

6. HIGHWAY MATTERS**A. ROUTE 460 CORRIDOR IMPROVEMENTS UPDATE**

Attached for your reference, please find notification of the scheduled public hearings for the captioned project: October 27 in Windsor, October 29 in Wakefield and October 30 in Prince George County. Public comments will be accepted through November 17, 2014 and may be submitted orally or in writing at any of the hearings, or by mail or by email.

An executive summary of the Supplemental Environmental Impact Statement (SEIS) was emailed to each of you on September 23. Mr. Rinehart suggests that if the Board wishes to provide meaningful input to the federal agencies reviewing the document, it should be succinct and direct and include supporting rationale/data.

I would discourage development of an impromptu position at Monday night's meeting. Conversely, I'd encourage the Board to discuss the concerns that you have about the project and then appoint a committee to develop an official position statement that can be brought back for the full board's consideration at a continued meeting in early November (Tuesday, November 4 @ 7:00 p.m.).

B. CONSIDERATION OF LAND USE PERMIT RESOLUTION

Portions of the sewer force main from the Turner Tract to the interceptor pump station on U.S. Route 58 will be installed within the VDOT right-of-way which requires us to obtain a land use permit from them. One of VDOT's prerequisites for land use permits is filing a continuing resolution that obligates the county to protect VDOT from any liability for our work within the right-of-way. Accordingly, it is necessary for the Board to adopt the attached resolution.

MOTION REQUIRED: A motion is required to adopt the attached resolution.

C. REPLACEMENT OF THE ROUTE 671 BRIDGES

Mr. Jerry Kee, the Assistant Residency Administrator, will be at Monday night's meeting to discuss alternatives to reduce the overall cost of replacing the two bridges on Route 671 between Ashland Chemical and Handsom. The potential savings would be derived from a full project detour allowing the contractor to work without having to maintain traffic. At this writing, I do not yet have the facts and figures but expect Mr. Kee to present them Monday night. An aerial photo is attached illustrating the project area.

DIRECTION REQUIRED: Mr. Kee is looking for direction from the Board regarding its preference for a full detour while the project is under construction.

D. MONTHLY CONCERNS

Please come prepared to share any highway concerns that exist within your respective districts.



RECEIVED SEP 22 2014

COMMONWEALTH of VIRGINIA

DEPARTMENT OF TRANSPORTATION
HAMPTON ROADS DISTRICT
1700 NORTH MAIN STREET
SUFFOLK, VIRGINIA 23434

Charles A. Kilpatrick, P.E.
Commissioner

September 19, 2014

Mr. Michael Johnson
County Administrator
Southampton County
26022 Administration Center Drive
Courtland, VA 23837

SUBJECT: U.S. Route 460 Corridor Improvements Project

Dear Mr. Johnson:

The Virginia Department of Transportation will conduct three Location Public Hearings on the U.S. Route 460 Corridor Improvements Project. VDOT, the Federal Highway Administration and the U.S. Army Corps of Engineers have released the Draft Supplemental Impact Statement (SEIS) for the U.S. Route 460 Corridor Improvements Project. The Draft SEIS, which describes the environmental impacts associated with each alternative, is now available for public review. Location public hearings are being held along the corridor as listed below:

Monday, Oct. 27, 2014
5:00-8:00 p.m.
Windsor High School
24 Church Street
Windsor, VA 23487
Inclement weather date:
November 3, 2014

Wednesday, Oct. 29, 2014
5:00-8:00 p.m.
The Wakefield Foundation
100 Wilson Avenue
Wakefield, VA 23888
Inclement weather date:
November 5, 2014

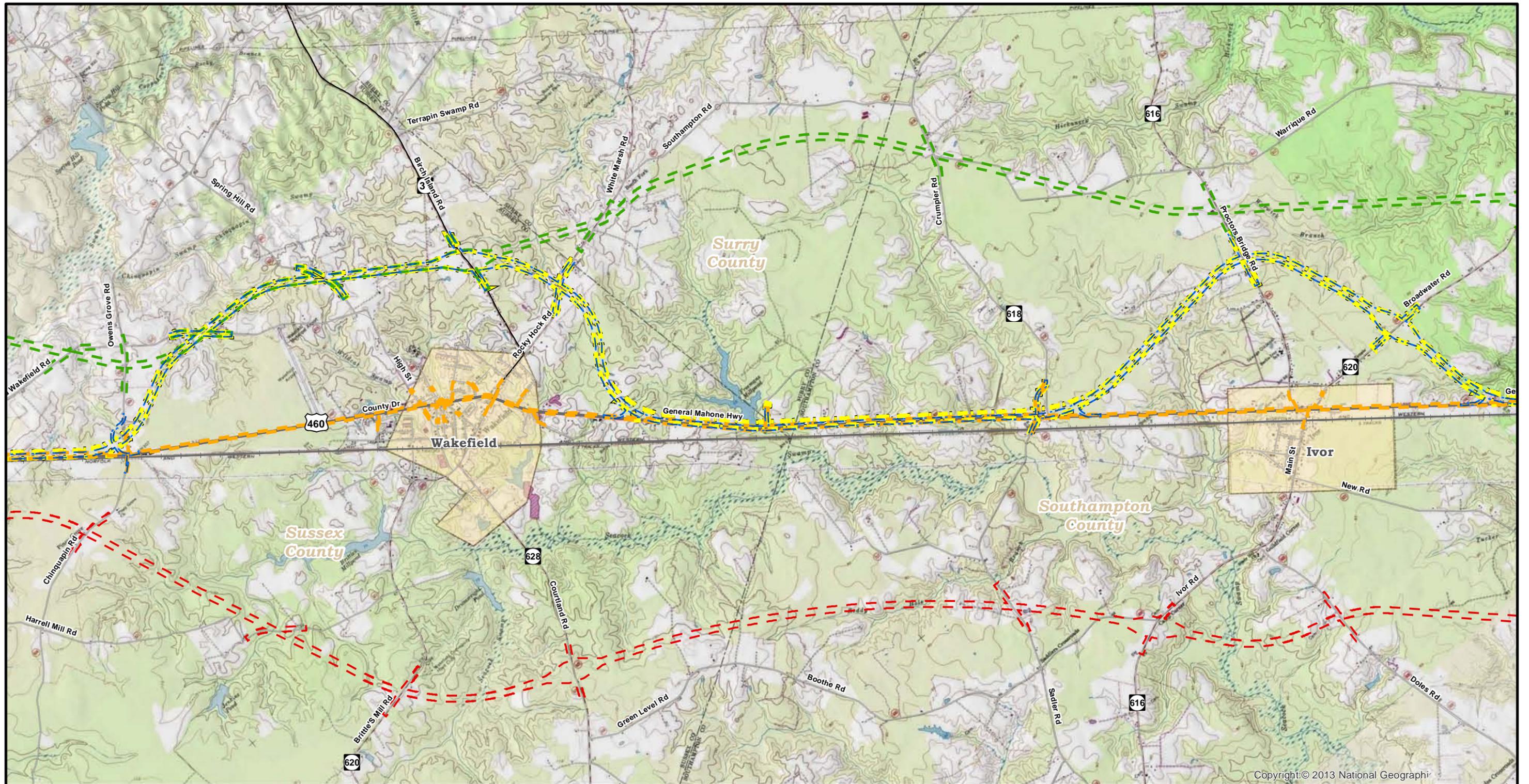
Thursday, Oct. 30, 2014
5:00-8:00 p.m.
J.E.J. Moore Middle School
11455 Prince George Drive
Disputanta, VA 23842
Inclement weather date:
November 10, 2014

All meetings will be an open house format. There will be no oral presentation. There will be project representatives at the hearings to discuss all aspects of the project including right of way procedures and Civil Rights issues. Please contact me at 757-477-8116 with any questions or concerns.

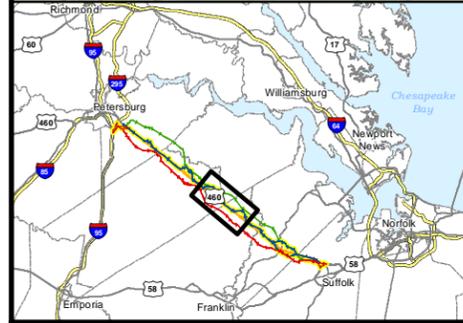
Sincerely,

Philip C. Rinehart

Project Manager
U.S. Route 460 Corridor Improvements Project



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- - - County Boundary
- - - Alternative 1
- - - Alternative 2N
- Alternative 2S
- - - Alternative 3
- - - Alternative 4
- - - Alternative 5N
- Alternative 5S



VDOT Virginia Department of Transportation
 U.S. Route 460 Corridor Improvements Project
 State Project No. 0460-969-703, P101; UPC: 100432

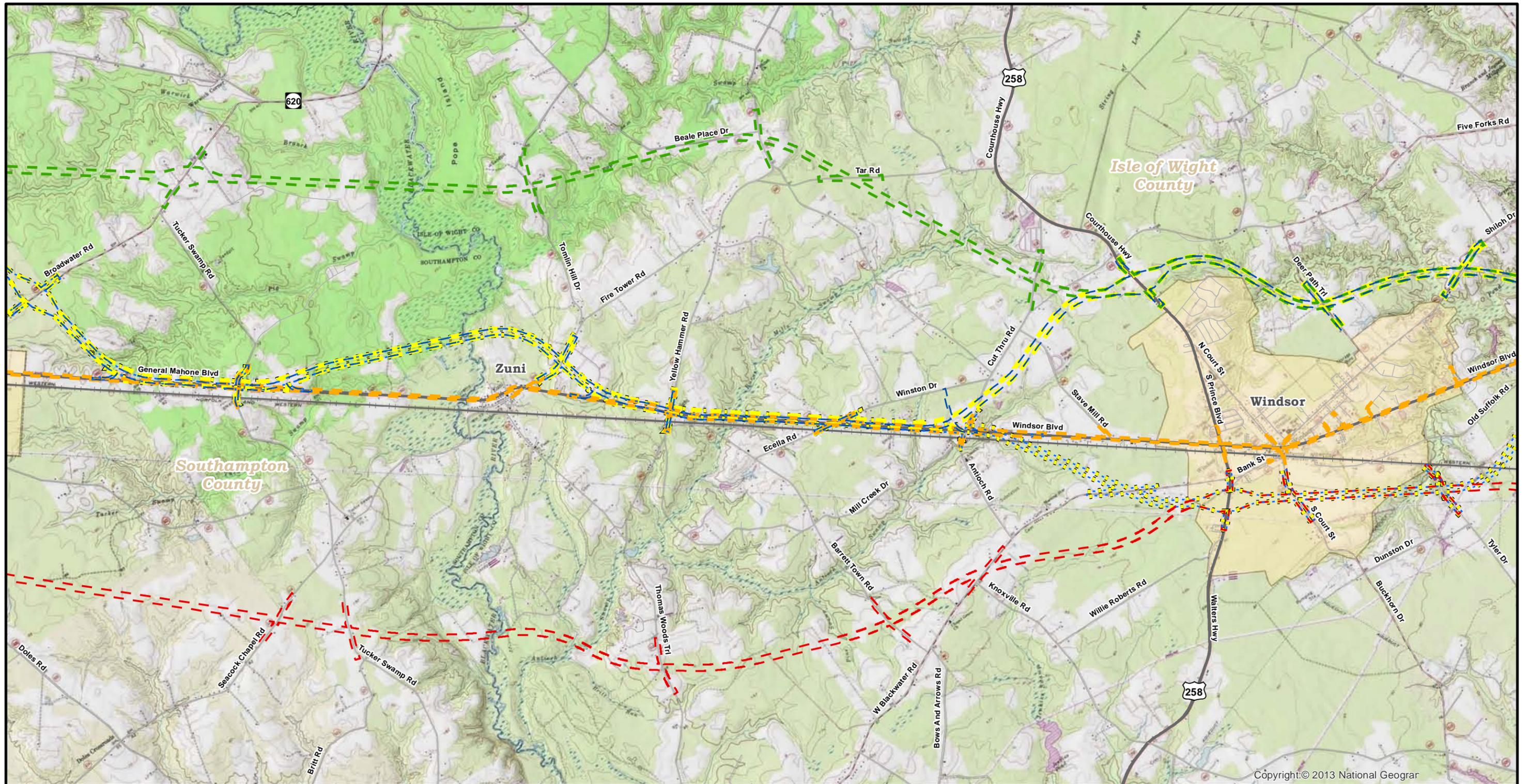
Prince George County, Sussex County, Surry County,
 Southampton County, Isle of Wight County, and City of Suffolk, Virginia

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 0 4,000 8,000 Feet
 1 Inch = 4,000 Feet (11x17)

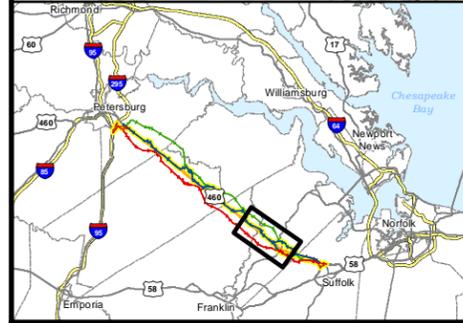
Figure 2.3-12, Sheet 3 of 5:
SEIS Design Corridors

US 460 Location Study
 Supplemental Environmental Impact Statement

Source: VDOT; USA Topo Maps (© 2013 National Geographic Society, i-cubed)



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- County Boundary
- - - Alternative 1
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Figure 2.3-12, Sheet 4 of 5:
SEIS Design Corridors

US 460 Location Study
 Supplemental Environmental Impact Statement

Source: VDOT; USA Topo Maps (© 2013 National Geographic Society, i-cubed)

EXECUTIVE SUMMARY

This Supplemental Environmental Impact Statement (SEIS) is being prepared pursuant to 23 CFR §771.130 and 40 CFR §1502.9(c), because of new information and circumstances relevant to the federal action that may result in significant environmental impacts to wetlands, streams, and water quality not evaluated in the approved Final Environmental Impact Statement (FEIS).

ES.1 STUDY DESCRIPTION AND LOCATION

The Virginia Department of Transportation (VDOT), in cooperation with the Federal Highway Administration (FHWA) and the United States Army Corps of Engineers (USACE) as joint lead federal agencies, is evaluating options for highway transportation improvements along the existing US Route 460 (Route 460) corridor between Interstate 295 (I-295) in Prince George County and Holland Road (Route 58) in the City of Suffolk, Virginia. The project is intended to address identified transportation issues within the approximately 750-square mile study area encompassing portions of Prince George, Sussex, Surry, Southampton and Isle of Wight Counties, as well as the City of Suffolk. Transportation needs that have been identified in this study area include existing roadway deficiencies, safety, mobility, and evacuation needs, as well as sufficiently accommodating anticipated future freight traffic.

This document serves as the Draft Supplemental Environmental Impact Statement (SEIS), which is required by the National Environmental Policy Act (NEPA) for all federal projects or actions that present new information indicating significant environmental impacts that may have not been previously considered. All technical reports and memoranda referenced in the Draft SEIS are available for review on VDOT's study website at: www.route460project.org/SEIS

ES.2 PURPOSE AND NEED

The purpose of the improvements to the Route 460 corridor is to construct a facility that is consistent with the functional classification of the corridor and sufficiently addresses safety, mobility and evacuation needs and sufficiently accommodates freight traffic along the Route 460 corridor between Petersburg and Suffolk, Virginia.

The following needs have been identified for the project:

- Address roadway deficiencies: Route 460 was designed and constructed using geometric standards that are now outdated.
- Improve safety: Fatality rates for Route 460 are higher than other comparable rural roadways in Virginia.
- Accommodate increasing freight shipments: Truck percentages for Route 460 are higher than national averages for rural roads with similar functional classification, and forecast to grow due to expansions at the Port of Virginia.
- Reduce Travel Delay: Growing future traffic volumes will experience increased travel delays on Route 460 due to capacity limitations at traffic signals and the current design deficiencies.
- Provide adequate emergency evacuation capability: Route 460 is a designated hurricane evacuation route for Southside Hampton Roads communities, yet during recent events, the road was closed due to effects caused by these storms.

- Improve strategic military connectivity: Route 460 is a designated part of the Strategic Highway Network (STRAHNET) by the Department of Defense and Federal Highway Administration (FHWA).
- Meet local economic development plans: In addition to statewide and regional economic development needs, jurisdictions along the Route 460 study area have identified economic development priorities related to transportation improvements.

ES.3 ALTERNATIVES

Regulations for the implementation of NEPA require that the project sponsors consider a reasonable range of alternatives prior to making any decisions to proceed with a particular course of action (40 CFR § 1505.1). The ranges of alternatives currently being considered in this SEIS are the result of efforts that have occurred over the decade-long history of the Route 460 Location Study. These alternatives have evolved through previous efforts and are based on a comprehensive development process that incorporated input from the public as well as coordination with local, state, and federal agencies.

This executive summary briefly discusses the alternatives analysis and evaluation processes that have contributed to the development and selection of alternatives presently under study. A more detailed summary and full detail on alternatives development, alternatives eliminated from detailed evaluation, and those that have been retained for further study are provided in *Chapter 2.0* of this SEIS and in the *Alternatives Technical Report* (VDOT, 2014e).

FHWA and VDOT began the environmental review process for the Route 460 Location Study in 2003 with the preparation of an EIS for highway improvements between Interstate 295 near Petersburg and the Route 58 Bypass in Suffolk. During the development of the Draft EIS, alternatives that met the established Purpose and Need of the project were carried forward for screening and evaluation based on a number of criteria. In May of 2005, FHWA published the DEIS which included three Candidate Build Alternatives (CBAs). VDOT held public hearings following the publication of the DEIS and in November 2005, the Commonwealth Transportation Board (CTB) selected a new location alternative south of existing Route 460 as the preferred alternative. A Final EIS (FEIS) was prepared and approved by FHWA in June 2008. In September 2008, FHWA issued a Record of Decision (ROD) selecting the preferred alternative, Modified CBA 1, to address the identified Purpose and Need.

In November 2012, FHWA completed a NEPA re-evaluation of the FEIS noting that no changes to the project were proposed, except for funding the project through the implementation of tolls. In December 2013, FHWA and the USACE issued a Notice of Intent to prepare an SEIS, acknowledging that other alternatives identified during the SEIS process could be considered and soliciting input from the public. Alternatives evaluated in this SEIS and the typical sections associated with them were developed based upon previous studies and applicable engineering guidelines and standards. The current SEIS effort reviewed the alternatives screening process used for the 2005 DEIS as a starting point and focused primarily on the CBAs of the DEIS. Additional alternatives were considered based on comments received from federal and state agencies as well as the public, along with meeting the requirements for the USACE alternatives analysis. The potential SEIS Alternatives were then evaluated based on their ability to meet the design criteria and primary components of the Purpose and Need. Based on this evaluation, certain alternatives were eliminated from further study in the SEIS: mass transit, improvements to the existing Route 460 with two-way left turns, and spot improvements to the existing Route 460. These three

alternatives that were eliminated are discussed in greater detail in *Chapter 2.0* of this SEIS and in the *Alternatives Technical Report* (VDOT, 2014e).

The SEIS provides detailed analysis of five build alternatives (Alternatives 1-5) that meet the primary components of the Purpose and Need of the project as well as applicable design standards, along with the No Build Alternative. The Build Alternatives have been developed using varying typical sections based on design standards and site-specific conditions. Along each of the individual alignments, a variety of additional design elements and special items have been considered in refining the typical section including interchanges, intersecting road overpasses, transition between the existing road and bypasses, at-grade intersections, railroad crossings, bridges and enhanced engineering approaches to address flood prone areas. Specific details are discussed in detail in *Chapter 2.0* of the SEIS and the *Alternatives Technical Report* (VDOT, 2014e). The following is a brief description of the No Build Alternative and each of the five alternatives studied in the SEIS:

- **No Build:** Includes all planned transportation improvements in the study area that have been programmed for construction and adopted for implementation by 2040, as identified in the VDOT Six Year Improvement Program (SYIP) and the Long Range Transportation Plan (LRTP) developed by the respective Metropolitan Planning Organizations (MPOs) in the study area.
- **Alternative 1:** Alternative 1 generally follows the alignment of the preferred alternative identified in the 2008 ROD. This alternative originates at Interstate 295 in Prince George County, just north of its interchange with Interstate 95, and continues south of existing Route 460 until reaching the Route 58 bypass, just south of the existing interchange with Route 460. This limited access, rural principal arterial would consist of four lanes divided by a depressed median, safely accommodating design speeds of 75 miles per hour. Alternative 1 is being evaluated as a tolled facility and would be constructed on new alignment. As part of Alternative 1, existing Route 460 would remain in its present condition. Alternative 1 would include seven intermediate interchanges allowing access to and from the limited access facility.
- **Alternative 2N/2S:** Alternative 2 would primarily follow the alignment of existing Route 460 between the six communities located along the roadway, but would incorporate bypasses around Disputanta, Waverly, Wakefield, Ivor, Zuni, and Windsor. Alternative 2N allows for a bypass north of Windsor while Alternative 2S allows for a bypass south of Windsor. The roadway facility would be a four-lane, rural principal arterial with managed access along the existing Route 460 alignment and limited access along the six bypasses around each town. In places where the improvements are along existing Route 460, it is anticipated that a complete reconstruction of the roadway will be required as the typical sections and alignment will not match the existing roadway geometry and for the construction of properly sized pipes and culverts. All of the bypasses would be designed for 75 miles per hour with four lanes and a depressed median typical section. Between each bypass, Alternative 2 would be a four lane facility with shoulders and a depressed median accommodating a 60 mile per hour design speed. Access from the bypasses around the towns would be provided via interchanges except at Ivor.
- **Alternative 3:** Alternative 3 would be a limited access facility originating at Interstate 295 in Prince George County, just north of its interchange with Interstate 95. The alignment crosses over existing Route 460 and remains north of existing Route 460 until crossing over existing Route 460 again east of Windsor to connect to the eastern terminus located along the Route 58 bypass, just south of the existing interchanges with Route 460. Alternative 3 would be a divided four lane

facility with a depressed median accommodating design speeds of 75 miles per hour. Alternative 3 is being evaluated as a limited access, tolled facility, with access provided at seven intermediate interchange along the alignment. Similar to Alternative 1, the existing Route 460 would remain in its present condition.

- **Alternative 4:** Alternative 4 would improve the existing Route 460 alignment in both the built up areas along the corridor and the areas between the communities. This alternative utilizes signalized and unsignalized at-grade intersections, and entrances will be maintained and governed by access management criteria. Within each community, Alternative 4 is a divided four lane facility with shoulders, a raised or flush median, and sidewalks with a design speed of 40 miles per hour. Between each built up area, the roadway will be a four lane road with a depressed median with a design speed of 60 miles per hour. A complete reconstruction of existing Route 460 would be required with Alternative 4.
- **Alternative 5N/5S:** Alternative 5N would follow an identical alignment to that of Alternative 2 along the existing Route 460 alignment between the six communities located along the roadway with bypasses to the north of Disputanta, Waverly, Wakefield, Ivor, Zuni, and Windsor. Similar to Alternative 2, Alternative 5N allows for a bypass north of Windsor while Alternative 5S allows for a bypass south of Windsor. Unlike Alternative 2, this alternative would feature four limited access lanes on the existing Route 460 alignment between the built up areas with a barrier divided median and two-lane bi-directional local access roads located on either side of the limited access lanes for a total of eight lanes. The limited access travel lanes have been designed for 75 miles per hour. Alternative 5 includes six intermediate interchanges along the bypasses allowing access to and from the limited access facility. Unlike Alternative 2, it would have two interchanges at Windsor.

Inventory Corridors and Design Corridors were developed for each alternative. Consistent with the 2005 DEIS, a 500-foot wide Inventory Corridor was used to identify resources within a reasonable proximity. The Design Corridor was established within the Inventory Corridor based on typical sections and is a reasonable representation of what can be expected throughout the corridor to accommodate construction. The Design Corridor encompasses a smaller portion of the Inventory Corridor and can be shifted to avoid or minimize impacts to resources with knowledge of the consequences of those shifts. Within the SEIS technical reports, impact estimates are provided for both the Inventory Corridor and the Design Corridor.

In identifying a preferred alternative, decision makers may select the No Build Alternative, one of the Build Alternatives, or may combine sections of the alternatives from one terminus to the other to form a hybrid alternative that is currently not evaluated as a stand-alone alternative in this SEIS. Regardless of the alternative identified by decision makers as the preferred alternative, it would be presented in the Final SEIS.

In support of the SEIS, cost opinions were developed for the comparison of SEIS alternatives. Cost opinions have been prepared in a consistent manner and were developed solely for the comparison of alternatives during the SEIS process and are described in detail in the *Alternatives Technical Report* (VDOT, 2014e).

ES.4 ENVIRONMENTAL CONSEQUENCES

Potential environmental consequences of the Build Alternatives were determined based on the anticipated Design Corridor of each alternative. It should be noted that if a Build Alternative is selected, the respective Design Corridor may be further refined during subsequent stages of engineering and design.

Table ES.4-1 provides a comparison of alternatives based on the anticipated environmental consequences associated with each. Additional details on these resources and the potential impacts can be located in **Chapter 3.0** of this SEIS or the respective supporting technical studies.

Table ES.4-1: Potential Environmental Consequences By Build Alternative

Resource Impact Category	Build Alternatives						Notes	
	Alt. 1	Alt. 2N	Alt. 2S	Alt. 3	Alt. 4	Alt. 5N		Alt. 5S
<i>Operational Characteristics</i>								
Length (Miles)	53	53	53	54	49	54	54	Project length determined using the design corridor
Proposed Interchanges (No.)	9	5	5	9	0	8	8	Since Alt. 4 is to be located along existing Route 460, 67 at-grade intersections would be included.
Railroad Crossings (No.)	2	0	2	1	0	1	2	
Tolling Considered (Y/N)	Y	Y	Y	Y	N	Y	Y	The bypasses associated with Alt. 2 are being evaluated as a tolled facility (Alt. 2A).
<i>Socioeconomics</i>								
Right-of-Way Acquisition (Acres)	2,416	1,419	1,383	2,458	525	2,283	2,245	Land use conversions represent the total rights-of-way that would be acquired.
Potential Residential Displacements (No.)	111	112	103	78	98	167	162	The acquisition of property and any necessary relocations would be conducted in accordance with all applicable Federal laws, regulations and requirements, including but not limited to 23 CFR §710, the <i>Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970</i> (49 CFR §49, as amended).
Potential Business Displacements (No.)	12	12	14	14	54	17	17	
Potential Farm Displacements (No.)	5	1	1	3	1	3	3	
Potential Non-Profit Facility Displacements (No.)	4	4	4	4	19	7	7	
Environmental Justice Populations Impacted (Number of Displacements within Minority Census Blocks)	84	75	75	40	66	116	118	Of the total displacements associated with each alternative, between 11 and 25 percent would occur within minority census blocks.
Community Facilities (No. Identified Within Design Corridor)	0	1	0	1	1	1	0	

EXECUTIVE SUMMARY

Resource Impact Category	Build Alternatives							Notes
	Alt. 1	Alt. 2N	Alt. 2S	Alt. 3	Alt. 4	Alt. 5N	Alt. 5S	
<i>Land Use</i>								
Prime Farmland Soils Converted (Acres)	1,496	1,099	1,046	1,275	602	1,584	1,528	Prime farmland includes land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses.
Farmland and Agricultural / Forestal District Impacts (Acres)	30	0	0	3	0	0	0	Alternative 1 would impact the Knoxville District while Alternative 3 would impact the Courthouse District.
Public and Private Recreational Resources Identified in the Design Corridor (No.)	5	3	3	4	5	5	5	
<i>Natural Resources</i>								
Stream Impacts (No. of Impaired Water Crossings)	16	16	16	15	18	18	18	Impaired water crossings would include approximately 6,022 to 18,299 linear feet of streams, depending on the alternative.
100-Year Floodplain/Floodway Impacts (Acres)	98	97	80	129	50	131	115	
Wetland Impacts (Total Impacted Acres with Bridging)	613	372	434	516	91	551	610	Bridging has been recommended for the purposes of minimizing impacts to sensitive wetlands.
Impacts to Navigable Waters of the U.S. (Total Linear-Foot Bridge Length)	808	2,815	2,815	6,226	486	2,815	2,815	All the Alternatives cross only one navigable Water of the U.S.: the Blackwater River.
Stream Impacts (Total Linear Miles with Bridging)	13	7	7	11	4	13	13	
Essential Fish Habitat, Habitat Areas of Particular Concern, and Anadromous Fish Use Areas	0	0	0	0	0	0	0	No essential fish habitat or designated anadromous fish identified within the Study Area.
Forested Habitat/Wildlife Corridors (Acres/No.)	1,241/2	554/2	589/2	967/4	72/2	852/2	887/2	Forested habitat includes upland and wetland forest lands
Regional Biodiversity (Acres of Conservation Land)	69	8	8	71	6	8	8	

Resource Impact Category	Build Alternatives							Notes
	Alt. 1	Alt. 2N	Alt. 2S	Alt. 3	Alt. 4	Alt. 5N	Alt. 5S	
Threatened and Endangered Species w/ potential habitat (No.)	11	10	10	10	10	10	10	Not all of these species are known to occur within the Alternative corridors; however, there is habitat present which appears to meet the species' requirements, and the study area is within the known range of the species.
Hazardous Material Sites								
Potential Open Petroleum Release Sites of Concern (No.)	0	0	0	0	2	0	0	The only open petroleum sites include the 7 Eleven and the Golden Peanut Company in Wakefield, Virginia in the Alt. 4 Design Corridor.
Air Quality								
Violations of National Ambient Air Quality Standards (No.)	0	0	0	0	0	0	0	Worst-case analysis suggests the alternatives will not cause or contribute to a violation of NAAQS.
Noise								
Noise Receptors Impacted (No.)	315	315	306	417	434	359	327	Sensitive noise receptors include residential, recreational (parks, cemeteries, etc.), interior, and commercial facilities.
Historic and Archaeological Resources								
Listed or Eligible Architectural Resources within Area of Potential effect (No. of properties)	7	10	10	8	21	7	7	
Listed or Eligible Archaeological Resources within Area of Potential effect (No. of sites)	6	0	0	0	0	0	0	
Section 4(f) Properties								
Proposed <i>De Minimis</i> Impacts (No. of Resources/Acres)	2/2.45	3/2.89	3/2.89	2/4.91	8/2.55	1/1.63	1/1.63	
Proposed Section 4(f) Property Uses Before Avoidance (No. of Resources/Acres)	0/0	3/7.6	3/7.6	1/17.9	11/11.1	1/4.89	1/4.89	Includes Section 4(f) property uses prior to the implementation of potential avoidance alternatives.
Visual Quality								
High Visual Quality Effects (No.)	0	0	0	0	0	1	1	
Energy								
Direct (Fuel) Energy Consumption Rating	High	Low	Low	High	Low	Med.	Med.	
Indirect (Construction) Energy Consumption Rating	Med.	Low	Low	Med.	Low	High	High	

Resource Impact Category	Build Alternatives							Notes
	Alt. 1	Alt. 2N	Alt. 2S	Alt. 3	Alt. 4	Alt. 5N	Alt. 5S	
<i>Cost</i>								
Total Cost (Million \$)	1,802	1,342	1,395	1,879	974	2,487	2,480	Includes construction contingency at an assumed 25% of raw construction cost.

ES.5 INDIRECT AND CUMULATIVE EFFECTS

ES.5.1 Indirect Effects

Indirect effects are those effects which are caused by the action and are later in time or farther removed in distance, but are still reasonably foreseeable. Indirect effects may include growth-inducing effects and other effects related to induced changes in the pattern of land use, population density or growth rate, and related effects on air and water and other natural systems, including ecosystems.

Indirect effects to socioeconomic resources are related to landowners' reactions to new or improved road corridors, traffic patterns, and property displacements. Any new construction that would occur along the corridor could contribute to economic development goals established by local governments and would be in keeping with local comprehensive plans, since such development would be adjacent to existing built up areas. In some cases, displacements associated with the road may reduce the size of a property; in other cases, it may completely remove a property. Residents who are not directly impacted may choose to relocate; in other cases, these changes may attract new landowners to the corridor. Alternatives 1 and 3 introduce a new limited access four lane roadway that would fragment large tract parcels, which may lead nearby property owners to opt to move away or may interfere with certain farming operations. The impacts associated with the property takes that would occur under Alternative 4 within the towns may be more noticeable and may have a greater socioeconomic impact than between the towns or in rural areas. Under Alternative 4, local movements could be affected because three major road flooding issues would be addressed, improving accessibility within/through the towns. However, in order to address flooding from the Blackwater River at Zuni, the raised roadway and long bridge within that community could lead to substantial indirect effects, by introducing a major intrusion on this small town.

The implementation of Alternative 1 or 3, removed from the built up areas around existing Route 460, could lead some regional travelers who normally pass through the towns to travel on the new route to avoid delays. In some cases, this decrease in traffic through the towns could result in a loss of businesses. Alternatively, reduction of traffic, including trucks, through the towns could make the businesses along Route 460 more accessible and desirable to current and potential residents. The bypasses of Alternatives 2 and 5 could have similar effects to these, but those effects would be expected to be substantially less under Alternative 2B because of the tolls on the bypasses.

Indirect effects to natural resources that occur because of direct effects include such consequences as reduced water quality downstream resulting from runoff, fragmentation of wildlife corridors and other habitat disturbances, changes in hydrology to wetlands resulting in changes in vegetation and character, and potential effects to threatened and endangered species or conservation areas. Indirect effects to natural resources resulting from direct actions can be experienced well outside the design corridor. Alternatives 1, 3, and 5 have the greatest potential for indirect effects to wetlands, because they have the most direct effects, and Alternatives 1 and 3 also cross the most swamp systems. Alternatives 1, 3, and 5 also cross the most streams, which leads to a greater potential for downstream effects to water quality. Alternative 3 has the greatest potential for indirect effects to the qualities of Wild and Scenic Rivers with three crossings of the Blackwater River.

Other indirect effects occur as the result of induced growth. In the analysis of indirect effects of the proposed Build Alternatives, induced growth zones were identified at selected interchanges, as discussed further in **Chapter 4.0**. The interchanges on the bypasses that are in closer proximity to the built up areas are more likely to induce growth. Alternative 4 is the only alternative that is not anticipated to result in induced growth, as there are no new additional lanes and there are no interchanges. In addition, Alternative 4 would not provide new access or change existing access to adjacent properties. Socioeconomic effects of induced growth may result from new construction and investment in the local communities. Growth around these interchanges could help the respective localities advance their economic development goals. Property and real estate tax, along with other revenues would be expected to increase for the respective localities. In addition, increases in job opportunities could be expected due to short-term construction and long-term operation and maintenance of new developments

The natural resources such as wetlands, streams, and wildlife corridors that could be impacted if induced growth occurs can be found in **Chapter 4.0, Table 4.2-5**, as well as recreational and historic resources. Alternative 1 has the highest acreage of wetlands within in the induced growth areas. Alternatives 1, 3, and 5 would have the highest potential indirect effects on floodplains as a result of induced growth, because they contain the largest floodplain areas around their interchanges. Alternative 2S would be expected to have the lowest potential indirect effects on study area wildlife/regional biodiversity, while Alternative 5N would have the highest.

ES.5.2 Cumulative Effects

Past and present actions have shaped the current state of socioeconomic, natural, and cultural resources within the study area. Historic forestry and farming activities have had the greatest impact on the region. These actions led to the degradation and/or loss of the natural resources that have continued to the present. Thus, these actions not only impacted the region but their effect has continued off and on to the present day such that the current environment hardly resembles its original state. With the introduction of the railroad, natural resources became more accessible and growth began to occur in the corridor as towns and built-up areas sprouted up. The region's population grew as the natural resource-based economy expanded. With the construction of Route 460 in the 1930s and its expansion in the 1950s, accessibility to the land in the study area and the natural resources improved.

In more recent years, the natural resource-based economy has slowed. The recession during 2007-2009 and housing market downturn caused rapid contraction in demand for wood products used in housing construction, furniture, and related products. The pulp and paper industry has been affected by the general state of the economy but also faces reduced demand for its products because of the growth in electronic media. The farming industry has faced similar pressure from international competition and from domestic competition from larger farms. These downturns have had socioeconomic impacts and resulted in impacts to the natural environment being less frequent and intense.

Alternatives 1, 3, and 5 would impact natural resources to the greatest extent and when combined with past, present, and reasonably foreseeable future forestry and agricultural practices as well as the impact of the railroad and construction of Route 460, would have the greatest cumulative impact on those natural resources. These cumulative impacts would be further exacerbated for Alternatives 1 and 3 because they would occur along relatively undeveloped corridors within the study area. Alternatives 2 and 4 would have lesser impacts to natural resources while Alternatives 4 and 5 would have greater impacts to socioeconomic resources by focusing improvements along developed corridors within and between local towns.

ES.6 COMMENTS AND COORDINATION

FHWA and the USACE, working with VDOT, has coordinated extensively with local, state, regional, and federal agencies in order to solicit input and information to aid in the development of this SEIS. FHWA and the USACE issued NOI to prepare the SEIS in December 2013, for the purposes of notifying the public and soliciting input on the project and alternatives and their impacts to environmental resources, including streams and wetlands. Sixty public comments and seven agency responses were received in response to the NOI on a variety of issues. These comments were reviewed and considered in the conduct of the analyses and preparation of the document and are summarized in **Chapter 7.0** of this SEIS.

In accordance with 40 CFR §1501.6 of the Council on Environmental Quality's (CEQ) Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act, FHWA and USACE invited the EPA and USFWS in April 2014 to participate as cooperating agencies, as they were recognized in the 2005 DEIS. The USFWS respectfully declined the invitation to participate as a cooperating agency, but agreed to assist as a participating agency based on the project's potential impacts on threatened and endangered species within the study area. EPA has participated in coordination meetings with FHWA, USACE and VDOT as well as review and comment on the analyses conducted in preparation of the Draft SEIS. Agencies, such as the Natural Resources Conservation Service (NRCS) and the Port of Virginia, and local governments were contacted early in the study and identified issues, provided information and answered questions relative to the study.

In addition, as part of a public involvement effort associated with the Route 460 Location Study during July 2014, VDOT conducted five town hall meetings in communities along the Route 460 corridor between Suffolk and Petersburg to offer residents information and to allow for discussion. Three individual location public hearings will be held approximately 30 days following the public availability of this SEIS. The findings of this environmental study will be presented and comments and input from the public, local governments, and state and federal resource and regulatory agencies will be considered before any further decisions are made on the project.

ES.7 TRAFFIC ANALYSIS

The need to address congestion is not a central component of the Purpose and Need for this project, as it is not a systemic problem along existing Route 460 corridor. Detailed traffic analyses are documented in the *Traffic and Transportation Technical Report* (VDOT, 2014o).

Average Daily Traffic (ADT) volumes on the various segments of the Alternatives lead to certain conclusions. Overall, greater volumes of traffic are projected through the study area in Design Year 2040 under Alternatives 1 and 3 than the other Alternatives, if you combine traffic on the new roadway plus the existing remaining Route 460. With a few exceptions, ADT for all segments of all Alternatives in 2040 is less than 30,000 vehicles. Traffic volumes through the towns in 2040 are substantially less with Alternative 2B than any other alternative because the bypasses are not tolled. The tolled bypasses associated with Alternative 2A attract little traffic from existing Route 460 through the towns.

The Level of Service (LOS) for most of the segments is LOS A or LOS B for most Alternatives, including the No Build (LOS is determined based on a scale from A to F, with A representing lowest levels of delay and F representing highest levels of delay). Intersections generally perform well, although there are some locations with failing LOS.

For the eastern terminus, under Alternatives 1, 3, and 5, which have direct ramps onto Route 58, the mainline segment of Route 58 east of Route 460 exhibits the highest amount of delay of all the sections for all the alternatives.

Another measurement of the effectiveness of alternatives on transportation systems such as Route 460 is Vehicle Miles Traveled (VMT). Under No Build conditions, VMT over the next 27 years is anticipated to double when compared to the existing VMT. Alternatives 1 and 3 will result in the highest daily VMT because of the increased capacity and the aggregate of design and existing corridors. Of the build alternatives, Alternative 5N is projected to result in the least daily VMT. Alternative 4 improvements allow for more traffic to be processed (i.e., increased VMT) along the corridor, despite increases in travel time for Alternative 4 when compared to the No Build scenario.

ES.8 COMPARISON OF ALTERNATIVES IN ADDRESSING THE PURPOSE AND NEED

This discussion provides considerations related to how the various Build Alternatives address components of the Purpose and Need. Route 460 was designed and constructed using geometric standards that are now outdated, which contribute to the other identified transportation needs of improving safety, accommodating the movement of increasing freight traffic, reducing travel delays, enhancing emergency evacuation and supporting military preparedness.

Implementation of the No Build Alternative, Alternatives 1 and 3 and the bypass portions of Alternatives 2 and 5 would not address the roadway deficiencies along Route 460, which currently has fatality rates higher than other comparable rural roadways in Virginia. Instead, these alternatives would provide a new route or portions of a route constructed to current design standards and remove some of the traffic from existing Route 460. Alternative 4 is the only alternative that improves the existing Route 460 the entire length and would bring it to standards that would address the current safety issues it experiences today; however, it has the most conflict points (i.e., driveways, intersections) within the corridor. Alternatives 2 and 5 improve Route 460 between the towns and would also address safety issues in these areas, similar

to Alternative 4. Alternatives 2, 4, and 5 include the addition of a divided median along Route 460; however, Alternative 2 has managed access between the towns rather than limited access, and Alternative 4 has managed access only for its entire length. In general, the number and types of conflict points influence the safety performance of the roadway.

Based on crash statistics for Route 460 presented in the *Traffic and Transportation Traffic Technical Report* (VDOT, 2014o), of the 380 crashes reported between 2010 and 2012, 44 crashes (12 %) involved tractor-trailers. However, nearly half of the fatal crashes in the Route 460 corridor study area involved tractor-trailers. Alternatives 1, 3 and 5 would provide a limited access roadway, improving the movement of traffic, which should result in fewer vehicle conflicts and reduced crashes, providing the users of the new facility with a safer route. While removing some of the traffic from existing Route 460 should lead to improved safety on the existing route, safety problems related to the design deficiencies along Route 460 will not otherwise be addressed by Alternatives 1 or 3 and only to some extent by Alternative 5.

Truck percentages for Route 460 are higher than national averages for rural roads with similar functional classification and are anticipated to increase due to expansions at the Port of Virginia. Truck traffic along the existing corridor currently accounts for 16% of all daily traffic. Alternatives 1, 3, and 5 will function similarly with respect to truck routing due to their similar operational characteristics and lengths. While these alternatives do have some differences in their access to the local street network due to their varying interchange locations, the fact that most truck traffic is long haul traffic that will travel from end to end of the study corridor does not make local access an important factor in truck route decisions. Alternative 2 will provide benefit to trucks due to improved travel times over the No-Build and Alternative 4 due to the proposed bypasses. Although not providing travel time reduction when compared to the other Alternatives, Alternative 4 will improve freight movement over the No Build condition by upgrading the roadway to meet current design standards.

Growing future traffic volumes will result in increased travel delays on Route 460 due to capacity limitations at traffic signals and the current design deficiencies. Alternatives 1, 3 and 5 offer the lowest travel times and highest average operating speed, which is consistent with the design characteristics of these three alternatives in that they are proposed as limited access facilities with 75 miles per hour design speed. Alternative 2A has a slightly faster average operating speed and shorter travel time than Alternative 2B because less traffic would use the tolled bypasses of Alternative 2A. Alternative 4 is projected to have the lowest operating speed and longest travel time of the build alternatives due to limited capacity improvements, anticipated increases in average daily traffic volumes, and the type of access management.

Route 460 is a designated hurricane evacuation route for Southside Hampton Roads communities, yet during recent events, the road was closed due to effects caused by storms such as flooding and road debris. The No Build Alternative would not address the need to provide an effective emergency evacuation route. Alternatives 1, 3, and 5 provide the most effective hurricane evacuation route as they provide increased transportation capacity within the study area, have the most efficient travel times, allow for the flexible implementation of lane reversal, will provide an alternate route for traffic originating from points east, resulting in more mobility for properties that require evacuation that only have an access point to Route 460, and will provide adequate clear zones that will accommodate debris resulting from storms. However, “major” flood prone areas along Route 460 discussed in **Chapter 2.0, Section 2.4** would not be

addressed by Alternatives 1, 3, or 5 because these alternatives provide an alternate route that avoids these areas. Alternatives 2 and 4 will have managed access rather than limited access, which contributes to complications in being able to safely and efficiently reverse the travel lanes and has decreased mobility due to the presence of multiple driveways and intersections, both signalized and unsignalized. However, Alternatives 2 and 4, like 1, 3, and 5, will provide adequate clear zones that will accommodate debris resulting from storms. **Alternative 4 would address the “major” flood prone areas along Route 460** while Alternative 2 would avoid the “major” flood prone areas.

Route 460 is a designated part of the Strategic Highway Network (STRAHNET) by the Department of Defense and FHWA. All Alternatives provide improvements within the study area that would enhance the military’s readiness capability. Alternatives 1, 3 and 5 allow for a more reliable and efficient deployment as a result of improved travel times within the study area; **Alternatives 2 and 4 will also improve deployment mobility over current conditions**, although to a lesser degree.

In addition to statewide and regional economic development needs, jurisdictions along the Route 460 study area have identified economic development priorities related to transportation improvements. Improvements to Route 460 are included in the comprehensive plans and/or supported by the local jurisdictions of Prince George County, Surry County, Southampton County, Isle of Wight County and the City of Suffolk, as well as the incorporated towns of Wakefield and Windsor. Because Alternative 1 was selected in 2008 as the preferred alternative, the majority of the local plans accounted for the improvements associated with Alternative 1. Based on the information presented in this SEIS, improvements to transportation within the study area associated with all alternatives will provide for increased mobility for freight movement and address local plans to varying degrees. Presumably, should a different preferred alternative be identified as a result of this SEIS, local jurisdictions would modify their comprehensive plans as needed to reflect the new decision.

ES.9 FUTURE COORDINATION AND ACTIONS; OTHER LOCAL, STATE, AND FEDERAL ACTIONS AND PERMITS REQUIRED

ES.9.1 Selection of a Preferred Alternative

Following the location public hearings and consideration of comments, VDOT in consultation with FHWA and USACE will recommend a preferred alternative to the CTB. The CTB would identify the preferred alternative. Changes may be incorporated into the preferred alternative to address comments received from the public, local governments, and agencies on the Draft SEIS. Responses to substantive comments on the Draft SEIS and more detailed analysis of the preferred alternative would be presented in the Final SEIS. Should decision makers select a hybrid alternative as the preferred alternative, it will be presented in the Final SEIS.

ES.9.2 Least Environmentally Damaging Practicable Alternative

After receipt and review of public comments on the Draft SEIS, USACE will--considering all available information, including but not limited to, information gathered during the NEPA process, information provided in the public comments, and VDOT and/or FHWA input on technical aspects of the alternatives--make a preliminary assessment regarding the Least Environmentally Damaging Practicable Alternative (LEDPA) for consideration by FHWA and VDOT in their identification of a preferred alternative. An alternative is practicable where it is available and capable of being done after taking into consideration cost, existing technology, and logistics in light of overall project purposes.

Following receipt of a complete permit application, USACE will issue a public notice and conduct a public interest review. After reviewing the public comments and evaluating the alternatives analysis with appropriate input from the applicant, USACE will make a final decision regarding the LEDPA, which is the only alternative that can be permitted in accordance with the 404(b)(1) Guidelines. In determining whether to issue or deny a permit for the LEDPA, USACE will balance the benefits of the project versus the impacts.

ES.9.3 National Historic Preservation Act – Section 106 Compliance

Section 106 was completed for the original Route 460 Location Study with the execution of a Programmatic Agreement (PA) for CBA-1 Modified by FHWA, the SHPO, and VDOT in 2007. There were no adverse effects on architectural resources that needed to be addressed in the PA, but the agreement did lay out a process for completing efforts to identify significant archaeological sites and implementing appropriate treatment for any adverse effects on these sites.

An effect determination, pursuant to Section 106 of the National Historic Preservation Act (NHPA), has not been made for any of the alternatives under consideration in this SEIS. Following the identification of a preferred alternative, FHWA and VDOT will consult with the SHPO and other consulting parties under Section 106 to determine effects to historic properties. Should the undertaking alter, directly or indirectly, any of the characteristics of an historic property which qualify it for inclusion in the National Register of Historic Places (NRHP) in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association, VDOT and FHWA will consult with the SHPO and other consulting parties to identify measures that take that adverse effect into account. If the preferred alternative differs from CBA-1 Modified and the preferred alternative is found to have an adverse effect on historic properties, a new PA would be executed in consultation with the SHPO and other consulting parties .

ES.9.4 Water Quality Permits

Once a preferred alternative is identified, detailed design would be conducted to assess impacts to Waters of the United States (WOUS) and to support the submittal of a Joint Permit Application to the USACE, the Virginia Department of Environmental Quality, and the Virginia Marine Resources Commission. In conjunction with this effort, the field delineation of wetlands would take place followed by a jurisdictional determination by the USACE. Mitigation for unavoidable impacts to WOUS would be developed in coordination with these agencies during the permitting process. Once a complete permit application is submitted, the USACE will issue a public notice and conduct a public interest review before making a permit decision and issuing a ROD.

ES.9.5 Agricultural and Forestal District

Three Agricultural and Forestal (A&F) Districts are located in the study area in Isle of Wight, which is the only locality with such Districts. No conversion of A&F Districts would take place under the No Build Alternative. Alternative 1 would impact approximately 30 acres of the Knoxville District, and Alternative 3 would impact approximately 3 acres of the Courthouse District. All other alternatives are not expected to affect A&F Districts in Isle of Wight. To use A&F District land for roadway improvements, conversion of land in the A&F District would need to be approved. This is a local process conducted separately for each jurisdiction containing the affected land. The process requires verification of a legitimate reason to remove the land from the District, followed by a public hearing by the local Planning Commission, and approval by the local Board of Supervisors. A threshold of one acre from an individual farm or ten acres from an entire district must be met in order for the local Board of Supervisors approval requirement to be invoked.

ES.9.6 Endangered Species Act – Section 7 Consultation

In conjunction with the permitting process, VDOT would conduct Section 7 consultation with the United States Fish and Wildlife Service and National Marine Fisheries Service to assess the potential effect to federally listed species. An effect determination along with species-specific mitigation or conservation measures would be identified at that time which could affect the final location of the preferred alternative, the typical section and associated design elements, and construction timing and methodology. Species subject to continued consultation are the Northern Long-eared Bat (*Myotis septentrionalis*), Red-Cockaded Woodpecker (*Picoides borealis*), and Piping Plover (*Charadrius melodus*).

ES.9.7 Final Section 4(f) Evaluation

Concurrent with the preparation of the Final SEIS and parallel with Section 106 consultation, FHWA and VDOT will finalize the Section 4(f) Evaluation for a legal sufficiency determination. This evaluation will address any use of publically owned parks, recreation areas, and wildlife or waterfowl refuges, and historic properties.

ES.9.8 Project Funding

Pending the identification of a preferred alternative and prior to a ROD, decisions will need to be made on how that alternative would be funded. Tolls, state revenues, and federal revenues all represent options for funding the preferred alternative.

ES.9.9 Metropolitan Planning Organization (MPO) Action

Portions of the Route 460 project fall within the planning area of both the Tri-Cities Metropolitan Planning Organization (MPO) and Hampton Roads Transportation Planning Organization (TPO), and these organizations are responsible for ensuring compliance with federal planning law and regulations as a prerequisite to using federal funds for transportation improvements. Federal law and regulation requires that the scope and concept of a project included in a ROD be consistent with the scope and concept of the project included in the MPO/TPO's constrained long range transportation plan for their area. It is further required that the project scope and concept covered by the ROD be fully funded for construction in the MPO/TPO's constrained long range transportation plan before the ROD can be issued. Accordingly, the selection of a preferred alternative that is different from the 2008 ROD would require the Tri-Cities MPO and Hampton Roads TPO amend or update their respective long range transportation plans which would have a separate public participation process associated with it before the MPO/TPO could take action.

SOUTHAMPTON COUNTY

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LAND USE PERMIT RESOLUTION October 27, 2014

WHEREAS, it becomes necessary from time to time for the County of Southampton to obtain land use permits from the Virginia Department of Transportation to install, construct, maintain and operate certain public works and public utilities projects along, across over and upon highway systems of the Commonwealth of Virginia; and,

WHEREAS, expense, damage or injury may be sustained by the Commonwealth of Virginia growing out of granting to the County of Southampton by the Virginia Department of Transportation of said permits for the work aforesaid;

NOW, THEREFORE, BE IT RESOLVED by the Southampton County Board of Supervisors this 27th day of October, 2014:

Section 1: That in accordance with the provisions of Section 24VAC30-151-720 of the Land Use Permit Regulations of the Virginia Department of Transportation, the County of Southampton does hereby grant assurances to the Virginia Department of Transportation (VDOT) that it shall in all respects comply with all of the conditions of the permit or permits that have been, or will be, granted to the County of Southampton and that said jurisdiction does hereby certify that it will carry liability insurance for personal injury and property damage that may arise from the work performed under permit and/or from the operation of the permitted activity as follows: up to one-million dollars (\$1,000,000) each occurrence to protect the Commonwealth Transportation Board members and the Virginia Department of Transportation's agents or employees; seventy-five thousand dollars (\$75,000) each occurrence to protect the Commonwealth Transportation Board, the Virginia Department of transportation or the Commonwealth of Virginia in the event of suit.

Section 2: That the County Administrator, or his designee, be, and hereby is authorized to execute on behalf of the County of Southampton all land use permits and related documents of the Virginia Department of Transportation.

Section 3: That this resolution shall be a continuing resolution and shall not be revoked unless and until sixty (60) days written notice of any proposed revocation be submitted to the Virginia Department of Transportation.

Section 4: That the County of Southampton shall, if requested by the Virginia Department of Transportation, provide a letter that commits to using the surety provided by its contractor or to have the contractor execute a dual obligation rider that adds the Virginia Department of Transportation as an additional obligee to the surety bond provided to the locality, with either of these options guaranteeing the work performed within state maintained right-of-way under the terms of the land use permit for that purpose.

BE IT STILL FURTHER RESOLVED that the County Administrator, or his designee, be, and hereby is authorized and directed to procure insurance required by Section 1 herein.

The foregoing Resolution was adopted by the Southampton County Board of Supervisors at its regular meeting held on October 27, 2014 in Southampton County, Virginia.

A COPY TESTE:

Michael W. Johnson, County Administrator/Clerk

Mike Johnson

From: Kee, Jerry (VDOT) <Jerry.Kee@VDOT.Virginia.gov>
Sent: Tuesday, September 30, 2014 10:56 AM
To: Mike Johnson
Cc: Lomax, Joe E (VDOT)
Subject: Rte 671 Bridge Replacement Traffic Options

Mike:

We are planning on replacing the two bridges on route 671 between Route 650 and route 734. The value engineering review is recommending detouring traffic to reduce construction time and cost. We would like to know how the board feels about the closure and detour.

If you need anything from me, please let me know.

Jerry

