



***YORK COUNTY
SIDEWALK PLAN***

**York County Transportation Safety Commission
Approved February 27, 1995**

INTRODUCTION

One of the goals set forth in York County's Transportation Safety Plan is to provide for safer pedestrian circulation in the County. To help achieve this goal, the plan specifically recommends that the County "develop and implement a sidewalk plan to determine the ultimate locations for sidewalks in the County and to require development that occurs along designated corridors to include sidewalks."¹ The County's Comprehensive Plan contains a similar recommendation. Consequently, in 1994 the York County Transportation Safety Commission undertook to fulfill these recommendations and develop a sidewalk plan for York County. The Transportation Safety Commission is appointed by the Board of Supervisors and serves as an advisory group of citizen volunteers working with County officials and representatives of state and federal agencies, such as the Virginia Department of Transportation, the National Park Service, the Virginia Department of Motor Vehicles, the U.S. Coast Guard, and the Virginia State Police, to improve the safety of the County's transportation network.

The first section of this plan provides some background information about sidewalks and why they are needed. The second section identifies roads and road segments in the County where sidewalks are needed or will be needed within the next twenty years. Finally, Section III lays out an action plan for the County to follow in establishing a safe, efficient, and economical sidewalk network.

¹County of York, Virginia, Transportation Safety Plan, (adopted by the York County Board of Supervisors June 18, 1992), p. 16.

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SECTION I

Walking as a Mode of Transportation

Walking is the most basic and yet probably the most overlooked mode of transportation in our society today. Encouraged by an increasingly dispersed land use pattern, Americans are more dependent than ever before on their automobiles, even for short trips. According to the Nationwide Personal Transportation Survey (NPTS) conducted in 1990, 7.2% of all trips are made by foot. This represents a decline in pedestrian activity since the 1983 NPTS, which found that 8.5% of all trips were by foot.²

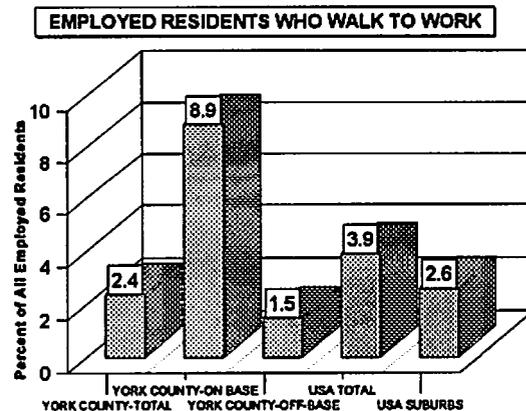
In 1991, however, a new federal commitment to so-called "alternative" modes such as walking and bicycling came with the passage of the Intermodal Surface Transportation Efficiency Act (ISTEA). Based on a recognition that one answer to the nation's current and future transportation needs is a more balanced transportation network that is less reliant on single-occupancy automobiles, this act requires states and metropolitan planning organizations to incorporate pedestrian and bicycle facilities into their transportation plans. The act also gives added priority to such facilities in the allocation of federal transportation funds. Also in 1991, the U.S. DOT Appropriations Act required the Department of Transportation to conduct a nationwide study of bicycling and walking and to develop an action plan to increase the use and enhance the safety of these modes. Completed in 1994, this National Bicycling and Walking Study aims to double the percentage of total trips made by bicycling and walking from 7.9% to 15.8% nationwide *and* to reduce by 10% the number of pedestrians and bicyclists killed or injured in traffic accidents. One of the recommendations of this study is that states and localities adopt action plans of their own to help achieve these national goals.

Typical of most localities in the United States, particularly suburban ones, York County's transportation network is heavily dominated by the automobile, largely because of its generally low-density development pattern and rural flavor. Nevertheless, there are some roadways in the County that have sidewalks. These include Ballard and Water Streets in Yorktown, Bypass Road in the upper County, First Avenue from Bethel Manor to Hampton Highway, Old Williamsburg Road in front of the Yorktown Naval Weapons Station in Lackey, Owen Davis Boulevard, and West Queens Drive along the bridge over I-64.

People use these sidewalks, and many others walk along roads where there are no sidewalks, as evidenced by the well-worn footpaths that line many County roads. The only statistical data available that relate specifically to pedestrian activity *in York County*

²U.S. Department of Transportation, Federal Highway Administration, The National Bicycling and Walking Study: Transportation Choices for a Changing America (Final Report), 1994, pp. 10-11.

appear in the Journey-to-Work statistics reported by the U.S. Census Bureau. According to the 1990 census, 2.4% of the employed residents in the County--521 people--walk to work. Almost half of these, however, both live and work on military bases, where walking to work tends to be more convenient. Among the *off-base* population, 1.5% of workers commute by foot. Nationally, by comparison, 3.9% of the employed residents walk to work, according to the 1990 census. Compared with other *suburban* areas, however, York County is fairly typical. For cities and counties located within metropolitan areas but outside of the central cities, the proportion of people who commute by foot is 2.6%, slightly above the York County total.



The Need for Sidewalks

Safety is the primary reason that sidewalks are needed. The lack of sidewalks in the County encourages the unsafe mixing of pedestrian and vehicular traffic, which is particularly dangerous in a locality like York County, where there are many heavily-traveled narrow roads lacking adequate shoulders. In the past ten years, eight pedestrians have been killed and 62 injured on the streets of York County.

By keeping pedestrians out of the roadway, sidewalks eliminate the points of conflict that lead to pedestrian accidents. The Institute of Transportation Engineers (ITE) states, "Sidewalks have been shown to significantly reduce the number of pedestrian accidents in residential and business areas."³

The benefits of sidewalks are not limited to public safety, however. By encouraging people to make short trips by foot rather than by car, sidewalks help reduce traffic congestion and the air pollution it causes. Strategically located sidewalks can also help to promote County business and tourism. As stated in the Transportation element of the Comprehensive Plan, "pedestrian walkways increase pedestrian safety and, in so doing, invite pedestrian use. Consequently, in tourist and commercial areas, good sidewalks can provide economic advantages by encouraging consumers to patronize nearby establishments rather than getting in their cars when, as likely as not, they will drive farther and perhaps

³Institute of Transportation Engineers, The Traffic Safety Toolbox: A Primer on Traffic Safety, 1993, p. 190.

to a business not located in the County."⁴ This is particularly true in tourist-oriented areas, since tourists are more inclined than local residents to make short trips by foot. In the area of Bypass and Waller Mill Roads, for example, commercial development is in direct competition with nearby development in the City of Williamsburg. Therefore, County shopping areas must be as conveniently accessible as possible to encourage the people staying in the various motels and timeshares in the area to spend their dollars in the County. Finally, by encouraging people to walk for purposes of not just transportation but recreation, sidewalks enhance the public health as well as the public safety. According to the Federal Highway Administration, "Research has shown that even low to moderate levels of exercise, such as regular bicycling or walking, can reduce the risk of coronary heart disease, stroke, and other chronic diseases; help reduce health care costs; contribute to greater functional independence in later years of life; and improve quality of life at every stage of life."⁵

For all these reasons, both York County's Comprehensive Plan and its Transportation Safety Plan recommend the development of a County sidewalk plan.

Where Are Sidewalks Needed?

According to the ITE, sidewalks should be provided "along suburban streets used for pedestrian travel to parks, schools, shopping areas and transit stops." Specifically, the ITE recommends sidewalks along both sides of all streets in commercial and industrial areas and along *at least* one side of all streets in residential areas where the development density exceeds one housing unit per acre.⁶

These guidelines are instructive, but local sidewalk standards should be tailored somewhat to local conditions. In some cases the demand for sidewalks is as evident as the well-trodden paths along County roads, but unfortunately the need is not always so obvious. Land use, both present and future as set forth in the County's 2010 Comprehensive Plan, is the basic criterion for determining sidewalk needs. The sidewalk locations proposed in this plan are based on trip origins and destinations and the proximity between the two. Since most trips begin at home, the major trip origins are residential areas, referred to here as **population centers**. Trip destinations are places that attract people, such as shopping centers, convenience stores, places of employment, churches, schools, parks, libraries, and bus stops. They are referred to here as **activity centers**. Of course, activity centers can also serve as trip origins; this occurs, for example, when people go from work to lunch

⁴Charting the Course to 2010: The County of York Comprehensive Plan, adopted December 5, 1991, Transportation - Page 38.

⁵U.S. Department of Transportation, p. VII.

⁶Institute of Transportation Engineers, The Traffic Safety Toolbox: A Primer on Traffic Safety, 1993, pp. 190-1.

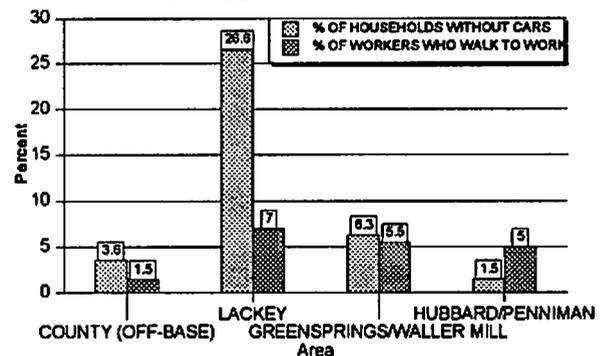
or stop at the grocery store on the way home. The proximity between population centers and activity centers, or between activity centers, will determine the likelihood that the trip will be made by foot and thus whether or not sidewalks are needed. According to the 1990 Nationwide Personal Transportation Survey, the average length of a pedestrian trip is .6 miles.⁷ Land use will also determine whether sidewalks are needed along one or both sides of the street in question.

In addition, there are certain target areas in the County where the need for sidewalks is indicated by a relatively high rate of pedestrian commuting and/or a low rate of automobile ownership. One such area is Lackey, where 27% of the households have no automobile and 7% of the employed residents walk to work. The Greensprings/Waller Mill Road/Bypass Road area, where 6% of the employed residents walk to work, is another such area. The third target area surrounds Hubbard Lane and Penniman Road, where 5% of the workers commute by foot although only 2% of the households lack cars.

Sidewalks are also needed in certain areas to facilitate regional pedestrian transportation. There are several commercial corridors in the upper County where neighboring localities have constructed sidewalks that end at the York County line, discouraging shoppers traveling by foot--tourists in particular--from shopping in York County.

Finally, sidewalks--or some type of pedestrian facilities--are generally needed in tourist-oriented areas. Yorktown in particular represents a special case where pedestrian traffic should be encouraged over automobile traffic because it contributes to the village's colonial atmosphere, enhancing the visitor's Yorktown experience and making him or her more likely to return. In adopting the Yorktown Master Plan in March 1993, the Board of Supervisors recognized the need for improved pedestrian circulation in the historic village. One of the principal features of this plan is a network of sidewalks, including a "riverwalk" along the shoreline, that will link the many Yorktown attractions together and encourage visitors to travel by foot rather than by car once they get to Yorktown. Similarly, tourist corridors in the Williamsburg area should have sidewalks because, as noted earlier, tourists are generally more inclined to walk than are local residents.

PEDESTRIAN COMMUTERS AND HOUSEHOLDS WITHOUT CARS



⁷U.S. Department of Transportation, p. 11.

Paying For Sidewalks

The preferred method of funding sidewalks is through the road improvement process. Sidewalk construction is cheapest when done in conjunction with other road improvements. Moreover, as noted earlier, the federal ISTEA legislation makes available for sidewalks several funding sources, including National Highway System funds, Surface Transportation Program funds, Congestion Mitigation and Air Quality Improvement Program funds, and Federal Lands Highway funds. In Virginia, these federal funds, as well as state transportation funds, are administered by the Virginia Department of Transportation (VDOT). VDOT will incorporate walkway construction into road construction and improvement projects when such facilities are contained in a sidewalk plan adopted by the locality. The County's share of the sidewalk construction cost would range from 20% to 50%, depending on the project and the financing method.

When a proposed development contributes to the need for public improvements, the County can require the developer to provide or pay for such improvements. This would apply to sidewalk construction in many cases. For example, the County's Subdivision Ordinance requires sidewalks along all collector and higher order streets in all new residential subdivisions with a net density of at least two units per acre.

Finally, there are some fully developed roads in the County where sidewalks are needed but where no road improvement is planned. In these situations, it will be up to the County or affected landowners--if they so desire--to pay for sidewalks, possibly with assistance from the federal funding sources mentioned above.

In many cases, two or more of these public and private entities can work in partnership with one another to fund sidewalks. For example, the County could work with developers and/or property-owners to pay for the installation of sidewalks along a high-priority corridor.

Sidewalk Design Standards

To establish specific sidewalk design standards would be beyond the scope of this plan. Moreover, standards will vary for different projects based on site constraints, right-of-way availability, roadway function, and traffic volumes. However, it is anticipated that a sidewalk width of four to six feet set back from the curb or the edge of the pavement by one to five feet are generally appropriate guidelines. These dimensions are consistent with standards published recently by the Institute of Transportation Engineers (ITE).⁸

⁸Institute of Transportation Engineers, Traffic Engineering Handbook, 4th edition, pp. 198-200.

Sidewalk design should also incorporate marked crosswalks to enable pedestrians to cross the roadway safely. According to the ITE, "Crosswalks should be marked at all intersections on established routes to kindergarten or elementary schools." Crosswalks are also needed "at all intersections where there is substantial conflict between vehicle and pedestrian movements."⁹ With regard to crosswalk design standards, the ITE recommends that crosswalks be 6-8 feet wide and that right-angle crossings be used wherever possible to minimize exposure to vehicles.¹⁰

Finally, sidewalks may need to be lighted in some areas for safety reasons. In particular, roadways with extremely high levels of pedestrian activity, such as Bypass Road, and major intersections are areas where lighting may be appropriate. The ITE states that "(a)lthough installation of roadway lighting is relatively expensive, it may be justified in areas with high nighttime pedestrian activity."¹¹

⁹Institute of Transportation Engineers, The Transportation Safety Toolbox, p. 65.

¹⁰Institute of Transportation Engineers, Traffic Engineering Handbook, p.201.

¹¹Institute of Transportation Engineers, The Transportation Safety Toolbox, p.193.

SECTION II

Proposed Sidewalk Locations

Proposed sidewalk locations are described below and summarized in Tables 1, 2, and 3. They are divided into three broad categories based on the proposed funding mechanism. There is no priority ranking *among* the categories, but *within each* category, projects are listed in priority order. **Category A** sidewalks will be funded jointly by VDOT and the County in conjunction with planned road improvements. **Category B** sidewalks, although *coordinated* by the County, will be paid for by developers wishing to build on property along roads in commercial areas where sidewalks will be needed in the future. Finally, **Category C** sidewalks will be funded mostly by the County, possibly with federal and state assistance and participation from affected property owners.

These categories are used for long-range planning purposes only and should not be viewed as static. Over time, proposed sidewalk corridors may shift between and within categories as road improvement needs and priorities change and as new development occurs. For example, a person wishing to develop a piece of property along a designated sidewalk corridor should be required to set aside land for a sidewalk even if that corridor is scheduled to have sidewalks built as part of a future road improvement. It should also be noted that these are only *proposed* sidewalk corridors and that detailed site-specific engineering and analysis, which are beyond the scope of this plan, will determine the feasibility and cost-effectiveness of each project.

Category A

Sidewalks included in Category A are along roads where improvement is planned, based on the County's annual adopted six-year roadway plans. The priority given to each of these sidewalks will depend on the prioritization of road construction and improvement projects.

- **Grafton Drive** **.6 miles**

A sidewalk along the west side of Grafton Drive would enable students to walk safely to and from the Grafton School complex and nearby residential areas, such as Grafton Woods and Glen Laurel, which, when fully developed, will have a combined total of approximately 500 units. This would also provide a link to the Route 17 sidewalk.

- **Amory Lane** **.1 mile**

Sidewalks along this roadway from Grafton Drive to Route 17 would make future commercial development accessible to both neighboring residents and students at Grafton Middle and High Schools.

- **International Parkway** **1.1 miles**

This as-yet unbuilt road will extend from Mooretown Road to Route 199 between Richmond Road and I-64. This land is designated "Economic Opportunity" on the 2010 Land Use Map and is identified as an economic development priority area in the Comprehensive Plan. The Economic Opportunity designation permits "a mix of commercial, tourist-related, and limited industrial uses."¹² It is likely that the commercial development that will be attracted to this area will require sidewalks.

- **Mooretown Road extension** **1.2 miles**

Like International Parkway, the planned extension of Mooretown Road from its eastern terminus to Kingsgate Parkway will run through an economic development priority area and will likely necessitate sidewalks to serve present and future commercial development in the area.

- **George Washington Memorial Highway (Route 17)** **7.9 miles**

As the County's main commercial corridor, Route 17 is a prime candidate for sidewalks. From York High School to the Newport News city line, Route 17 is one long continuous strip of activity centers, but pedestrian movement among these centers is discouraged and in some cases precluded by the absence of sidewalks.

- **Fort Eustis Boulevard** **.7 miles**

Sidewalks along both sides of Fort Eustis Boulevard from Burnt Bridge Way and Elmhurst Drive past Route 17 to Old York-Hampton Highway (as Fort Eustis Boulevard is extended) would enable residents of Burnt Bridge Run and Wood Towne Quarters to access a nearby restaurant, gas station/convenience store, and, with a crosswalk across Route 17, the Patriots Square Shopping Center. Further extension to the west is not recommended because all the land surrounding the road is watershed property owned by Newport News Waterworks and thus is

¹²County of York Comprehensive Plan: Charting the Course to 2010, Land Use - Page 18.

unlikely to be developed.

- **Big Bethel Road** **1.3 mile**

Sidewalks along Big Bethel Road between Victory Boulevard and Yorktown Road--where three County schools are located--would make these schools, as well as the Tabb Fire Station, accessible. Further extension to Route 134 would make these activity centers and Tabb Elementary School accessible to Woodlake Crossing and, once Running Man Trail is extended to Big Bethel Road, Running Man.

- **Lakeside Drive** **.5 miles**

Major activity centers in this area include Heritage Square Shopping Center and adjacent commercial and office development along Route 17, as well as Grafton Bethel Elementary School, which is a polling place. The loop formed by sidewalks along this road, Showalter Road, Ella Taylor Road, and the proposed Route 17 sidewalk would make these centers accessible for the approximately 700 residents¹³ of the nearby Harwood Mill, Harwood Heights, Lakeside Heights, Lee's Village, and Castellow Heights subdivisions.

- **Newman Road (formerly Lightfoot Road east of Interstate 64)** **.3 miles**

The 2010 Land Use Map designates the vacant land surrounding the east side of the I-64/Lightfoot Road interchange for general commercial development designed to serve primarily the surrounding community rather than a regional or tourist market. Therefore, this would be an appropriate area for sidewalks as commercial development occurs. The Banbury Cross and Skimino Hills subdivisions would be within walking distance of this node.

- **Goodwin Neck Road** **1.1 miles**

The York County Human Services Building is located within the Central Operations Facility on Goodwin Neck Road near the Wolf Trap Road intersection. This building, which is also a polling place, houses the Division of Recreational Services and the Health and Social Services departments as well as a large community meeting room. As a general rule, public buildings should be as accessible as possible, and a sidewalk along Goodwin Neck Road would serve this purpose.

¹³718 residents, according to the 1990 census.

• **Penniman Road** **1.0 mile**

Magruder Elementary School, located at the intersection of Penniman Road and Merrimac Trail, is within walking distance of nearby residential areas, but children cannot walk safely to school because there are no sidewalks. The same is true of the Griffin-Yeates Center on Government Road. In addition, many children currently walk along Penniman Road to the athletic facilities at the school. A sidewalk along this road from Merrimac Trail to Government Road would serve the residents of York Terrace, Springfield Terrace, and Queens Creek Estates, as well as James Terrace residents in James City County.

The James City County Comprehensive Sidewalk Plan includes a sidewalk along the James City County side of Penniman Road from the Williamsburg city line to Oak Road.¹⁴

• **Wolf Trap Road** **1.5 miles**

Sidewalks along Wolf Trap Road from Route 17 to Goodwin Neck Road would allow pedestrian access to two County parks--Chisman Creek and Wolf Trap--and, with the Category A sidewalk on Goodwin Neck Road, to the Human Services Building.

• **Baptist Road** **.4 mile**

A sidewalk along the east side of Baptist Road from Old Williamsburg Road to York Drive would allow for safe pedestrian access to activity centers along Old Williamsburg Road, including Brown Park and the Rising Sun Baptist Church.

TABLE 1: CATEGORY A SIDEWALKS					
RTE	ROADWAY	FROM	TO	MAJOR POPULATION CENTERS	MAJOR ACTIVITY CENTERS
621	Grafton Dr	Rte 17	Rte 17	Grafton Woods Glen Laurel	Grafton Middle School Grafton High School
630	Amory Lane	Grafton Dr	Rte 17		
NA	International Pkwy	Mooretown Rd	Rte 199	Rain Tree (JCC) Mooretown Rd	Commercial development

¹⁴James City County, Comprehensive Sidewalk Plan (June 1989), p. C-5.

TABLE 1: CATEGORY A SIDEWALKS

RTE	ROADWAY	FROM	TO	MAJOR POPULATION CENTERS	MAJOR ACTIVITY CENTERS
603	Mooretown Rd extension	Eastern terminus	Kingsgate Pkwy		Commercial development
17	George Washington Mem Hwy	York High School	Newport News line		Commercial development
105	Fort Eustis Blvd	Burnt Bridge Way/Elmhurst Dr	Old York-Hampton Highway	Burnt Bridge Run Wood Towne Qtrs	Commercial development Patriots Square Shop Ctr
600	Big Bethel Rd	Rte 706	Rte 134	Yorkshire Kings Villa Plantation Acres Running Man Smithville Terrace Tabb Terrace Woodlake Xing	Mt. Vernon Elem School Tabb Middle School Tabb High School Tabb Fire Station Tabb Elementary School
620	Lakeside Dr	Rte 17	Showalter Rd	Castellow Heights Harwood Mill Harwood Heights Lakeside Heights Lees Village	Heritage Square Shop Ctr Grafton Bethel Elem Schl
646	Newman Rd	Kingsgate Rd/ Indiana Ln	Fenton Mill Rd	Banbury Cross Skimino Hills	Commercial development Skimino Fire Station
173	Goodwin Neck Rd	Rte 17	Wolf Trap Rd	Acree Acres Rosewood Place Carver Place	York Human Svcs Bldg
641	Penniman Rd	Government Rd	Merrimac Trail	York Terrace Springfield Terrace Queens Creek Est.	Magruder Elem School Griffin-Yeates Center
660	Wolf Trap Rd	Rte 17	Goodwin Neck Rd	Scotch Toms Wd Grafton Branch Wolftrap Estates Barcroft	Chisman Creek Park Wolf Trap Park
630	Baptist Rd	Old Williamsburg Rd	York Dr	Williams Terrace	Charles Brown Park Commercial Development Rising Sun Baptist Church

Category B

Category B includes largely undeveloped roads in commercial areas where sidewalks will be needed in the future as development occurs. Sidewalk priority will be dictated by the timing of development.

- **Bypass Road** **.6 miles**

As a major entrance into the Williamsburg area, Bypass Road is the County's principal tourist corridor. Numerous motels and restaurants are located along this road, but much of it remains undeveloped. The undeveloped portion of Bypass Road is designated for commercial development oriented toward a tourist market and thus is expected to continue the existing character. If and when this land is developed, continuation of the existing sidewalk eastward to the Route 132 intersection will be necessary to ensure that all present and future development along this corridor is accessible to pedestrians.

- **Lightfoot Road** **1.8 miles**

Sparsely developed and primarily rural in character, the Lightfoot Road corridor is targeted in the Comprehensive Plan as an economic development priority area. The land use designation of this area is Economic Opportunity. With the construction of Route 199 and the planned extension of utilities, this area is expected become a significant commercial corridor.

- **East Rochambeau Drive** **.6 miles**

Located on the south side of Route 199 from Lightfoot Road, this road will serve as a frontage road for access to Route 199 once the latter is constructed. Like Lightfoot Road, it will serve future commercial/industrial development.

- **Denbigh Boulevard** **.2 miles**

Denbigh Boulevard runs through watershed property owned by the City of Newport News. The Comprehensive Plan designates most of this land for Conservation, which is the least intense land use designation and is designed to ensure the proper management and protection of environmentally sensitive lands. However, the western segment of this road near the Newport News city line is designated for Office/Professional/Research and Limited Industrial development. A planned-unit development incorporating residential and commercial uses along Denbigh Boulevard is planned. Sidewalks will be needed in the future to serve the residents

of this development (Colony Pines/South Park) and neighboring development in Newport News. It is highly unlikely that they will ever be needed on the watershed property that surrounds most of Denbigh Boulevard.

- **Fenton Mill Road** **.9 miles**

The 2010 Land Use Map designates the vacant land surrounding the east side of the I-64/Lightfoot Road interchange for general commercial development designed to serve primarily the surrounding community rather than a regional or tourist market. Therefore, this would be an appropriate area for a sidewalk as commercial development occurs. The Old Quaker Estates subdivision would be within walking distance of this node.

TABLE 2: CATEGORY B SIDEWALKS					
RTE #	ROADWAY	FROM	TO	MAJOR POPULATION CENTERS	MAJOR ACTIVITY CENTERS
60	Bypass Rd	Chelsea Rd	Rte 132	Timeshares/Motels	Commercial development
646	Lightfoot Rd	Richmond Rd	Interstate 64		Commercial development
F137	E. Rochambeau Dr	VDOT park-and-ride lot	Western terminus		Commercial development
173	Denbigh Blvd	Newport News city line	Old Colony Estates Blvd/ Center-pointe Dr	Colony Pines South Park	Commercial Development
602	Fenton Mill Rd	Quaker Meeting House Rd	Newman Rd	Old Quaker Estates	Commercial development Skimino Fire Station

Category C

Category C sidewalks are along roadways where there is a **current demonstrated** need for sidewalks but where neither roadway improvement nor significant new development is likely. In these situations, it will be up to the County or affected landowners--if they so desire--to pay for sidewalks, possibly with assistance from federal funding sources for which pedestrian facilities are eligible. In some of these areas, the establishment of special taxing districts for sidewalk construction may be feasible.

- **Merrimac Trail** **.7 miles**

This project, located in a sidewalk target area, would extend along the east side of Merrimac Trail from the Williamsburg-York County border to Penniman Road. A sidewalk along Merrimac Trail in the City of Williamsburg ends at the York County line. Many Williamsburg residents travel along this corridor daily by foot to the Farm Fresh shopping center in York County, indicating a **present** need for a sidewalk in this location. Extending the sidewalk beyond Farm Fresh all the way to James-York Plaza would make the York County businesses along this corridor much more accessible to these residents *and* to York County residents living in residential areas along Penniman Road and Hubbard Lane.

The James City County Comprehensive Sidewalk Plan includes a sidewalk along this roadway from Penniman Road at the north York County line to Government Road at the south York County line.¹⁵

- **Second Street** **.2 miles**

Like Merrimac Trail, Second Street is a commercial corridor that crosses York County's border with the City of Williamsburg, and the Williamsburg portion has sidewalks along both sides.

- **Richmond Road** **.5 miles**

This project would serve existing commercial development along a short York County portion of Richmond Road where sidewalk construction has been sporadic. An existing sidewalk along this road ends at the York County line.

¹⁵Ibid., pp. C-4 and C-6.

- **Waller Mill Road** .7 miles

Major activity centers in this area, which is one of the target areas mentioned above, include the Kingsgate Green Shopping Center and numerous restaurants, which are within walking distance of the Greensprings subdivision, the Fairfield at Kingsgate timeshare community, and several nearby motels. Other activity centers include the Dominion One office building, the Historic Triangle Community Services Building, and Waller Mill Elementary School.

- **Battle Road** .4 miles

A sidewalk along Battle Road from Old York-Hampton Highway to Route 17 would make the York County Public Library and neighboring commercial development accessible by foot to the residents of Marlbank as well as future residential development in the area.

- **Showalter Road** .7 miles

The Lakeside Drive/Showalter Road/Ella Taylor Road/Route 17 loop would make Heritage Square Shopping Center and adjacent commercial and office development along Route 17, as well as Grafton Bethel Elementary School, accessible to residents of nearby subdivisions (see *Category A-Lakeside Drive*).

- **Ella Taylor Road** .6 miles

See Showalter Road above.

- **Merrimac Trail** .6 miles

A sidewalk along Merrimac Trail from Douglas Drive to Tam-O-Shanter Boulevard would make the Colonial Services Building and nearby commercial development accessible to the residents of Carver Gardens and Williamsburg Bluffs, which, when the latter is fully developed, will contain a combined total of almost 400 homes. Because of a ravine along this portion of Merrimac Trail, pedestrian access here may have to take the form of a walkway that is not directly adjacent to the road.

- **Old Williamsburg Road** .8 miles

This is in one of the target areas discussed in Section I. Sidewalks are currently located along a portion of this road at the entrance to the Naval Weapons Station. Extending the existing sidewalk along the south side of the roadway from its present

eastern terminus to the intersection at Goosley Road would provide accessibility for nearby residents to existing and future commercial development, as well as Rising Sun Baptist Church, which is a hub of neighborhood activity in the Lackey community.

- **Goosley Road** **1.1 miles**

This is one of the target areas discussed in Section I. A sidewalk along the east side of Goosley Road from Old Williamsburg Road to Route 17 would provide accessibility for nearby residents to Yorktown Middle School (which is a polling place), Yorktown Fire Station, and Shiloh Baptist Church.

- **Yorktown Road** **2.1 miles**

Three County schools--Mt. Vernon Elementary, Tabb Middle, and Tabb High--are located along the Yorktown Road corridor, but the high speed and relatively heavy volume of traffic, as well as the narrow width of the road and the lack of shoulders, make this a dangerous road for pedestrians.

- **Hampton Highway (Route 134)** **.6 miles**

This project would extend along the south side of Hampton Highway from Big Bethel Road to Indian Summer Drive. This would make the Shady Banks Shopping Center accessible by foot to the residents of the Four Seasons and Pines of York apartment complexes, which together encompass 568 housing units. On the north side, it would extend from Big Bethel Road to York Downs Drive, linking the planned shopping center at Yorkshire Downs with Churchill Estates and residential development along Hampton Highway.

- **Hubbard Lane/West Queens Drive** **1.2 miles**

A sidewalk along this road from Sheppard Drive to Queens Lake Middle School would enable students to walk safely to and from the school--which is also a polling place--and nearby subdivisions, including Cobble Creek, Queenswood, Parkway Estates, Royal Grant subdivisions, and some areas of Queens Lake. Continuation of this sidewalk from Sheppard Drive to Penniman Road would make the Bruton Fire Station, Magruder Elementary School, and James-York Playhouse accessible for the households along the Hubbard Lane corridor and in neighboring subdivisions. However, steep slopes along the road in this area and the presence of a Colonial Parkway overpass may make this project infeasible or at least very expensive.

- **Seaford Road** **.1 miles**

Significant pedestrian activity occurs along this road in the area of the Seaford Post Office and a neighborhood grocery store, which are community gathering places for Seaford residents. A sidewalk along this portion of Seaford Road would enable local residents to walk safely between these two activity centers.
- **Richmond Road** **.2 miles**

A short segment of Richmond Road south of the Lightfoot Road intersection lies within York County. There are no sidewalks along this segment, which includes a post office and a small shopping center. There are sidewalks along this road to the north of the Lightfoot Road intersection.
- **Lindsay Landing Lane/Vine Drive** **.2 miles**

A sidewalk from Showalter Road along Lindsay Landing Lane and Vine Drive to the Windy Point community pool would enable residents of that community to walk to the pool safely. The pool currently generates a significant amount of pedestrian traffic, much of it by small children. It should be noted, however, that Vine Drive is a private road and may not be eligible for County funding.
- **West Queens Drive** **.1 miles**

Sidewalks along the east side of West Queens Drive at the approaches to the bridge, which has a sidewalk, over Interstate 64 would enable people to cross the bridge and continue walking safely without being forced back onto the roadway as they are currently.
- **Harrod Lane** **.4 miles**

A sidewalk along Harrod Lane from Old York-Hampton Highway to Route 17 would make the York County Public Library and neighboring commercial development accessible by foot to the residents of Marlbank, as well as future residential development in the area.

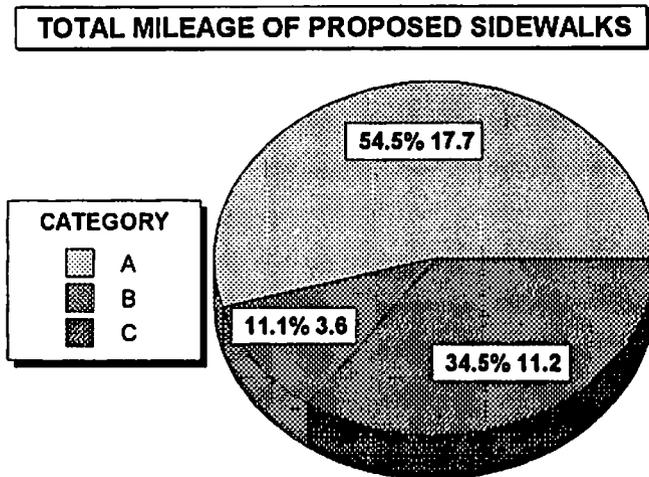
TABLE 3: CATEGORY C SIDEWALKS

RTE #	ROADWAY	FROM	TO	MAJOR POPULATION CENTERS	MAJOR ACTIVITY CENTERS
143	Merrimac Trail	Wmsbg line	Penniman Rd	(in Williamsburg): Priorslee Parkway Apts Colonial Towne Apts Barclay Square	Farm Fresh Shopping Ctr James-York Plaza Magruder Elem School
162	Second St	Wmsbg line	Merrimac Trail	Motels	Commercial development
60	Richmond Rd	Morrison's	New Dominion Realty	Motels	Commercial development
713	Waller Mill Rd	Bypass Rd	Plantation Dr	Timeshares/motels Greensprings	Kingsgate Green Shop Ctr Waller Mill Elem School Community Svcs Bldg
614	Showalter Rd	Lakeside Dr	Ella Taylor Rd	Castellow Heights Harwood Mill Harwood Heights Lakeside Heights Lees Village	Heritage Square Grafton Bethel Elem Schl
751	Ella Taylor Rd	Showalter Rd	Rte 17		
718	Battle Rd	Old York-Hampton Hwy	Rte 17	Marlbank Cove Marlbank Farms	York County Public Library Convenience stores
143	Merrimac Trail	Douglas Dr	Tam-O-Shanter Blvd	Carver Gardens Williamsburg Bluffs	Colonial Services Board Convenience store
238	Old Williamsburg Rd	Eastern terminus of sidewalk	Goosley Rd	Lackey Yorktown Square	Rising Sun Baptist Church Commercial development Charles Brown Park
238	Goosley Rd	Old Williamsburg Rd	Rte 17	Kings Court Hickory Hill	Yorktown Middle School Yorktown Fire Station Shiloh Baptist Church
706	Yorktown Rd	Rte 134	Rte 171	Yorkshire Kings Villa Plantation Acres Smithville Terrace Tabb Terrace Running Man	Mt. Vernon Elem School Tabb Middle School Tabb High School Tabb Fire Station

TABLE 3: CATEGORY C SIDEWALKS					
RTE #	ROADWAY	FROM	TO	MAJOR POPULATION CENTERS	MAJOR ACTIVITY CENTERS
134	Hampton Hwy	Big Bethel Rd	Indian Summer Dr/York Downs Dr	Pines of York Apts Four Seasons Apts	Shady Banks Shopping Ctr Commercial development
716	Hubbard Ln/West Queens Dr	Penniman Rd	Queens Lake Middle School	Charleston Heights Cobble Creek Parkway Estates Royal Grant Queenswood Queens Lake	Queens Lake Middle Schl
622	Seaford Rd	Post Office	Zion Methodist Church Cemetery	Seaford community	Post Office Grocery Store
60	Richmond Rd	James City County line	Lightfoot Rd	Motels	Commercial development Post Office
679	Lindsay Landing Ln	Showalter Rd	Vine Dr	Breezy Point Hollywood Estates Winder's Pond	Windy Point pool
NA	Vine Dr	Lindsay Landing Ln	End of Vine Dr		
716	West Queens Dr	Saxon Dr	Queens Lake Middle	Queens Lake	Queens Lake Middle Schl
678	Harrod Ln	Old York-Hampton Hwy	Rte 17	Marlbank Farms	York County Public Library Convenience stores

Summary

The total length of the proposed sidewalk network is 32.5 miles. This figure represents the combined **length** of all roads and road segments in the County where sidewalks are proposed; it does **not** take into account whether sidewalks are proposed along one or both sides of the road. As shown in the figure to the right, most of the proposed sidewalk construction--55%--is in Category A and thus will be funded jointly by VDOT and the County when the scheduled road improvement is made. Category B sidewalks, which will be funded by developers, represent 11% of the total, and Category C 35%.



SECTION III

Recommendations

It is recommended that the County pursue the following courses of action in order to establish a safe, efficient, and economical sidewalk network.

- ▶ Require all new development and redevelopment along designated sidewalk corridors to include sidewalks along the roadway. In lieu of immediate construction where connecting sidewalks have not been built on adjacent property, the developer should be required to submit a postponed sidewalk construction installation agreement to delay implementation until connecting sidewalks on adjacent property are constructed.
- ▶ Incorporate sidewalks (with crosswalks, where appropriate) into the preliminary engineering and design phase of road construction and improvement projects undertaken by VDOT in accordance with the County's six-year road improvement plans along designated sidewalk corridors.
- ▶ Consider construction of Category C sidewalks in prioritizing capital improvement funds through the adoption of the annual Capital Improvements Program (CIP).
- ▶ Create and provide annual funding to a sidewalk construction fund to help fund the installation of Category C sidewalks.
- ▶ Seek federal funding for eligible sidewalk projects.
- ▶ Work with VDOT to establish marked crosswalks--possibly with pedestrian signals --in strategic locations such as major intersections in areas of high pedestrian traffic and near County schools.
- ▶ Identify locations, such as Bypass Road, where there is a high level of nighttime pedestrian traffic, and install streetlights as appropriate.
- ▶ Require all new sidewalks built in the County to include crosswalks at strategic locations such as major intersections and near County schools.
- ▶ Require sidewalk construction to include the installation of streetlights in areas of high nighttime pedestrian traffic and at major intersections where existing lighting is insufficient.

- ▶ Design sidewalks to be compatible with those in neighboring jurisdictions wherever inter-jurisdictional linkages are proposed.
- ▶ Annually review, and if necessary revise, in conjunction with the County's six-year road plans, the categorization and prioritization of proposed sidewalk locations to ensure that they remain applicable and appropriate.
- ▶ Promote the development of an efficient and harmonious intermodal transportation network through the *coordinated* planning, design, and construction of sidewalks, roadways, bikeways, and transit facilities.