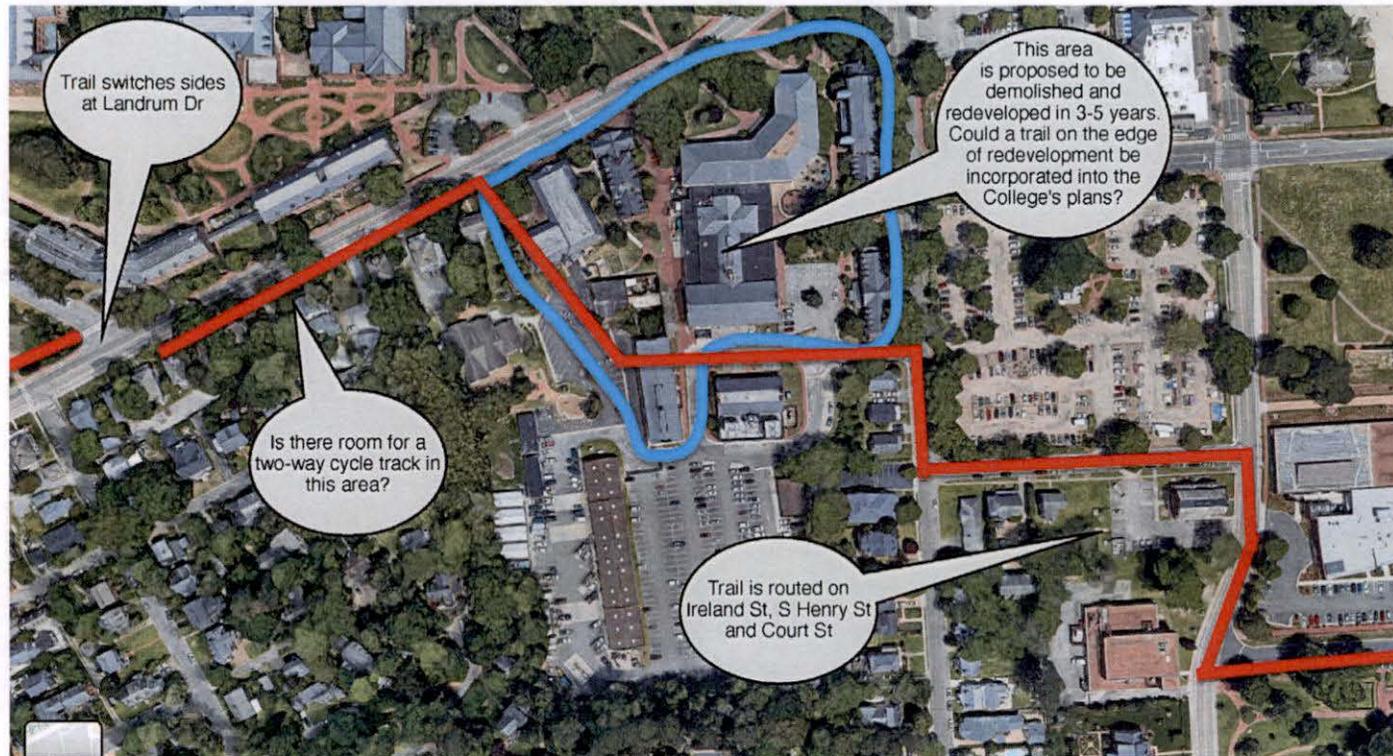


Figure 18: TTA College Corner Routing Concept

\*This map and text were prepared by TTA. Neither the red nor yellow routes are proposed by VDOT/HRTP0.



