

FAIRFAX COUNTY DEPARTMENT OF TRANSPORTATION

In coordination with  
U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION  
and  
VIRGINIA DEPARTMENT OF TRANSPORTATION

# **FINAL INDIVIDUAL SECTION 4(f) EVALUATION – ASSOCIATION DRIVE HISTORIC DISTRICT**

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## **SOAPSTONE CONNECTOR**

Fairfax County Project No. 2G40-078; VDOT UPC No. 112479  
From: Sunrise Valley Drive  
To: Sunset Hills Road  
Reston, VA

November 13, 2023

\_\_\_\_\_  
Date

\_\_\_\_\_  
Division Administrator  
Federal Highway Administration

## I. INTRODUCTION

Section 4(f) of the U.S. Department of Transportation Act of 1966 as amended (23 C.F.R. § 138 and 49 U.S.C. § 303) stipulates that the Federal Highway Administration (FHWA) and other U.S. Department of Transportation (USDOT) agencies cannot approve the use of land from a significant publicly owned public park, recreation area, wildlife or waterfowl refuge, or any significant historic site unless the following conditions apply:

- There is no feasible and prudent avoidance alternative to the use of land from the property, and the action includes all possible planning to minimize harm to the property resulting from such use; or
- The use of the Section 4(f) properties, including any measures to minimize harm (such as avoidance, minimization, mitigation, or enhancement measures) committed to by the applicant, will have a *de minimis* impact on the property.

This evaluation describes the Section 4(f) property within the Soapstone Connector project area, potential use of the property, avoidance alternatives to use of the property, analysis of feasibility and prudence and least overall harm, and a discussion of all possible planning to minimize harm.

A Draft Individual Section 4(f) Evaluation was completed in October 2020. This Final Individual Section 4(f) Evaluation updates project information and summarizes project activities and actions taken since that time. These activities include the preparation of a Revised Environmental Assessment (EA) in May 2022, which included the Draft Section Individual 4(f) Evaluation as an appendix; additional consultation as part of the Section 106 process of the National Historic Preservation Act (NHPA) (54 U.S.C. § 306108) and development and execution of a Section 106 Memorandum of Agreement (MOA) to resolve adverse effects to the Association Drive Historic District; presentation of the Revised EA, Draft Individual Section (f) Evaluation, and Draft Section 106 MOA at a public meeting; and the selection of a Locally Preferred Alternative by the Fairfax County Board of Supervisors.

## II. PROPOSED ACTION

**a. Description of Action:** The proposed action entails construction of the Soapstone Connector between Sunrise Valley Drive and Sunset Hills Road in Reston, Virginia. **Figure 1** shows the project location and the location of the Association Drive Historic District that is analyzed in this document. An EA was prepared for the proposed action pursuant to the National Environmental Policy Act and it was approved by FHWA for public availability on August 16, 2017. A public hearing was held on November 8, 2017. Comments received on the EA resulted in the preparation of the July 2018 *Supplemental Phase I Architectural Survey* to address the eligibility of ten architectural resources less than 50 years old comprising the office park originally known as the Reston Center for Associations and Educational Institutions (RCAEI), located at 1900, 1902, 1904, 1906, 1908, 1910, 1912, 1914, 1916, and 1920 Association Drive. The RCAEI (Association Drive Historic District, as shown in Figure 1) was determined eligible for listing in the National Register of Historic Places (NRHP) (with all but one of the ten buildings in the office park contributing to the historic district) by the Keeper of the National Register in October 2019. This Section 4(f) Evaluation was prepared as a result of the identification of this historic district.

The proposed physical construction of the Soapstone Connector would consist of building a new roadway within 89.5 feet of proposed right-of-way that would feature a three-lane cross-section (one travel lane in each direction and a two-way, left-turn-only lane); 5-foot-wide on-road

Soapstone Connector  
Final Individual Section 4(f) Evaluation

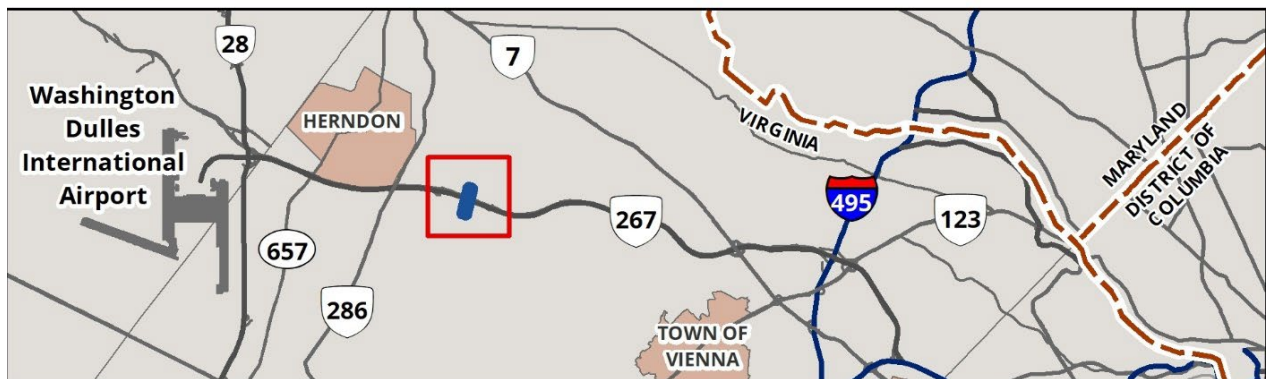
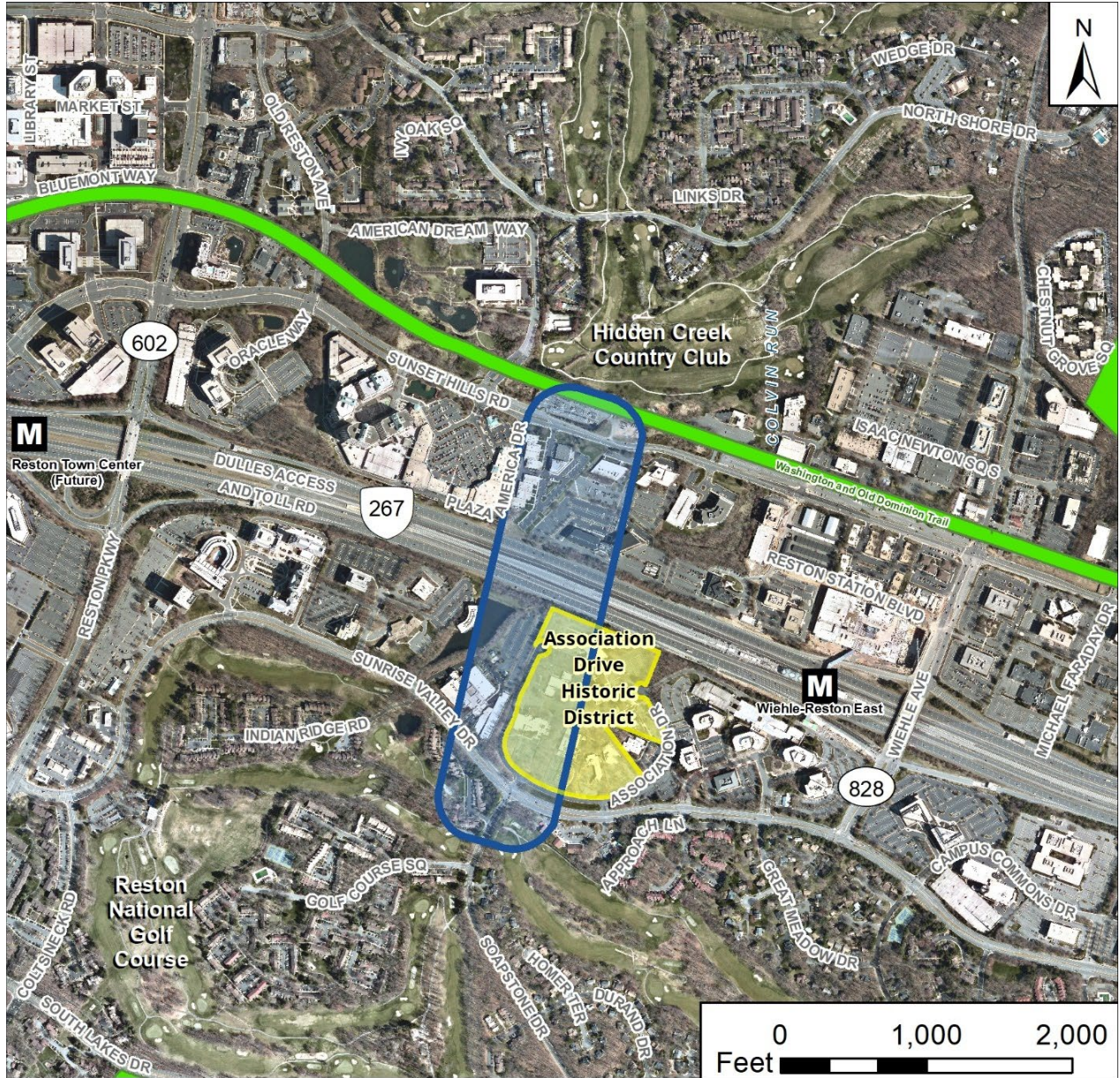
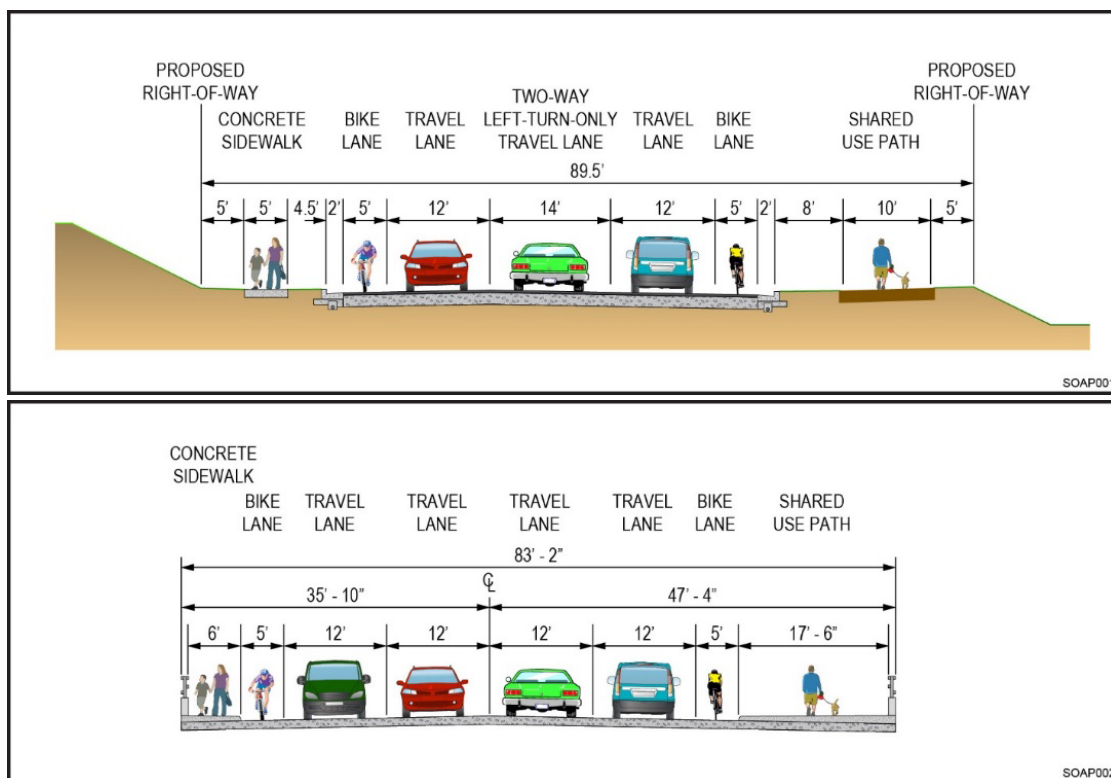


Figure 1. Soapstone Connector Project Location and Association Drive Historic District

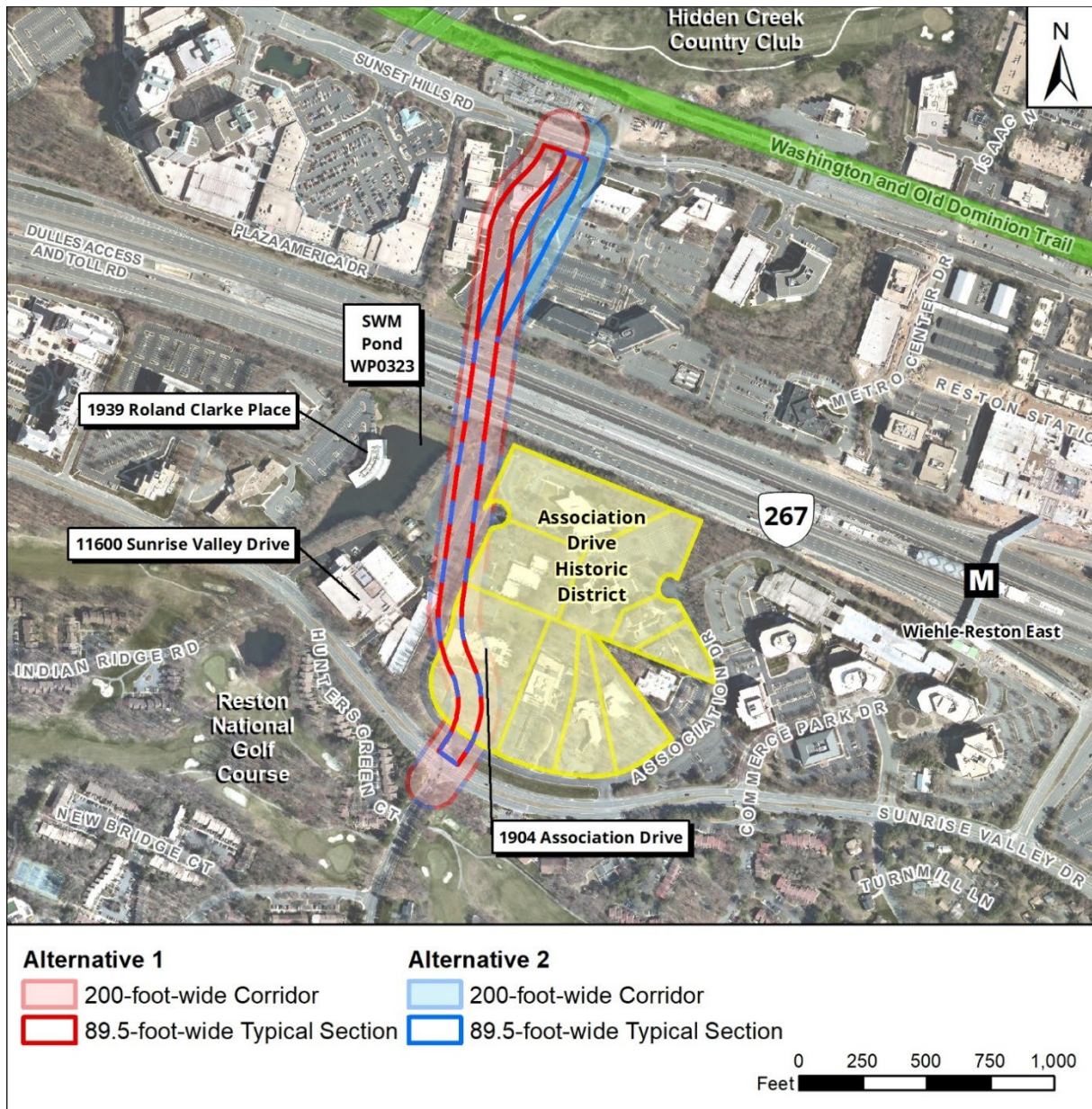
bicycle lanes on each side; a 5-foot-wide concrete sidewalk on the west side; and a 10-foot-wide shared use path on the east side, as shown in **Figure 2**. The bridge over the Dulles Corridor, which includes VA Route 267 (Dulles Toll Road [DTR]), the Dulles International Airport Access Highway (DIAAH), and the Silver Line of the Metrorail system, would have an 83.2-foot-wide typical section and would include four travel lanes (Figure 2). There are four planned access points throughout the length of the roadway. From south to north, access points include 1) the intersection with Sunrise Valley Drive at the southern terminus, 2) an intersection north of Sunrise Valley Drive before the Dulles Corridor bridge, 3) an intersection north of the Dulles Corridor bridge before Sunset Hills Road, and 4) the intersection with Sunset Hills Road at the northern terminus. The specific locations of the two intermediate points between the termini and the Dulles Corridor (one on the south and one on the north) would be determined during preliminary engineering. As this time, potential locations have been identified as part of the Reston Network Analysis, with the northern intersection including a potential connection to an extended Reston Station Boulevard.<sup>1</sup>



**Figure 2. Soapstone Connector Roadway and Bridge Typical Sections**

In the August 2017 EA, two build alternatives were considered, Alternative 1 and Alternative 2, as shown in **Figure 3**. The alignment for Alternative 2 follows the same alignment as Alternative 1 south of the Dulles Corridor, but north of the crossing, the alignments diverge and are offset by up to 150 feet. In the EA, the alternatives were represented as 200-foot-wide corridors, which would be wide enough to encompass minor variations in actual roadway alignments and design features during the design phase, should a build alternative be selected, and to illustrate the maximum potential impacts of the alternative.

<sup>1</sup> <https://www.fairfaxcounty.gov/transportation/study/reston-network-analysis>



**Figure 3. Soapstone Connector EA Build Alternatives**

South of the Dulles Corridor, both Alternatives 1 and 2 would impact the building at 1904 Association Drive. The acquisition of the parcel is estimated to cost approximately \$22.5 million.<sup>2</sup> Both alternatives would also require taking portions of the surface parking lot (parking spaces, driving lanes) behind 11600 Sunrise Valley Drive (see Figure 3 for locations of both properties). The alternatives would require 0.77 acre within the 89.5 feet proposed right-of-way and 0.52 acre would be left unusable due to lack of access, for a total of 1.29 acres of parking lot impacted (note that adjustments could be made during design to reduce this acreage). Approximately 67 percent of the surface lot parking spaces would be impacted (201 of the 299 spaces).

<sup>2</sup> An appraisal was completed for 1904 Association Drive in order to establish land values in the immediate submarket. The land values determined in the appraisal were subsequently used in the right-of-way cost estimate.

**b. Purpose and Need (from August 2017 EA):**

**1) Project History:** Fairfax County is the most populous jurisdiction in the Commonwealth of Virginia; the total population for 2019 is 1,145,862 people (US Census Bureau, 2020). The County population is projected to continue to grow to 1,386,476 people by 2045 (Weldon Cooper, 2017). The total employment within the County in 2020 was estimated at 639,918 (VEC, 2020). Population and employment growth in the Reston area of Fairfax County mirrors that of the County as a whole. As a large employment center immediately outside of Washington, DC, the County’s population and employment affect both the County itself and the region.

The following two precursor studies identified improvements to address transportation needs in the vicinity of the Wiehle-Reston East Metrorail Station in Reston, Virginia and support access to and from the station area: *Wiehle Avenue/Reston Parkway Station Access Management Plans*, April 2008, and the *Soapstone Connector Feasibility Study*, November 2013. Subsequently, in February 2014, the Soapstone Connector was included as a recommended roadway network improvement in an Amendment to the Fairfax County Comprehensive Plan.<sup>3</sup> In the latest edition of the Fairfax County Comprehensive Plan (2017 Edition, Area III, Reston Plan, Wiehle-Reston East Transit Station Area, Amended through 7-31-2018), the new crossing of the Dulles Corridor from Sunset Hills Road to Sunrise Valley Drive approximately at Soapstone Drive continues to be recommended to achieve the vision for Reston and enhance connectivity through the Transit Station Areas by creating multiple and enhanced connections.

**2) Existing Conditions:**

Traffic Congestion. The current roadway network in the project area includes two crossings of the Dulles Corridor on either side of the Wiehle-Reston East Metrorail Station, at Reston Parkway (Route 602) to the west and Wiehle Avenue (Route 828) to the east (see Figure 1). Direct access to the Metrorail station is provided by way of Wiehle Avenue. Traffic traveling within the project area, traveling to and from the Metrorail station, and entering and exiting the Dulles Toll Road all compete for the same road space on these two north-south roadways. Sunrise Valley Drive and Sunset Hills Road serve east-west travel to the south and north of the Dulles Corridor, respectively. Traffic analysis indicates that the intersections of these four roadways are all operating at Level of Service (LOS) D or lower during the peak hours under existing conditions, with average delay ranging from 40 to 80 seconds at each location. Congestion at these intersections acts as a constraint to traffic mobility within the area surrounding the station.

Multimodal Connectivity. There is currently a shared use path on Wiehle Avenue in the southbound direction between Sunrise Valley Drive and Sunset Hills Road, and “Use Caution” is identified in the northbound direction based on the Fairfax County Bike Map.<sup>4</sup> A bikeable sidewalk is provided on Sunset Hills Road within the project area, and a combination of bikeable sidewalk and shared use path are provided on Sunrise Valley Drive. Finally, a shared use path is provided on Reston Parkway within the project area.

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<sup>3</sup> Amendment No. 2013-05, adopted February 11, 2014 by the Fairfax County Board of Supervisors, replaced the following: Fairfax County Comprehensive Plan, 2013 Edition, Area III, Upper Potomac Planning District as amended through 12-3-2013, Reston-Herndon Suburban Center and Transit Station Areas, pages 28-80.

<sup>4</sup><https://www.fairfaxcounty.gov/transportation/bike/map>

The Wiehle-Reston East Metrorail Station includes entrances via pedestrian bridges on both sides of the Dulles Corridor. Fifteen bicycle racks are located on both the north and south sides; there is also a secure reserved bike room. The Wiehle-Reston East Station Bike Room was Fairfax County's first enclosed, secure bicycle parking facility with a capacity for more than 200 bicycles. There are bus drop-off/pick-up locations on either side of the Dulles Corridor, with Kiss & Ride facilities on the north side only. Wiehle Avenue currently serves as the only access to the Metrorail station for buses; these buses experience congestion and delays on Wiehle Avenue as described above.

Accessibility and Mobility. The transportation network around the Wiehle-Reston East Metrorail Station is comprised primarily of major roadways (i.e., Wiehle Avenue, Sunset Hills Road, and Sunrise Valley Drive) and much smaller streets and driveways that provide access to individual buildings and developments. Consequently, most vehicles traveling in the area must use one of the major congested routes or intersections.

The Wiehle-Reston East Metrorail Station includes a 2,300-space covered parking garage north of the Dulles Corridor. The heavy traffic exiting the parking garage by way of Reston Station Boulevard during the PM peak period creates weaving conditions on all travel lanes on the southbound segment of Wiehle Avenue between Sunset Hills Road and the Dulles Toll Road. Most vehicles turning right when they exit the Metrorail station (shown in yellow in **Figure 4**) are not destined to the westbound Dulles Toll Road; therefore, they must move over at least one lane once they turn onto Wiehle Avenue, weaving with vehicles on southbound Wiehle Avenue destined for the westbound exit ramp (pink arrows). The weaving is indicated by the blue arrows in Figure 4. If a vehicle exiting the Metrorail station is destined to the eastbound Dulles Toll Road ramp, they must weave across four lanes to enter into the left-turn bays. The situation is exacerbated by the short distance (320 feet) between the Wiehle-Reston East Metrorail Station access and the intersection with the westbound ramps; in addition, there is only an additional 500 feet on Wiehle Avenue between the westbound and eastbound exit ramps. Combined with the overall high traffic volumes, much of the delay is caused by vehicles forcing their way across travel lanes over this short distance in order to reach their desired lane.

The other bottlenecks along Wiehle Avenue are at the intersections with Sunset Hills Road and Sunrise Valley Drive. The lack of turn lanes for the heavy movements adds to the delays at these locations.

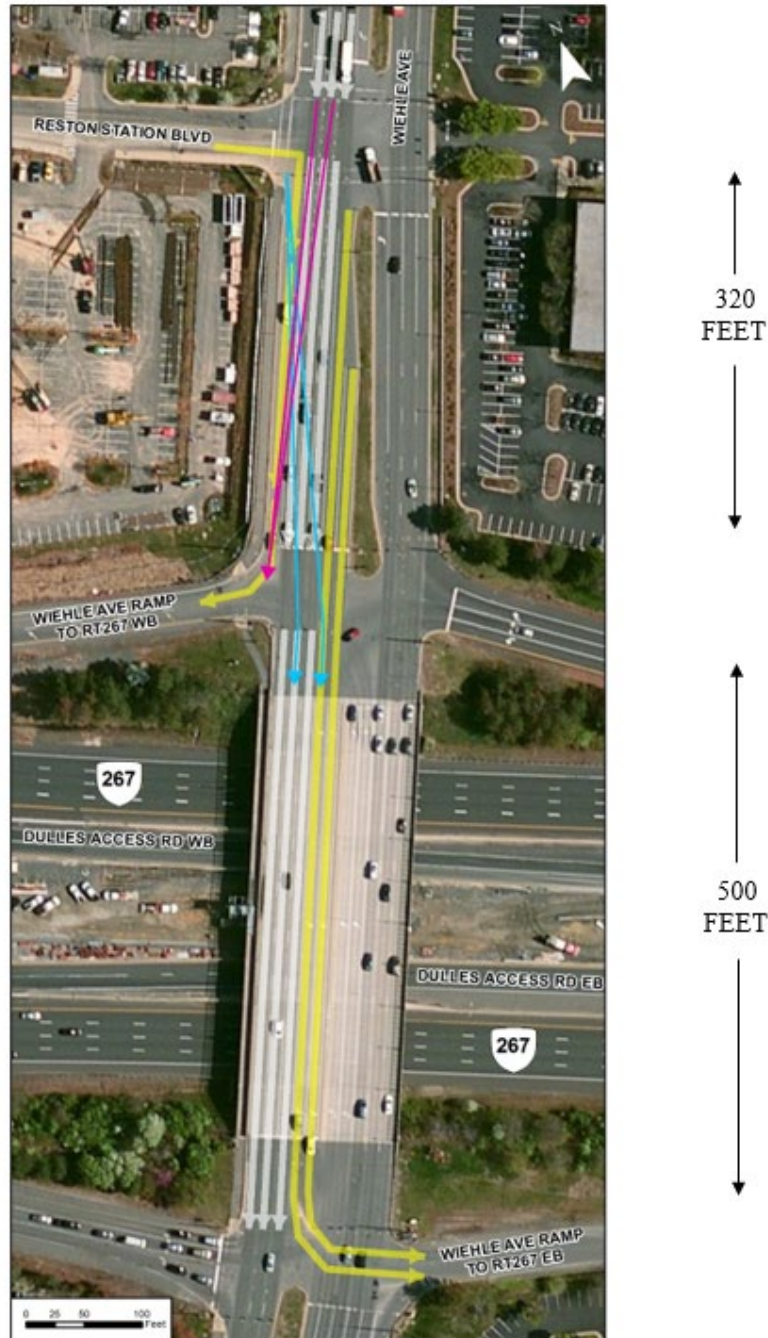
### **3) Future No-Build Conditions:**

Traffic Congestion. The burden on the transportation network in the project area is expected to increase substantially by 2046 with the completion of Phase 2 of the Dulles Corridor Metrorail Project<sup>5</sup> and changes in land use in the areas surrounding the Wiehle-Reston East and future Reston Town Center Metrorail Stations. As indicated in the Comprehensive Plan for Reston (Fairfax County Comprehensive Plan, 2017 Edition, Area III, Reston, Amended through

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<sup>5</sup> The Dulles Corridor Metrorail Project is a 23-mile extension of Washington's existing Metrorail System, which is being built in two phases by the Metropolitan Washington Airports Authority (MWAA). Phase 1 of the new line opened on July 26, 2014, connecting East Falls Church with Tysons Corner and Reston, Virginia (at the Wiehle-Reston East Metrorail Station), with downtown Washington, DC and Largo, Maryland. Known as the Silver Line, the extension is operated by the Metropolitan Washington Area Transit Authority (WMATA). Preliminary construction for Phase 2 began in 2014. The extension will run from the Wiehle-Reston East Metrorail Station west to Washington Dulles International Airport and Ashburn in eastern Loudoun County. Within the Reston area, the Reston Town Center Station will be located in the median of the Dulles Toll Road/Dulles International Airport Access Highway just west of the Reston Parkway overpass. This station will have no dedicated parking. Additional information on the project can be found here: <http://www.dullesmetro.com/>.

7-31-2018): “The community’s greatest densities will be at the three Metro station areas. A broad mix of regional retail and other attractions will be part of an enhanced urban center at the Town Center and strong local retail and a variety of amenities will characterize the other Metro station areas and village centers. To address congestion, the station areas will have an appropriate balance of residential uses and employment opportunities.” As more people find these areas highly desirable as residential and commercial locations, density of both residences and offices is planned to increase in the areas closest to the stations.



**Figure 4. Illustration of Weaving on Wiehle Avenue with Metrorail Station Egress**



In addition, as the whole region (and particularly Loudoun County) continues to grow, travel through the Reston area is also projected to increase. By 2046, the existing transportation network will not be able to accommodate the projected peak hour demand for vehicular travel within the traffic analysis area. The increased volume of traffic would result in worse levels of service and delay, and estimated average delay at the intersections of the four major roadways in the traffic analysis area is projected to increase from 40 to 80 seconds under existing conditions to a range of 60 to over 140 seconds by 2046.

Multimodal Connectivity. As indicated above, the density of both residences and offices is planned to increase in the area surrounding the Wiehle-Reston East Metrorail Station, which will generate many more pedestrian and bicycle trips. In addition, the Metrorail station itself will generate additional pedestrian, bicycle, and bus trips in the surrounding area. Additional pathways for these modes of travel must be considered as higher volumes of traffic will make it increasingly more difficult for pedestrians and bicyclists to travel in this area.<sup>6</sup> Increased congestion and delays on the roadway network would also reduce the efficiency of bus service, which is programmed to increase by the Fairfax County Department of Transportation (FCDOT); planning is already underway to reroute bus lines in the vicinity in order to serve the two rail stations and accommodate the development growth.

Accessibility and Mobility. As development in the area and traffic demand increases, accessibility and mobility will be further constrained. The Reston Town Center Metrorail Station that will open as part of Phase 2 of the Dulles Metrorail Project does not include dedicated parking; therefore, vehicular demand at the parking facilities at Wiehle-Reston East Metrorail Station will continue and likely increase, further exacerbating weaving conflicts along Wiehle Avenue.<sup>7</sup> Queue lengths and delays at intersections in the area surrounding the station will also likely worsen with the higher traffic volumes in 2046.

**4) Summary:** Based on the existing and future needs identified above and documented in the Purpose and Need section of the August 2017 EA, the purpose of the proposed project is to:

- Reduce congestion and travel delay at intersections along Wiehle Avenue and within the traffic analysis area.
- Improve multimodal connectivity to the Wiehle-Reston East Metrorail Station.
- Improve accessibility and mobility to and within the area surrounding the Wiehle-Reston East Metrorail Station.

By 2046, the existing transportation network will not be able to accommodate the projected peak hour demand for vehicular travel within the project area. The increased volume of traffic would result in worse levels of service and delay, and estimated average delay at the intersections of the four major roadways in the traffic analysis area is projected to almost double. Approximately 18,000 vehicles per day (vpd) are forecasted to use the Soapstone Connector in 2046. In general, the provision of the Soapstone Connector would serve to redistribute traffic within the traffic analysis area and relieve the two existing north-south roadways, Wiehle Avenue and Reston

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<sup>6</sup> Comments were received during project scoping related to safety for pedestrians and bicyclists and connectivity to existing sidewalks, trails, and bike facilities. While safety has not been included as a primary element of purpose and need, the improvements aimed at increasing multimodal connectivity would also inherently improve safety for pedestrians and bicyclists.

<sup>7</sup> As indicated in Footnote 6, safety has not been included as a primary element of purpose and need; however, improvements aimed at providing additional access to and from the Metrorail station and reducing congestion along Wiehle Avenue would minimize weaving conflicts and inherently improve safety on the roadway network.

Parkway. On a peak hour basis, the levels of service and delay at intersections on Wiehle Avenue are anticipated to be lower in the Build condition than the No Build condition with the addition of the Soapstone Connector.

### **III. SECTION 4(f) PROPERTIES**

Alternatives 1 and 2 would use land associated with one Section 4(f) property, the Association Drive Historic District, which is described further below.

#### **a. Association Drive Historic District**

**1) Description of 4(f) property:** The Association Drive Historic District consists of nine of ten buildings located on the U-shaped Association Drive, immediately south of the Dulles Corridor and north of Sunrise Valley Drive (**Figure 5**). Constructed between 1973 and 1982 as the Reston Center for Associations and Educational Institutions (RCAEI), the historic district represents a rare survivor within the industrial development context of the Reston Plan as manifested during the Gulf Reston (1967-1977) and Mobil Oil (1978-1996) management periods. The nine buildings were constructed for various associations and educational organizations using a combination of Modernist Movement architectural styles, including International Style, Miesian, Brutalist, Neo-Expressionism, and Neo-Formalism, as well as Postmodernism. Located in a park-like setting, all buildings contain outdoor terraces surrounded by regionally favored landscaping such as cedars, oak, boxwood, redbud, dogwood, azalea, and ivy, and are linked by open lawns and graded and concrete paths. The boundary of the historic district is defined by the exterior parcel boundaries of the nine contributing buildings, which are described in the next section.

**2) Ownership and type of 4(f) property:** The land for what would become the Association Drive Historic District was purchased in 1970 from Gulf Reston, Inc. by the National Council of Teachers of Mathematics on behalf of five educational associations. The other associations in the initial agreement were the Council for Exceptional Children, the National Association of Secondary School Principals, the National Council for Social Studies, and the Association for Education Communication and Technology. Building construction for the nine buildings associated with the historic district occurred between 1973 and 1982 (see **Table 1**). The buildings within the Association Drive Historic District are each owned by different private property owners. Association Drive itself is not part of the historic district and is a private street that is owned and maintained by one of the property owners.

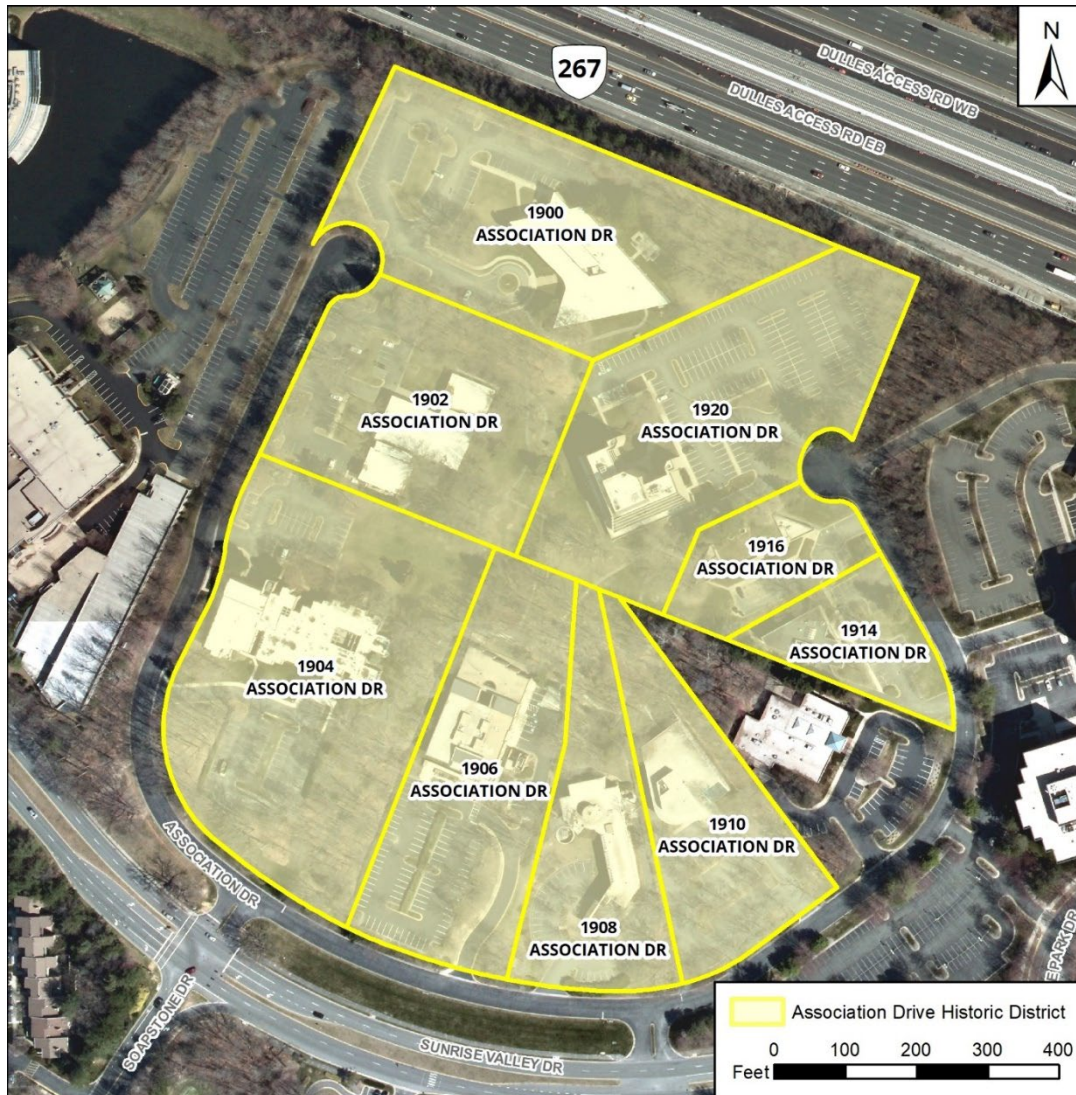


Figure 5. Association Drive Historic District

Table 1. Contributing Elements within Association Drive Historic District

DHR Resource No.	Historic Name / Owner	Location	Construction Date
029-6253	American Association for Health, Physical Education, and Recreation	1900 Association Dr	1980
029-6254	American Medical Student Association	1902 Association Dr	1975
029-6255	National Association of Secondary School Principals	1904 Association Dr	1973
029-6256	National Council of Teachers of Mathematics	1906 Association Dr	1973
029-6257	Distributive Education Clubs of America	1908 Association Dr	1976
029-6258	Future Homemakers of America	1910 Association Dr	1982
029-6260	National Business Education Association	1914 Association Dr	1981
029-6261	National Art Education Association	1916 Association Dr	1977
029-6262	Council for Exceptional Children	1920 Association Dr	1973

On October 8, 2019, the Association Drive Historic District was determined eligible for listing by the Keeper of the National Register under Criterion A (associated with events that have made a significant contribution to the broad patterns of history) in the area of Community Planning and Development as an exceptionally important component of the overall Reston development, meeting the threshold under Criteria Consideration G (properties that have achieved significance in the last fifty years).

**3) Features and functions:** The nine associations and educational institutions originally located at the site were characterized by a diversity of education and advocacy, areas of special concern, and emphasis on specialized education. Education and advocacy was reflected by:

- The National Association of Secondary School Principals (focus on administration);
- The National Business Education Association and National Art Education Association (focus on teachers in business and art); and
- The American Medical Student Association, Future Homemakers of America (now known as Family, Career and Community Leaders of America [FCCLA]), and the Distributive Education Clubs of America (focus on students).

Areas of special concern included:

- Physical education (American Association for Health, Physical Education, and Recreation, now known as the Society of Health and Physical Educators [SHAPE America]);
- Mathematics (National Council of Teachers of Mathematics);
- Business (National Business Education Association); and
- Art (National Art Education Association).

The emphasis on specialized education was represented by the Council for Exceptional Children.

**4) Access:** Access to the nine buildings is provided by Association Drive, a U-shaped road accessible at the existing terminus of Soapstone Drive at Sunrise Valley Drive and from an entrance east of this intersection, also along Sunrise Valley Drive.

**5) Relationship to other similarly used lands in the vicinity:** The Association Drive Historic District was one of several single focus office parks in the greater Reston area during the 1980s, including the Newspaper Center, located to the west, which housed the American Newspaper Publishers Association and fourteen other key newspaper organizations. The Parkridge Center, located west of Hunter Mill Road, focused on space exploration companies such as NASA, GE Aerospace, European Space Agency, Jet Propulsion Laboratories, the Remote Manipulator Systems Division of Spar Aerospace, Inc., and the National Space Development Agency of Japan. These other office parks have not been evaluated for eligibility. Today, much of the area has been redeveloped to mixed-use, high-density commercial and residential uses.

**6) Clauses affecting ownership:** Properties within Association Drive Historic District are privately owned. There are no known clauses affecting ownership.

**7) Unusual characteristics:** At the time of the Draft Section 4(f) Evaluation, a comprehensive rezoning within the Association Drive Historic District, which would entail demolition of the buildings and redevelopment of the site, had been agreed upon by the owner of

1904 Association Drive and six other parcels within the historic district<sup>8</sup>, and a rezoning application had been submitted to Fairfax County. At this time, however, the application has been deferred and the developer's options on the properties have expired.

#### **IV. USE OF SECTION 4(f) PROPERTY**

Both Alternatives 1 and 2 identified in the August 2017 EA would use<sup>9</sup> approximately 0.96 acres of the Association Drive Historic District, as shown in **Table 2** and **Figure 6**. The building at 1904 Association Drive, a contributing element to the historic district, would be removed and the alternatives would bisect the 4.23-acre parcel, leaving 0.34-acre on the west side and 2.93 acres on the east side.

**Table 2. Use of Section 4(f) Property**

Section 4(f) Property	Permanent Incorporation of Land Into Transportation Facility	Amount of Use (Acres)	
		Alternative 1	Alternative 2
Association Drive Historic District	Yes	0.96	0.96

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<sup>8</sup> The application includes the redevelopment of Tax Map No 017-4-12 Parcels 1-4, 4A, 5A, 9, 10, and 12, which make up the following: 1900, 1902, 1904, 1906, 1908, 1910, and 1920 Association Drive.

<sup>9</sup> As defined in 23 C.F.R. § 774.17, use of a Section 4(f) property occurs: (1) when land is permanently incorporated into a transportation facility; (2) when there is a temporary occupancy of land that is adverse in terms of the statute's preservation purpose; or (3) when there is a constructive use (a project's proximity impacts are so severe that the protected activities, features, or attributes of a property are substantially impaired). Both Alternatives 1 and 2 would permanently incorporate land into a transportation facility.

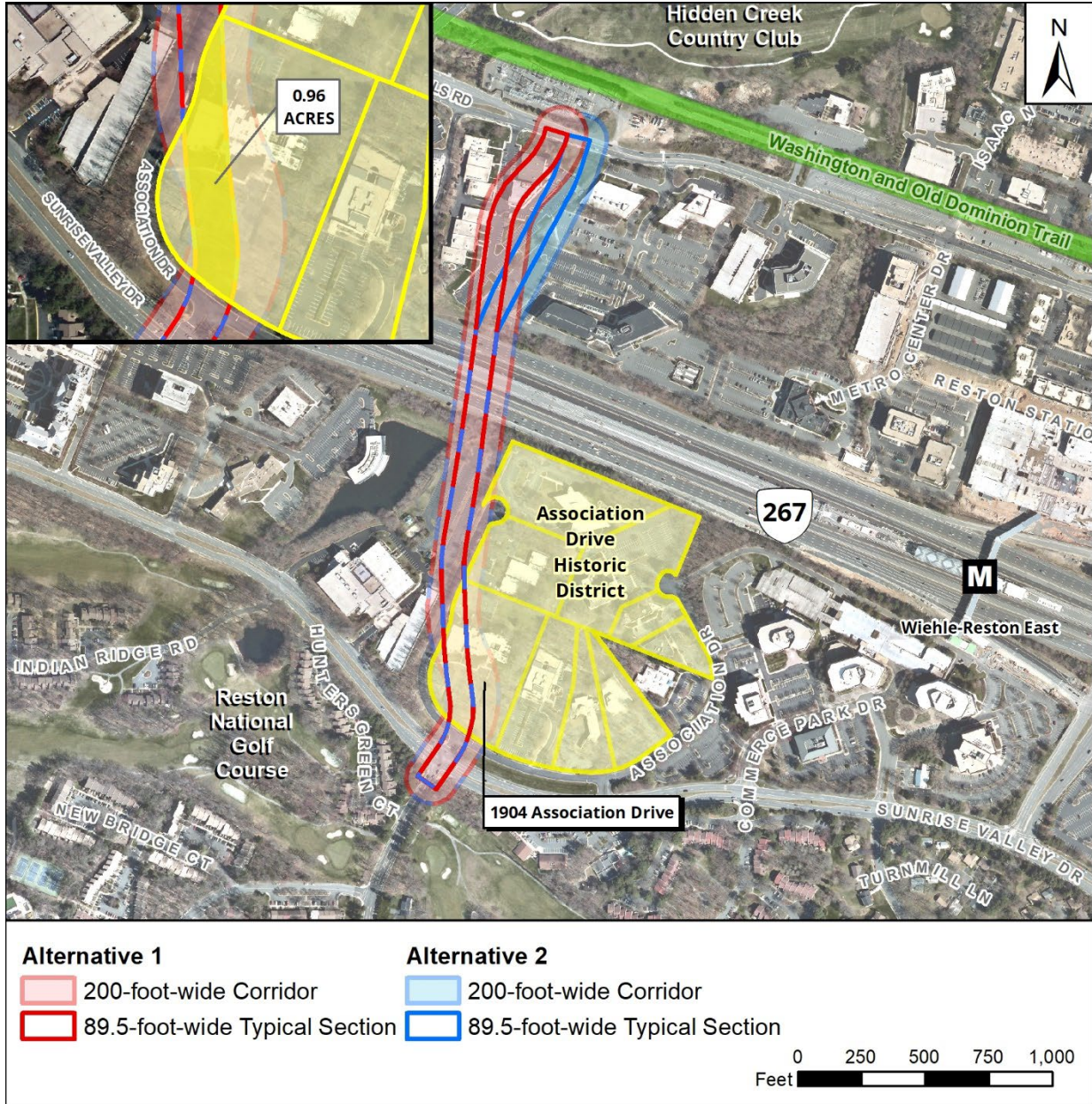


Figure 6. Use of Association Drive Historic District by Alternatives 1 and 2

## V. AVOIDANCE ANALYSIS

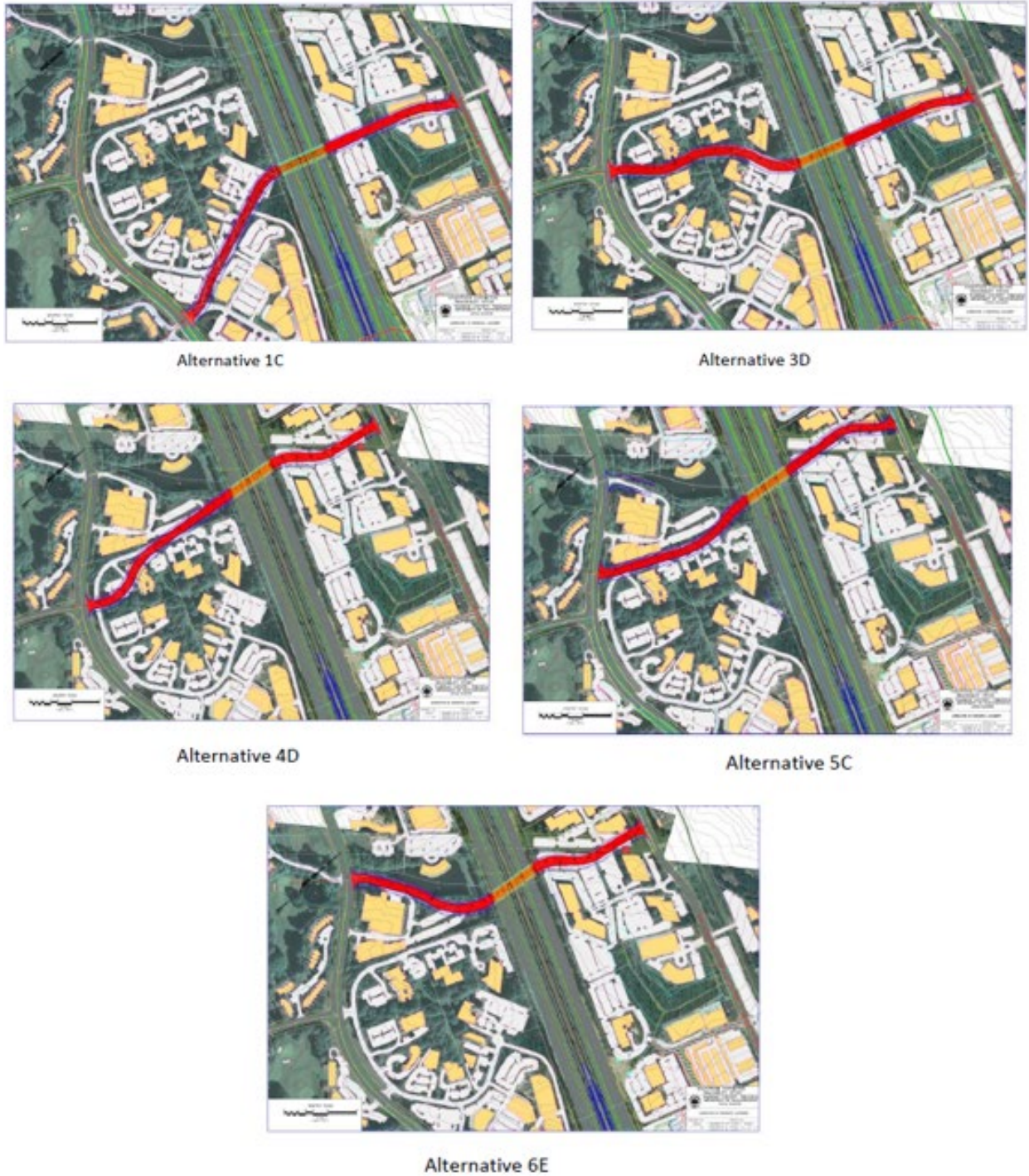
Per 23 C.F.R. 774.17, a feasible and prudent avoidance alternative avoids using Section 4(f) property and does not cause other severe problems of a magnitude that substantially outweighs the importance of protecting the Section 4(f) property. An avoidance alternative is not feasible if it cannot be built as a matter of sound engineering judgment, and an alternative is not prudent if:

1. It compromises the project to a degree that it is unreasonable to proceed in light of the project's stated purpose and need (i.e., the alternative doesn't address the purpose and need of the project);
2. It results in unacceptable safety or operational problems;
3. After reasonable mitigation, it still causes:
  - a. Severe social, economic, or environmental impacts;
  - b. Severe disruption to established communities;
  - c. Severe or disproportionate impacts to minority or low-income populations; or
  - d. Severe impacts to environmental resources protected under other Federal statutes;
4. It results in additional construction, maintenance, or operational costs of extraordinary magnitude;
5. It causes other unique problems or unusual factors; or
6. It involves multiple factors as described above, that while individually minor, cumulatively cause unique problems or impacts of extraordinary magnitude.

**a. No-Action (or No-Build):** Under the No-Action or No-Build Alternative, the improvements considered in the EA would not be constructed and the roadway network surrounding the Wiehle-Reston East Metrorail Station would continue to operate as it does today, with the exception of other programmed improvements in the area as contained in the National Capital Region's *Financially Constrained Long-Range Plan*. The No-Build Alternative would avoid the use of the Association Drive Historic District. However, this alternative fails to address the purpose and need of the project by not reducing congestion and travel delay at intersections along Wiehle Avenue and within the traffic analysis area; improving multimodal connectivity to the Wiehle-Reston East Metrorail Station; and improving accessibility and mobility to and within the area surrounding the Wiehle-Reston East Metrorail Station.

Although the No-Build Alternative would result in less impact to Section 4(f) properties, it is not prudent because it would be unreasonable to proceed with the alternative in light of the project's stated purpose and need.

**b. Other Location Alternatives:** As described in the August 2017 EA, a wide range of potential alternatives were identified in the 2013 *Soapstone Connector Feasibility Study* to connect Sunrise Valley Drive and Sunset Hills Road, west of the Wiehle-Reston East Metrorail Station. In total, 30 alternative alignments were initially identified and screened, resulting in five alternatives that were developed further and evaluated once again in more detail (more information on these alternatives and the screening process can be found in the 2013 *Soapstone Connector Feasibility Study* and the *Alternatives Technical Memorandum* prepared in support of the EA). The five alternatives, 1C, 3D, 4D, 5C, and 6E, are shown in **Figure 7**. Of the five alternatives, only Alternative 6E avoided the Association Drive Historic District.



**Figure 7. Alternatives from 2013 Soapstone Connector Feasibility Study**  
*(from Soapstone Connector Feasibility Study, November 18, 2013)*



After extensive study, none of the alternatives emerged as being superior compared to the other alternatives with respect to roadway network performance, engineering/design, and physical/environmental conditions. Below are the main reasons<sup>10</sup> identified in the Feasibility Study as to why the five alternatives were not advanced.

- Alternative 1C. This alternative would require a second bridge to traverse the floodplain north of the Dulles Corridor and it would require the acquisition of an existing multi-level parking garage. It also had poorer roadway network performance metrics compared to other alternatives.
- Alternative 3D. This alternative would require a second bridge to traverse the floodplain north of the Dulles Corridor and it would require the acquisition of an existing multi-level parking garage.
- Alternative 4D. This alternative would traverse the Transcontinental Gas Pipeline Corporation's easement and cross over the pipeline, which would require additional mitigation. It would also require the acquisition of the 36,000-sf building currently owned by the National Association of Secondary School Principals.
- Alternative 5C. This alternative would traverse the Transcontinental Gas Pipeline Corporation's easement and cross over the pipeline, which would require additional mitigation. It would also require the acquisition of the 33,000-sf Musica LLC office building.
- Alternative 6E. This alternative would traverse the Transcontinental Gas Pipeline Corporation's easement and cross over the pipeline, which would require additional mitigation. It would also require additional mitigation since the alignment runs parallel and adjacent to an existing stormwater retention pond. This alignment also had poorer roadway network performance metrics compared to other alternatives.

The proposed project is focused between Reston Parkway on the west, Wiehle Avenue on the east, Sunrise Valley Drive to the south, and Sunset Hills Road to the north. Land use in this area is office, residential, mixed use, and transportation. This surrounding development severely constrains the ability to situate the roadway in a location that provides traffic benefits without impacting structures, stormwater management ponds or other water features, utilities, and the Association Drive Historic District. Even small shifts can be destructive to existing development.

Ultimately, the public involvement<sup>11</sup> and screening processes in the 2013 *Soapstone Connector Feasibility Study* resulted in the development of a “hybrid” alternative for further consideration. The “hybrid” alternative (which combined Alternative 5C north of the Dulles Corridor and Alternative 4D south of the Dulles Corridor) was deemed to offer advantages compared to the five evaluated alternatives in terms of consistency with the typical section on Soapstone Drive, construction costs, and enhanced mobility for bicyclists and motorists, among other reasons. This “hybrid” alternative was carried forward in the EA as Alternatives 1 and 2.

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<sup>10</sup> Note that at the time that the Feasibility Study was conducted, the Association Drive Historic District had not been determined eligible for the NRHP; therefore, impacts to the historic district were not identified as a reason for the alternatives' dismissal.

<sup>11</sup> An extensive community outreach program was developed to elicit feedback from the public regarding the feasibility study. These efforts included briefings to the Hunter Mill Supervisor's office, presentations to the Hunter Mill District Transportation Advisory Committee, and meetings with board members of the Reston Citizen's Association. Additionally, a public meeting was held at South Lakes High School on March 20, 2013 and was attended by over 100 people.

**c. Alternatives that avoid the Section 4(f) Property:** Alternatives, based on modifications to alternatives evaluated in the 2013 *Soapstone Connector Feasibility Study*, were developed to avoid the Association Drive Historic District, as described below.

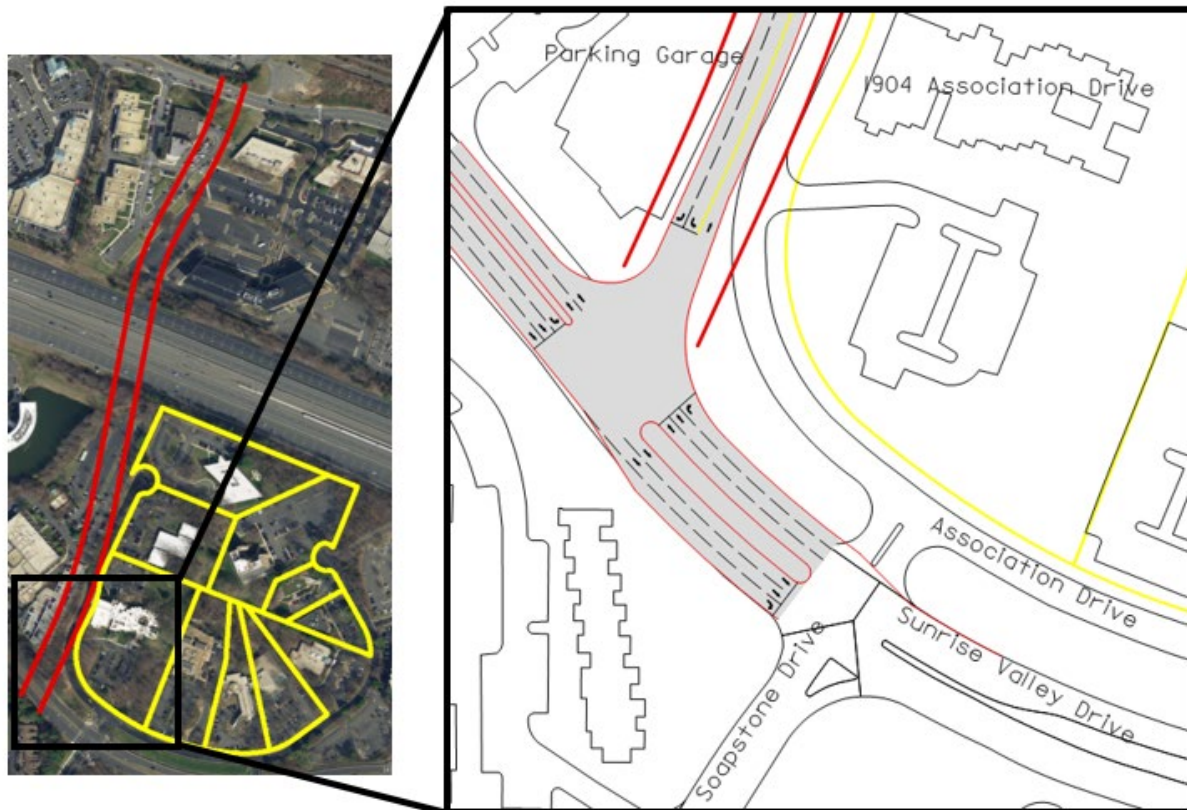
**1) Alternative 5C-Modified:** This alternative would not use land from the Association Drive Historic District. This alternative is a modified version of Alternative 5C from the 2013 *Soapstone Connector Feasibility Study*, which was located between the parking garage at 11600 Sunrise Valley Drive and the building at 1904 Association Drive as shown in Figure 7. Alternative 5C was modified through a two-step process.

First, it was ascertained based on GIS data that the 89.5-foot roadway right-of-way could be situated between the parking garage and building at 1904 Association Drive following the Alternative 5C alignment. The preliminary analysis of this first version showed that the roadway would require approximately 0.09 acres of right-of-way from two parcels within the Association Drive Historic District (1902 and 1904 Association Drive). It was assumed that the roadway could be built closer to the parking garage since there are no access points from the roadway to the garage; under this assumption, the shortest distance between the roadway right-of-way and 1904 Association Drive would be 14 feet (northwest corner of building). This version was dropped from consideration because of its proximity to the parking garage and the building at 1904 Association Drive and the potential engineering and constructability issues resulting from that proximity, including impacts of construction vibration on the integrity of the structures, inadequate workspace for construction equipment or inadvertent impacts to structures by construction equipment, and potential access constraints to 1904 Association Drive.

Given that it would not be feasible to construct this version between the parking garage and historic district without impacting one or the other, the second variation of Alternative 5C (hereafter referred to as Alternative 5C-Modified) held the inside curb of Association Drive as the eastern limit, as shown in **Figure 8A**.

Alternative 5C-Modified would require taking the parking garage structure (200 spaces) at 11600 Sunrise Valley Drive as the alignment would be shifted west to avoid the historic district. This alternative would also require taking portions of the surface parking lot (parking spaces, driving lanes) behind 11600 Sunrise Valley Drive; 0.83 acre within the 89.5 feet proposed right-of-way and 0.42 acre that would be left unusable due to lack of access, for a total of 1.25 acres of parking lot impacted. Approximately 68 percent of the surface lot parking spaces would be impacted (202 of the 299 spaces). Section 11-107 of the Fairfax County Zoning Ordinance specifies the minimum required off-street parking spaces for a development. The building at 11600 Sunrise Valley Drive consists of 158,102 square feet of office space. In the Reston Transit Station Area, 2.3 spaces are required per 1,000 square feet of gross floor area. Therefore, 364 spaces would be required to meet the ordinance. With this alternative, the remaining number of parking spaces would total 97 (zero garage spaces and approximately 97 surface spaces) and the parking garage would not be able to be rebuilt due to limited space on the site. As such, the development would not be in compliance with the zoning ordinance, and the impact to the parking facilities at 11600 Sunrise Valley Drive would render the building unusable. Currently 15 tenants occupy space within the building, some for over 10 years. There would be economic impacts to each tenant to move to another location. The acquisition of the parcel at 11600

Sunrise Valley Drive is estimated to cost \$51.95 million.<sup>12</sup> Right-of-way costs associated with this alternative would be approximately \$10 million more than Alternatives 1 and 2.



**Figure 8A. Alternative 5C-Modified that Avoids Use of the Association Drive Historic District – Intersections**

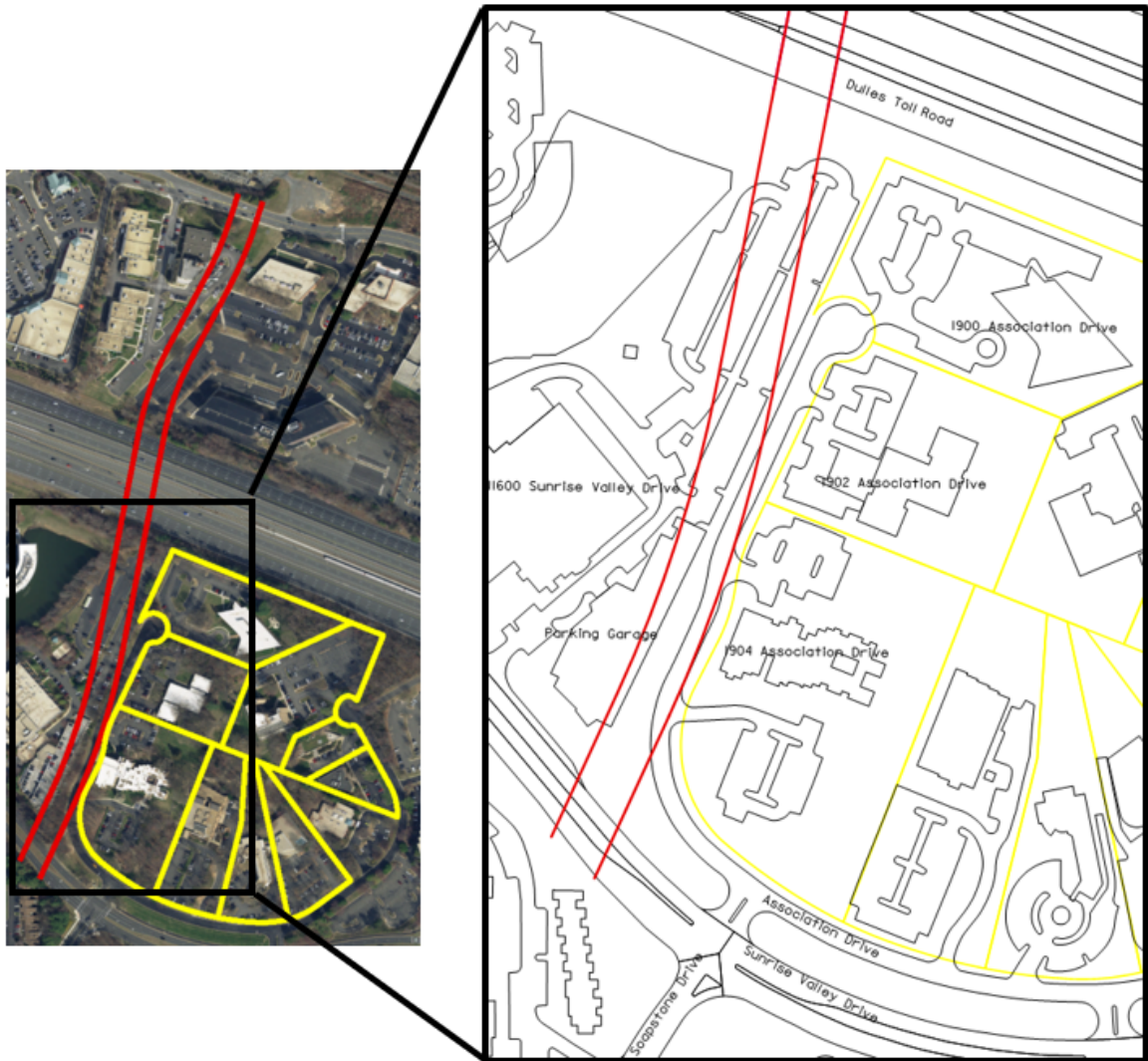
Moving north, the alignment would remain just west of the Association Drive Historic District; new access would need to be provided for 1900, 1902, and 1904 Association Drive as Association Drive would be rendered unusable beyond its intersection with existing Soapstone Drive. The new roadway would follow the same alignment as Alternatives 1 and 2 approaching the crossing of the Dulles Corridor and continue to follow that alignment to the northern terminus at Sunset Hills Road.

**Figure 8B** shows a close-up of the portion of the alignment from Sunrise Valley Drive to the Dulles Access and Toll Road where the historic district is avoided.

The southern terminus of this alternative would be Sunrise Valley Drive just west of Soapstone Drive between 11600 Sunrise Valley Drive and 1904 Association Drive. The southern terminus would create two adjacent three-legged intersections, the first would be the existing intersection of Soapstone Drive and Sunrise Valley Drive and the second would be the new intersection of the Soapstone Connector and Sunrise Valley Drive. Figure 8A shows a potential layout of the Soapstone Connector and Sunrise Valley Drive intersection.

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<sup>12</sup> An appraisal was completed for 11600 Sunrise Valley Drive in order to establish land values in the immediate submarket. The land values determined in the appraisal were subsequently used in the right-of-way cost estimate.



**Figure 8B. Alternative 5C-Modified that Avoids Use of the Association Drive Historic District – Corridor from Sunrise Valley Drive to Dulles Corridor**

The two closely spaced intersections would not meet VDOT’s minimum spacing requirements. Spacing requirements are developed to maximize operations and safety, so exceptions should be avoided. The distance between the two signalized intersections is about 300 feet, which is substantially less than the 1,050-foot requirement per the access management standards in the VDOT *Road Design Manual* (Issued January 2005 - Rev. March 2020). The offset T-intersection design would increase signal complexity and the separation between the two intersections would require additional signal lost time to allow for traffic clearing; this additional lost time would increase delay. In general, closely spaced intersections such as this can increase red-light-running crashes due to confusion as mainline (Sunrise Valley Drive) motorists encounter two separate signal arrays that may have conflicting signal indications; queuing in the space between the two intersections can cause congestion and potential gridlock; and this configuration adds complexity to otherwise simple straight-through movements.

The two adjacent “T” intersections would also result in safety and multimodal accessibility concerns. A key influencer of pedestrian safety is driver expectation. A driver through this area

may not be expecting two “T” intersections; therefore, the safety concerns at this location would increase due to the additional amount of information that the driver would be expected to process. Two “T” intersections can also complicate signal timing and phasing. Roadway geometry of this nature would need to be signaled (most likely utilizing split phasing), which can lead to increased pedestrian delay that correlates with an increase in risk-taking behavior among pedestrians. In addition, providing two closely spaced intersections would increase the number of conflict points for pedestrians and bicyclists, which would increase the potential for a collision between a vehicle and a pedestrian or bicyclist. This concern is particularly relevant at this location due to the proximity of the Wiehle-Reston East Metrorail Station and the large number of pedestrians and bicyclists that utilize the station and the adjacent roadways and trails.

Although Alternative 5C-Modified would avoid impact to Section 4(f) resources, it is not prudent because it would 1) result in additional construction, maintenance, or operational costs (acquisition of 11600 Sunrise Valley Drive); 2) cause social, economic, or environmental impacts (relocation of 15 tenants at 11600 Sunrise Valley Drive); and 3) result in operational problems as well as in safety concerns for drivers, bicyclists, and pedestrians due to substandard spacing between adjacent intersections. Alternative 5C-Modified is therefore not feasible and prudent because it causes other severe problems of a magnitude that substantially outweighs the importance of protecting the Association Drive Historic District.

**2) Alternative 6E-Modified:** This alternative would not use land from the Association Drive Historic District. This alternative is a modified version of Alternative 6E from the 2013 *Soapstone Connector Feasibility Study*. The southern terminus of this alternative would be Sunrise Valley Drive across from Indian Ridge Road between a stormwater management pond (WP0323, see Figure 3 for location of the pond) and 11600 Sunrise Valley Drive. The northern terminus would be Sunset Hills Road between 11503 Sunset Hills Road and 11495 Sunset Hills Road.

Based on GIS data, the distance between the edge of the stormwater management pond and the building at 11600 Sunrise Valley Drive is 76 feet and 80 feet at two points along the potential alignment. Since the proposed right-of-way for the roadway is 89.5 feet, the alignment cannot be located between the pond and 11600 Sunrise Valley Drive without impacting one or the other. Accordingly, the alignment has been developed to avoid the building at 11600 Sunrise Valley Drive but it would impact approximately 5,060 square feet, or 5 percent, of the stormwater management pond.<sup>13,14</sup> Coordination with the owner (1939 Roland Clarke Place) as well as several agencies – including the US Army Corps of Engineers, US Environmental Protection Agency, the Virginia Department of Environmental Quality, VDOT, and the Fairfax County Department of Public Works and Environmental Services – would be necessary to obtain approvals and permits. Soil borings and other geotechnical testing would also be required to assess the strength and suitability of the soil under the pond to support structures on the surface with or without additional assistance from footings, piers, and other aids. Locating the roadway

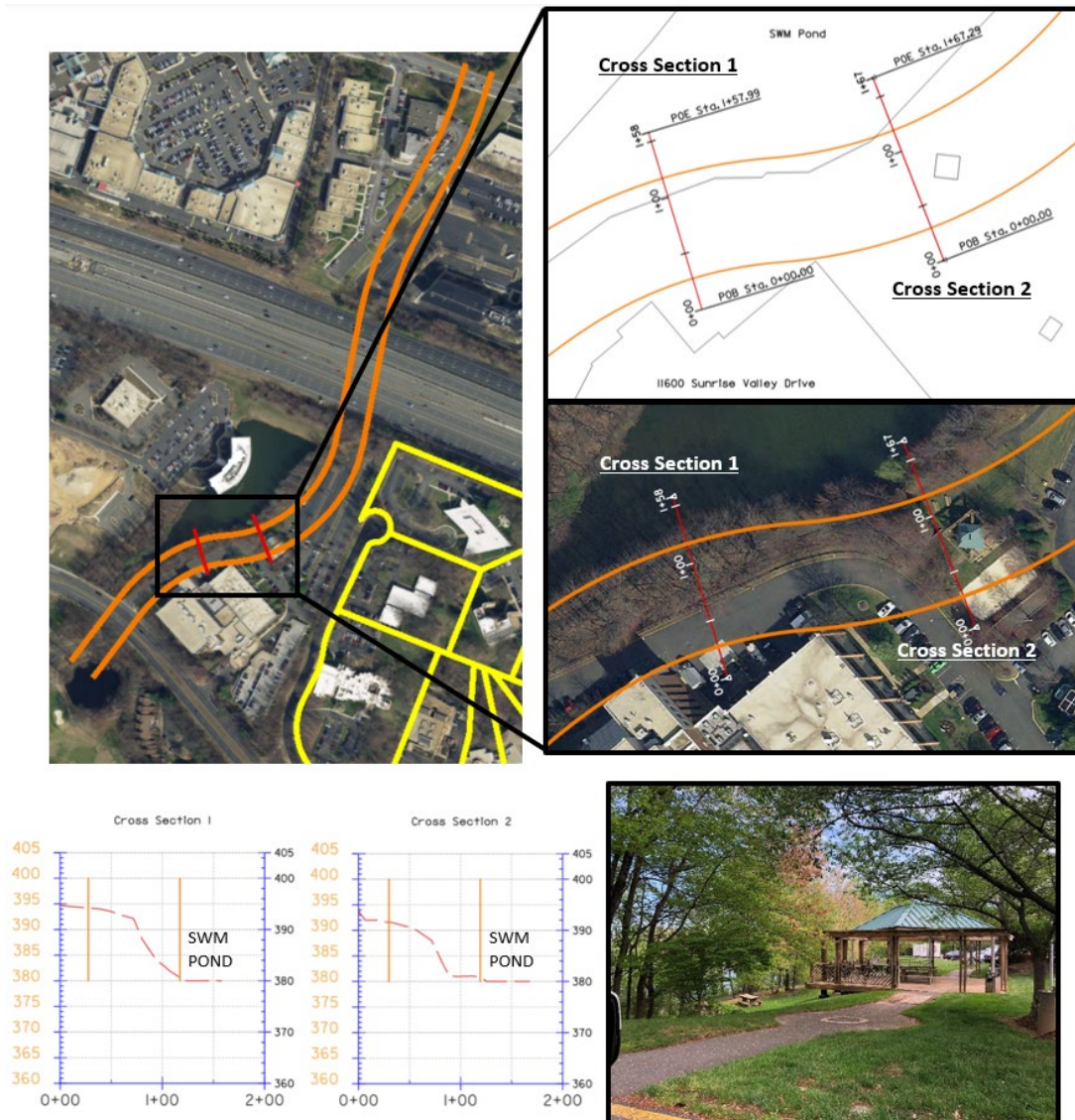
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<sup>13</sup> This impact to the stormwater management pond does not account for additional width required for grading and a construction easement that would be necessary for construction materials and equipment. In addition, a utility strip would be necessary. If the building at 11600 Sunrise Valley Drive is to be avoided, the additional width needed for construction activities and the utility strip would need to be obtained by constructing more of the roadway further into the stormwater management pond.

<sup>14</sup> Even though the building would be avoided, it still may need to be acquired due to a loss of parking, anticipated loss of internal circulation for emergency vehicles, and proximity of the transportation facility. The acquisition of the parcel is estimated to cost \$51.95 million.

upon this unconventional base would require additional design and construction measures that would be above the costs for a typical roadway.

**Figure 9** shows this alignment on an aerial map, a close-up of the portion of the alignment that encroaches on the pond (one image with property lines and one image with the aerial photo), two cross sections of the existing terrain within the corridor, and a photograph of the impacted area. The orange lines in the figures represent the 89.5-foot roadway right-of-way.



**Figure 9. Alternative 6E-Modified that Avoids Use of the Association Drive Historic District**

Based on the cross sections, the elevation begins to slope down towards the pond at about the halfway point of the typical section. Construction of a roadway under these conditions would require retaining walls along both sides of the roadway, connecting a bridge structure. On the building side, the new roadway would impact all of the parking spaces alongside the building and a loading dock and Americans with Disabilities (ADA) ramp. The new roadway would also impact a path along the pond, a gazebo, picnic tables, and a volleyball court. The photograph in Figure 9 shows the elevation drop and the impacted gazebo, path, and picnic tables.

This alternative would also require taking portions of the surface parking lot (parking spaces, driving lanes) behind 11600 Sunrise Valley Drive; 0.95 acre within the 89.5 feet proposed right-of-way and 0.33 acre that would be left unusable due to lack of access, for a total of 1.28 acres of parking lot impacted. Approximately 39 percent of the surface lot parking spaces would be impacted (118 of the 299 spaces).

Right-of-way costs associated with this alternative would be approximately \$11 million more than Alternatives 1 and 2.<sup>15</sup>

Similar to Alternative 5C-Modified, this alternative would create two closely spaced intersections along Sunrise Valley Drive (existing Soapstone Drive and the proposed Soapstone Connector) that would not meet minimum spacing requirements. The distance between the two signalized intersections would be about 940 feet, which is less than the 1,050-foot requirement per the access management standards in the VDOT *Road Design Manual* (Issued January 2005 - Rev. March 2020). The traffic operations and safety issues identified above in Alternative 5C-Modified would also be applicable for this alternative.

The two adjacent “T” intersections along Sunrise Valley Drive may also result in safety and multimodal accessibility issues for pedestrians and bicyclists, similar to Alternative 5C-Modified.

The parking spaces alongside and behind the building at 11600 Sunrise Valley Drive as well as the recreational amenities would need to be replaced elsewhere on the property, and a new loading dock and ADA ramp constructed to access the building (most likely behind the building as the ability to relocate these elements to the eastern side of the building would be constrained by the parking garage).

Finally, this alternative would impact the privately owned and maintained stormwater management pond, WP0323. This stormwater management pond bears the features of a wet pond, alternatively known as a retention pond. Commensurate to a wet pond configuration, WP0323 contains a permanent pool within its storage volume, making it typically wet even during periods of dry weather (see **Figure 10**). The existing wet pond facility additionally has apparent aeration features within its permanent pool, which further enhances pollutant-treatment capability and qualifies the facility as an onsite asset from both functional and esthetic perspectives. In addition to treating pollutants such as phosphorous and sediment, the provided facility storage volume attenuates stormwater inflows, thus providing flood control and channel protection.

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<sup>15</sup> This estimate assumes the acquisition of the parcel at 11600 Sunrise Valley Drive.



**Figure 10. Stormwater Management Pond WP0323**  
*(photo taken April 2019)*

The pond's location is strategic, since it lies within a highly developed area with commercial land uses, which tend to have high stormwater pollutant runoff and flash-flooding issues on account of their highly impervious land covers. In addition, such highly developed watersheds have high-value land costs, which places premium value on facilities that are currently present. Therefore, preservation of onsite stormwater assets is desirable, especially when the preservation pertains to a multi-purpose facility that has high pollutant removal efficiency coupled with flood control capability.

WP0323 is a valuable onsite asset and any measurable impact to the facility would degrade water quality treatment and diminish channel protection ability and flood control. Therefore, any impacts to the stormwater management pond would require a retrofit and reconstruction of the pond, which would necessitate the acquisition of a portion of 1939 Roland Clarke Place (shown in Figure 10; see Figure 9 for location of this property in relation to the alignment) at a property cost of approximately \$1 million.<sup>16</sup>

Soil borings and other geotechnical testing would also be required to assess the strength and suitability of the soil under the pond to support structures on the surface with or without additional assistance from footings, piers, and other aids. Locating the roadway upon this unconventional base would require additional design and construction measures that would be above the costs for a typical roadway.

Although Alternative 6E-Modified would avoid impact to Section 4(f) resources, it is not prudent because it 1) would result in additional construction, maintenance, or operational costs (cost of replacing parking spaces alongside and behind 11600 Sunrise Valley Drive; cost of constructing a new loading dock and ADA ramp to the building or perhaps the cost of acquiring the parcel including the building; cost of mitigation for the impacted stormwater management pond; and cost of replacing the impacted recreational facilities); 2) would cause other unique problems or

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<sup>16</sup> The cost estimated for 1939 Roland Clarke Place is for the land right necessary as a "Cost to cure" mitigation of the impacted stormwater management facility. This estimate does not include construction or engineering cost.



unusual factors (impacts to an important stormwater management pond); 3) would result in operational problems as well as in safety concerns for drivers, bicyclists, and pedestrians due to substandard spacing between adjacent intersections; and 4) may have constructability issues due to the unknown suitability of the soil under the pond to support roadway structures. Alternative 6E-Modified is therefore not feasible and prudent because it causes other severe problems of a magnitude that substantially outweighs the importance of protecting the Section 4(f) properties.

**c. Avoidance Analysis Conclusion**

Based on the evaluation presented in this section, there is no feasible and prudent avoidance alternative to the use of land from the Association Drive Historic District.

**VI. LEAST OVERALL HARM**

Pursuant to 23 C.F.R. § 774.3(c), if the avoidance analysis determines that there is no feasible and prudent avoidance alternative, then FHWA may approve, from the remaining alternatives that use Section 4(f) property, only the alternative that causes the least overall harm in light of Section 4(f)'s preservation purpose.

There are seven factors to be considered in identifying the alternative that would cause the least overall harm (23 C.F.R. § 774.3(c)(1):

- i. The ability to mitigate adverse impacts to each Section 4(f) property (including any measures that result in benefits to the property);
- ii. The relative severity of the remaining harm, after mitigation, to the protected activities, attributes, or features that qualify each Section 4(f) property for protection;
- iii. The relative significance of each Section 4(f) property;
- iv. The views of the official(s) with jurisdiction over each Section 4(f) property;
- v. The degree to which each alternative meets the purpose and need for the project;
- vi. After reasonable mitigation, the magnitude of any adverse impacts to resources not protected by Section 4(f); and
- vii. Substantial differences in costs among the alternatives.

**Table 3** presents a comparison of Alternatives 1 and 2 by each factor. Alternatives 1 and 2 are the alternatives that cause the least overall harm to the Association Drive Historic District. Specifically, the effects on the district would be mitigated and the harm would be minimized through implementation of the mitigation measures in the Section 106 Memorandum of Agreement; the official with jurisdiction has not objected to the project and has agreed with the mitigation measures; the purpose and need is met; and the magnitude of effects to properties not protected by Section 4(f) is minor. In accordance with FHWA's Section 4(f) Policy Paper<sup>17</sup>, if the assessment of overall harm finds that two or more alternatives are substantially equal, then FHWA can approve any of those alternatives. Therefore, for this project, FHWA may approve either Alternative 1 or Alternative 2

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<sup>17</sup> <https://www.environment.fhwa.dot.gov/legislation/section4f/4fpolicy.pdf>

**Table 3. Least Overall Harm Analysis**

Factors for Evaluation of Least Overall Harm per 23 C.F.R. § 774.3(c)(1)							
Alternative	i. The ability to mitigate adverse impacts to each Section 4(f) property (including any measures that result in benefits to the property)	ii. The relative severity of the remaining harm, after mitigation, to the protected activities, attributes, or features that qualify each Section 4(f) property for protection	iii. The relative significance of each Section 4(f) property	iv. The views of the official(s) with jurisdiction over each Section 4(f) property	v. The degree to which each alternative meets the purpose and need for the project	vi. After reasonable mitigation, the magnitude of any adverse impacts to properties not protected by Section 4(f)	vii. Substantial differences in costs among the alternatives
No-Build	No Section 4(f) property used.	No harm.	No Section 4(f) property used.	In addition to the Section 106 consultation that is described above, DHR (official with jurisdiction) had the opportunity to provide comments on the Draft Section 4(f) Evaluation.	Does not meet purpose and need.	No adverse impacts.	No costs.
Alternative 1	A MOA in accordance with Section 106 has been developed and is included in Attachment 2.	Implementation of the Section 106 MOA would minimize harm and resolve the adverse effects to the Association Drive Historic District.	Only one Section 4(f) property so no relative significance comparison is necessary.	In addition to the Section 106 consultation that is described above, DHR (official with jurisdiction) had the opportunity to provide comments on the Draft Section 4(f) Evaluation.	Meets purpose and need.	Impacts to surface parking behind 11600 Sunrise Valley Drive.	No substantial difference in cost between Alternative 1 and Alternative 2.
Alternative 2	A MOA in accordance with Section 106 has been developed and is included in Attachment 2.	Implementation of the Section 106 MOA would minimize harm and resolve the adverse effects to the Association Drive Historic District.	Only one Section 4(f) property so no relative significance comparison is necessary.	In addition to the Section 106 consultation that is described above, DHR (official with jurisdiction) had the opportunity to provide comments on the Draft Section 4(f) Evaluation.	Meets purpose and need.	Impacts to surface parking behind 11600 Sunrise Valley Drive.	No substantial difference in cost between Alternative 1 and Alternative 2.

The Fairfax County Board of Supervisors (BOS) selected Alternative 1 as the Locally Preferred Alternative (LPA) at its monthly board meeting on September 13, 2022. The potential environmental consequences of Alternatives 1 and 2 are similar given that they differ only in the northern portion of the corridor; however, an important consideration in selecting the LPA was the impact to the natural gas transmission lines owned by Williams Gas Pipeline (WGP)-Transco in this northern portion. Alternative 1 was selected due to the magnitude of WGP pipeline mitigation costs, constructability issues, scheduling considerations, and parking impacts. The record of the BOS resolution is provided in **Attachment 1**.

**Environmental Justice**

Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations”, states that each Federal agency “shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations.”

Accordingly, demographic data for Fairfax County were analyzed to determine whether the Build Alternatives would have disproportionately high and adverse human health or environmental effects on minority and low-income populations. As defined in FHWA Order 6640.23A, minority populations include citizens or lawful permanent residents of the US who are:

- Black: a person having origins in any of the black racial groups of Africa;
- Hispanic or Latino: a person of Mexican, Puerto Rican, Cuban, Central, or South American, or other Spanish culture or origin, regardless of race;
- Asian American: a person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent;
- American Indian and Alaskan Native: a person having origins in any of the original people of North America or South America (including Central America) and who maintains cultural identification through tribal affiliation or community recognition; or
- Native Hawaiian and Other Pacific Islander: a person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands.

**Table 4** provides demographic data for Fairfax County and the two Census tracts within which the project corridor lies. The minority data for the two Census tracts were acquired from the American Community Survey (ACS) 2015-2019 5-Year Estimates. As shown in Table 4, both Census tracts have percentages of minority populations lower than the County as a whole.

**Table 4. Demographic Data in 2018**

Location	Total Population	Minorities (%)	Median Household Income	Total Limited English Proficiency (%)*	Age 65 and Over (%)
Fairfax County	1,145,862	564,444 (49.3%)	\$124,831	159,554 (14.9%)	149,923 (13.1%)
Census Tract 4822.02	4,140	1,242 (30.0%)	\$121,023	466 (12.1%)	975 (23.6%)
Census Tract 4823.01	4,767	1,371 (28.8%)	\$137,396	343 (7.69%)	1,017 (21.3%)

Source: US Census Bureau: 2015-2019 American Community Survey.

\*Based on the population aged 5 years and over.

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The Council on Environmental Quality's *Environmental Justice Guidance Under the National Environmental Policy Act* indicates that a minority population should be considered present when: (a) the minority population of the census block group exceeds 50 percent of total study area population or (b) the minority population percentage in the affected area is "meaningfully greater" than the minority population percentage in the general population or other appropriate unit of geographical analysis (CEQ, 1997).

For the Soapstone Connector, Fairfax County as a whole is considered the general population against which to consider whether the minority population percentage of the affected area is "meaningfully greater". As both Census tracts have percentages of minority populations lower than the County as a whole, no minority populations are present; therefore, no disproportionately high and adverse effects to minority populations would occur as a result of the project.

Low-income populations are defined as those whose median household income is below the US HHS poverty guidelines. Median household income data were acquired from the ACS 2015-2019 5-Year Estimates, *Median Income in the Past 12 Months (in 2019 Inflation-Adjusted Dollars)*. The data was compared to the HHS 2019 Poverty Guidelines (February 1, 2019) because they are both for the same year, 2019. The average household size ranges from 1.91 to 2.12 persons within the two Census tracts; therefore, the 2019 HHS poverty threshold for a family of 2, \$16,910, was used for comparison. Neither Census tract has a median household income at or below the threshold; therefore, no disproportionately high and adverse effects to low-income populations would occur as a result of the project.

The Build Alternatives would reduce congestion and travel delay on Wiehle Avenue and in the surrounding area and improve multimodal connectivity, accessibility, and mobility surrounding the Wiehle-Reston East Metrorail Station. The effects of both Build Alternatives on the local community, including minority and low-income populations, would be similar and would benefit the entire community regardless of race, color, national origin, or income.

## **VII. ALL POSSIBLE PLANNING TO MINIMIZE HARM**

"All possible planning" as defined in 23 C.F.R. § 774.17 includes all reasonable measures to minimize harm and mitigate for adverse impacts.

On February 24, 2021, the Virginia Department of Historic Resources (DHR) concurred that both Alternatives 1 and 2 for the Soapstone Connector project would have an adverse effect on the Association Drive Historic District. Accordingly, through additional coordination with Section 106 consulting parties, a Memorandum of Agreement (MOA) that includes minimization and mitigation measures has been developed to resolve adverse effects under Section 106 of the NHPA. Visual and noise intrusions to contributing elements of the Association Drive Historic District will be addressed during project design, including the potential employment of visual screening and providing DHR the opportunity to review and comment on 60% and 90% design plans to ensure that final design minimizes impacts to the historic district to the extent practicable. The minimization and mitigation measures in the executed MOA, which is included as **Attachment 2**, include the following:

- Historic American Building Survey (HABS) Recordation of Association Drive Historic District
  - Historic American Landscape Survey (HALS) Documentation of Association Drive Historic District
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- Three Wayside Markers for Association Drive Historic District
- Public History / Popular Report

## VIII. COORDINATION

- *US Department of Interior (DOI)*: The Draft Individual Section 4(f) Evaluation was submitted to DOI's Office of Environmental Compliance and Policy for review and comment. DOI provided comments in a letter dated December 9, 2020, concurring that the proposed action would have adverse effects on contributing elements of the Association Drive Historic District and that if FHWA advances Alternatives 1 and 2 in the Section 106 process, an MOA describing minimization and mitigation measures would need to be developed in consultation with the Section 106 consulting parties and the executed MOA would need to be incorporated into the Final Individual Section 4(f) Evaluation. Furthermore, it was indicated in the letter that DOI understands there are no feasible and prudent alternatives that avoid the use of Section 4(f) properties; however, concurrence or non-concurrence by DOI requires the identification of a preferred alternative.

The draft Final Individual Section 4(f) Evaluation was submitted to DOI's Office of Environmental Policy and Compliance for review and comment. In a letter dated March 27, 2023, DOI agreed that there is no feasible and prudent alternative to the "use" of land, and DOI also concurred that the selected alternative is the alternative that causes the least overall harm (see **Attachment 3**).

- *Advisory Council on Historic Preservation (ACHP)*: FHWA invited the Advisory Council on Historic Preservation on February 16, 2021, to participate in the resolution of adverse effects to the Association Drive Historic District in accordance with 36 C.F.R. § 800.6(a)(1). The Council declined on March 12, 2021, to participate in resolving adverse effects but offered technical assistance. Accordingly, a staff member participated in the consulting party meeting that was held on March 30, 2021. No comments were received from the ACHP.
  - *Official with Jurisdiction (Virginia Department of Historic Resources [DHR])*: Substantial coordination with DHR has occurred throughout this study. Coordination included efforts to determine the area of potential effects, identify historic properties within the area of potential effects, define the boundaries of the Association Drive Historic District, and develop the Section 106 MOA to resolve adverse effects to the Association Drive Historic District. The Draft Individual Section 4(f) Evaluation was submitted to DHR for review and comment, and DHR indicated on January 4, 2021, that they did not have any comments.
  - *National Park Service – Keeper of the National Register of Historic Places (Keeper)*: The Keeper was consulted on determining the eligibility and defining the boundaries of the Association Drive Historic District.
  - *Consulting Parties/Stakeholders*: Four meetings with Section 106 consulting parties and other stakeholders were held to discuss this project: on July 17, 2018; July 11, 2019; April 14, 2020; and March 30, 2021. The Draft Individual Section 4(f) Evaluation was circulated to the Section 106 consulting parties for review and comment. Those consulting parties that submitted comments within the comment period agreed with the conclusions in the Draft Section 4(f) Evaluation.
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At the March 30, 2021 consulting party meeting, input was gathered from the consulting parties on potential mitigation measures to be incorporated into the Section 106 MOA that would be used to resolve adverse effects to the Association Drive Historic District. Prior to the meeting, many of the consulting parties submitted input by way of email or letter, and during the meeting, each of the consulting party representatives was also given an opportunity to formally provide their input on potential mitigation measures. The input that was received during the meeting formed the basis of the draft MOA, which was subsequently transmitted to the consulting parties for review, and their comments were incorporated in the executed MOA that is included in Attachment 2.

- *Public:* The public had an opportunity to review and comment on the Soapstone Connector project during the EA process (public meetings were held at three milestones: scoping, alternatives development, and a location public hearing). In addition, a public meeting was held on July 19, 2018, after the completion of the *Supplemental Phase I Architectural Survey* prepared for the 10 parcels associated with the RCAEI.

On July 18, 2022, FCDOT held a virtual public information meeting to present the Revised EA, Draft Individual Section 4(f) Evaluation, and Draft Section 106 MOA. The Revised EA and associated appendices and technical reports; the public meeting presentation; and a video recording of the public meeting have been uploaded to the project website (<https://www.fairfaxcounty.gov/transportation/projects/soapstone-connector>). The public meeting summary, which includes comments and responses received at the meeting and during the comment period, is included in **Attachment 4**.

## **IX. SECTION 4(f) FINDING**

Based upon the above considerations, there is no feasible and prudent alternative to the use of land from the Association Drive Historic District and the proposed action includes all possible planning to minimize harm to the Association Drive Historic District resulting from such use. Alternative 1 fully meets the purpose and need because it will increase mobility and improve multimodal access in the vicinity of the Wiehle-Reston East Metrorail Station. The need for the Soapstone Connector was originally identified in the 2008 *Wiehle Avenue/Reston Parkway Station Access Management Plans* study, which considered the future transportation needs in the vicinity of the new Metrorail station. Alternative 1 will provide the needed pedestrian and bicycle access, enhance bus feeder service, and improve traffic operations on Wiehle Avenue and other roadways in the area surrounding the Wiehle-Reston East Metrorail Station. FHWA selects Alternative 1.

**ATTACHMENT 1**

**Fairfax County Board of Supervisors  
Endorsement of Locally Preferred Alternative  
For  
The Soapstone Connector Project  
From Sunrise Valley Drive To Sunset Hills Road,  
Reston, Virginia**



# ***CLERK'S BOARD SUMMARY***

## **REPORT OF ACTIONS OF THE FAIRFAX COUNTY BOARD OF SUPERVISORS**

**TUESDAY  
September 13, 2022**

*This does not represent a verbatim transcript of the Board Meeting and is subject to minor change. For the most up-to-date version, check the website <https://www.fairfaxcounty.gov/boardofsupervisors/board-meeting-summaries>. This document will be made available in an alternative format upon request. Please call 703-324-3151 (VOICE), 711 (TTY).*

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**16-22**

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**BV:bv**

At a regular meeting of the Board of Supervisors of Fairfax County, Virginia, held in the Board Auditorium of the Government Center at Fairfax, Virginia, on Tuesday, September 13, 2022, at 9:33 a.m., there were present:

- Chairman Jeffrey C. McKay, presiding
- Supervisor Walter Alcorn, Hunter Mill District
- Supervisor John W. Foust, Dranesville District
- Supervisor Penelope A. Gross, Mason District
- Supervisor Patrick S. Herrity, Springfield District
- Supervisor Rodney Lusk, Lee District
- Supervisor Dalia Palchik, Providence District
- Supervisor Kathy L. Smith, Sully District
- Supervisor Daniel G. Storck, Mount Vernon District
- Supervisor James Walkinshaw, Braddock District

Others present during the meeting were Bryan J. Hill, County Executive; Elizabeth Teare, County Attorney; Jill G. Cooper, Clerk for the Board of Supervisors; Dottie Steele, Chief Deputy Clerk for the Board of Supervisors; Nathaniel Strathearn, Management Analyst II, Ekua Brew-Ewool and Kecia Kendall, Deputy Clerks, and Bobby Vaught, Administrative Assistant, Department of Clerk Services.



55. **A-5 – APPROVAL OF FAIRFAX CONNECTOR JANUARY 14, 2023, SERVICE CHANGES (BRADDOCK, DRANESVILLE, HUNTER MILL, PROVIDENCE, SPRINGFIELD, AND SULLY DISTRICTS)** (1:36 p.m.)

On motion of Supervisor Alcorn, seconded by Chairman McKay, and carried by unanimous vote, the Board concurred in the recommendation of staff and approved the Fairfax Connector's January 14, 2023, service change proposals as outlined in the Proposed Service Changes Summary section of the Board Agenda Item.

56. **A-6 – AUTHORIZATION TO SIGN STANDARD PROJECT AGREEMENTS (SPAs) FOR DISTRIBUTION OF I-66 INSIDE THE BELTWAY TOLL REVENUES FOR MULTI-MODAL PROJECTS IN THE I-66 CORRIDOR (PROVIDENCE, DRANESVILLE, AND HUNTER MILL DISTRICTS)** (1:37 p.m.)

On motion of Supervisor Alcorn, jointly seconded by Supervisor Lusk and Supervisor Palchik, and carried by unanimous vote, the Board concurred in the recommendation of staff and authorized the Director of the Department of Transportation to sign the two SPAs between the County and the Northern Virginia Transportation Commission (NVTC) for distribution of I-66 Inside the Beltway toll revenues in the amount of \$3,432,850. NVTC will allocate these funds to the County to implement two projects:

- Renewal of operating funds for bus service from the Vienna Metrorail Station to the Pentagon (Route 698)
- The construction of a nearly one-mile segment of the I-66 Trail between the Nutley Street interchange at the Vienna Metrorail Station and Blake Lane

57. **A-7 – ENDORSEMENT OF LOCALLY PREFERRED ALTERNATIVE FOR THE SOAPSTONE CONNECTOR PROJECT FROM SUNRISE VALLEY DRIVE TO SUNSET HILLS ROAD (HUNTER MILL DISTRICT)** (1:37 p.m.)

On motion of Supervisor Alcorn, seconded by Chairman McKay, and carried by unanimous vote, the Board concurred in the recommendation of staff and endorsed Alternative One, as generally presented in the May 2022 Revised Environmental Assessment (EA) and August 2017 EA, as the Locally Preferred Alternative as outlined in the Background section of the Board Agenda Item.

58. **A-8 – APPROVAL OF AND AUTHORIZATION TO EXECUTE A MEMORANDUM OF AGREEMENT (MOA) FOR THE SOAPSTONE CONNECTOR PROJECT FROM SUNRISE VALLEY DRIVE TO SUNSET HILLS ROAD (HUNTER MILL DISTRICT)** (1:38 p.m.)

On motion of Supervisor Alcorn, jointly seconded by Chairman McKay and Supervisor Lusk, and carried by unanimous vote, the Board concurred in the recommendation of staff and authorized the Director of the Department of Transportation to execute the MOA with the Federal Highway Administration, the Virginia Department of Transportation, and the Virginia State Historic Preservation Officer for the Soapstone Connector Project.

59. **A-9 – RESOLUTION OF SUPPORT FOR MODIFICATIONS OF THE LIMITED ACCESS LINE AT THE INTERSECTION OF FRANCONIA-SPRINGFIELD PARKWAY AND WALKER LANE TO PROVIDE DIRECT VEHICLE AND PEDESTRIAN ACCESS (LEE DISTRICT)** (1:39 p.m.)

Supervisor Lusk moved to defer action regarding Action Item A-9, until later in the meeting following the 3:30 p.m. public hearing on RZ 2021-LE-00018 Inova Health Care Services. Chairman McKay seconded the motion and it carried by unanimous vote.

(NOTE: Later in the meeting action was taken regarding this item. See Clerk's Summary Item #72.)

60. **A-10 – APPROVAL OF A RESOLUTION TO AUTHORIZE THE EXTENSION OF TIME TO ISSUE GENERAL OBLIGATION BONDS FOR TRANSPORTATION IMPROVEMENTS** (1:40 p.m.)

- (R) Supervisor Alcorn moved that the Board concur in the recommendation of staff and adopt a resolution requesting the Circuit Court to order a two-year extension of the period for issuance of County bonds for transportation improvements authorized on November 4, 2014, from eight years to ten years. Supervisor Lusk seconded the motion.

Discussion ensued, with input from Tom Biesiadny, Director, Department of Transportation, regarding:

- Timeframes needed to complete projects
- Number of projects supported and completed by the bond referendum
- Complexity of the supported projects

The question was called on the motion and it carried by unanimous vote.

**ATTACHMENT 2**

**Memorandum Of Agreement  
Among  
The Federal Highway Administration,  
The Virginia Department Of Transportation,  
The Fairfax County Board Of Supervisors,  
and the Virginia State Historic Preservation Officer  
Regarding  
The Soapstone Connector Project  
From Sunrise Valley Drive To Sunset Hills Road,  
Reston, Virginia**

**MEMORANDUM OF AGREEMENT  
AMONG  
THE FEDERAL HIGHWAY ADMINISTRATION,  
THE VIRGINIA DEPARTMENT OF TRANSPORTATION,  
THE FAIRFAX COUNTY BOARD OF SUPERVISORS,  
AND THE VIRGINIA STATE HISTORIC PRESERVATION OFFICER  
REGARDING  
THE SOAPSTONE CONNECTOR PROJECT  
FROM SUNRISE VALLEY DRIVE TO SUNSET HILLS ROAD,  
RESTON, VIRGINIA**

**WHEREAS**, the Federal Highway Administration (FHWA) administers the Federal Aid Highway Program in Virginia through the Virginia Department of Transportation (VDOT); and

**WHEREAS**, the Fairfax County Board of Supervisors (Fairfax County) proposes to use Federal aid funds through VDOT for construction of the Soapstone Connector Project in Fairfax County (Reston), Virginia (“the Undertaking”; Department of Historic Resources [DHR] Project Review No. 2015-1168), which includes a new roadway approximately one-half mile long between Sunrise Valley Drive and Sunset Hills Road with a three-lane cross-section (one travel lane in each direction and a two-way, left-turn-only lane), on-road bicycle lanes on each side, a sidewalk on the west side, and a shared use path on the east side; and a new four-lane bridge over the Dulles Corridor, comprising VA Route 267 (Dulles Toll Road [DTR]), the Dulles International Airport Access Highway (DIAAH), and the Silver Line of the Metrorail system; and

**WHEREAS**, FHWA and DHR, which in Virginia is the State Historic Preservation Office (SHPO), are signatories to this Memorandum of Agreement (MOA) in accordance with 36 CFR § 800.6(c)(1), and FHWA has requested VDOT and Fairfax County to be invited signatories in accordance with 36 CFR § 800.6(c)(2)(iii); and

**WHEREAS**, FHWA, with assistance from VDOT and Fairfax County, has defined the purpose of the Undertaking as: to reduce congestion and travel delay at intersections along Wiehle Avenue and within the traffic analysis area; to improve multimodal connectivity to the Wiehle-Reston East Metrorail Station; and to improve accessibility and mobility to and within the area surrounding the Wiehle-Reston East Metrorail Station (Attachment A – Project Location Map); and

**WHEREAS**, FHWA has determined that providing funding to Fairfax County through VDOT for the Undertaking is an undertaking as defined in 36 C.F.R §800.16(y); and

**WHEREAS**, the Undertaking does not include outside actions undertaken by other entities, such as a demolition permit associated with private land development, unrelated to the Soapstone Connector Project; and

**WHEREAS**, FHWA, with assistance from VDOT and Fairfax County has consulted with the SHPO, pursuant to 36 CFR Part 800, the regulations implementing Section 106 of the National Historic Preservation Act (“the Act”) (54 U.S.C. § 306108); and

**WHEREAS**, Fairfax County, with assistance from VDOT, pursuant to 36 CFR § 800.4(a)(1) established the Undertaking’s Area of Potential Effects (APE) in consultation with SHPO and with acceptance of the APE by FHWA, as spanning the length of the Dulles Corridor between the two existing overpasses, Reston Parkway to the west and Wiehle Avenue to the east, and buildings immediately adjacent to the Dulles Corridor that might be visible to and from the new Soapstone Connector overpass; areas at the northern and southern termini of the new roadway to account for the presence of new traffic intersections; and areas within which ground disturbance and construction activity will occur (Attachment B – APE); and

**WHEREAS**, Fairfax County, with assistance from VDOT and with the acceptance of the results by FHWA, pursuant to 36 CFR § 800.4(b) conducted cultural resources investigations to identify historic properties within the APE and conveyed the resulting reports “Phase IA Cultural Resources Survey of the Proposed Soapstone Connector, Fairfax County, Virginia” (March 8, 2016), “Phase IB Architectural Survey of the Proposed Soapstone Connector, Fairfax County, Virginia” (October 2016), and “Soapstone Connector, Fairfax County, Virginia, Supplemental Phase I Architectural Survey” (July 2018) to SHPO and Consulting Parties for review and comment; and

**WHEREAS**, FHWA and SHPO disagreed on the National Register of Historic Places (NRHP) eligibility of the Association Drive Historic District (DHR Inventory Nos. 029-6253 through 029-6262; Attachment D – Contributing Elements) and FHWA submitted documentation to the Keeper of the NRHP (Keeper) for resolution pursuant to 36 CFR § 800.4(c)(2); and

**WHEREAS**, the Keeper issued a Determination of Eligibility on October 8, 2019, stating the Association Drive Historic District is eligible under Criterion A in the area of Community Planning and Development and meets the Criteria Consideration G for exceptional importance of a property under fifty (50) years (Attachment C – Keeper Determination of Eligibility); and

**WHEREAS**, FHWA with assistance from VDOT and Fairfax County, pursuant to 36 CFR § 800.5(d)(2) has determined, in consultation with SHPO and Consulting Parties, that the Undertaking will have an adverse effect on the Association Drive Historic District due to the demolition of 1904 Association Drive (DHR Inventory No. 029-6255), a contributing resource to the historic district, and direct and indirect impacts to its designed landscape; and

**WHEREAS**, FHWA, with assistance from VDOT and Fairfax County, has attempted to minimize the adverse effect by incorporating roadway design elements, such as screening options, to minimize visual impacts to the Association Drive Historic District; and

**WHEREAS**, FHWA pursuant to 36 CFR § 800.6(a)(1), has notified the Advisory Council on Historic Preservation (ACHP) of its adverse effect determination with the specified documentation and invited it to participate in the development of this MOA, and the ACHP has chosen not to participate in the consultation pursuant to 36 CFR § 800.6(a)(1)(iii); and

**WHEREAS**, as set forth in 36 CFR § 800.2(c) Fairfax County, with assistance from VDOT and assistance and approval by FHWA, identified the Consulting Parties included in Attachment E – Consulting Parties and invited them to participate in consultation and in the development of this MOA; and

**WHEREAS**, the public has had an opportunity to comment on the Undertaking through the community outreach program and public meeting held during the development of the November 2013 *Soapstone Connector Feasibility Study* that identified the location of the Soapstone Connector; at two public meetings and a public hearing held during the preparation of the August 2017 *Soapstone Connector Environmental Assessment*; and at a public meeting following the preparation of the July 2018 *Supplemental Phase I Architectural Survey* that was completed for the ten (10) parcels associated with the Association Drive Historic District;

**NOW, THEREFORE**, FHWA, VDOT, Fairfax County Board of Supervisors, and SHPO (each a “Signatory” or “Invited Signatory” and together “the Signatories”) agree that the Undertaking will be implemented pursuant to the following stipulations in order to take into account the effects of the Undertaking on historic properties, and that these stipulations shall govern the Undertaking and all of its parts until this MOA expires or is terminated.

### STIPULATIONS

FHWA shall ensure that the following stipulations are carried out:

#### **I. HISTORIC AMERICAN BUILDING SURVEY (HABS) RECORDATION OF ASSOCIATION DRIVE HISTORIC DISTRICT**

- A. Prior to any alteration or demolition of portions of the contributing elements of the Association Drive Historic District, Fairfax County will arrange for the preparation of Level II HABS documentation and photographic recordation of the building exteriors, character-defining interior spaces, significant architectural details, and intervening open space in accordance with the guidelines set forth in HABS Guidelines for Historical Reports (U.S. Department of the Interior 2020); HABS Guide to Field Documentation (U.S. Department of Interior 2011); HABS Guidelines, Recording Historic Structures and Sites with HABS Measured Drawings (U.S. Department of the Interior 2020); HABS/HAER/HALS Photography Guidelines (U.S. Department of the Interior 2015); and HABS/HAER Guidelines for Recording Historic Sites and Structures using Computer-Aided Drafting (CAD) (U.S. Department of the Interior n.d.).
- B. Fairfax County shall ensure that previously gathered and pertinent architectural and development design information from the *Supplemental Phase I Architectural Survey, Soapstone Connector, Fairfax County, Virginia* (July 2018) and from *The Center for Educational Associations: A Report for the Keeper of the National Register of Historic*

*Places* (August 22, 2019) will serve as a starting point of research and be incorporated into the HABS documentation as appropriate.

- C. Prior to completion of the recordation package, Fairfax County shall consult with the National Park Service (NPS) HABS Office to determine if the HABS Office will agree to serve as the repository for the original documentation. If the HABS Office agrees, Fairfax County shall revise the recordation package in accordance with any HABS Office recommendations, if any, and submit the final package for accessioning into the HABS collections at the Library of Congress. If the HABS Office declines to accept the original documentation, Fairfax County shall notify the other Signatories and Consulting Parties as expeditiously as possible to consult on identifying other appropriate repositories for the original documentation.
- D. Alteration and demolition of portions of the contributing elements of the Association Drive Historic District may commence only after the original recordation package has been approved and submitted to the HABS Office, or to other repositories identified by Fairfax County in consultation with the other Signatories and Consulting Parties. Fairfax County shall notify the other Signatories and Consulting Parties in writing when this stipulation is completed.

## **II. HISTORIC AMERICAN LANDSCAPE SURVEY (HALS) DOCUMENTATION OF ASSOCIATION DRIVE HISTORIC DISTRICT**

- A. Prior to any alteration or demolition of portions of the contributing elements of the Association Drive Historic District, Fairfax County will arrange for the preparation of Level II HALS documentation and photographic recordation of the character-defining features within the designed landscape of the Association Drive Historic District in accordance with the guidelines set forth in HALS Guidelines for Historical Reports (U.S. Department of the Interior 2005); HALS Guidelines for Drawings (U.S. Department of Interior 2005); HABS/HAER/HALS Photography Guidelines (U.S. Department of the Interior 2015); and HABS/HAER Guidelines for Recording Historic Sites and Structures using Computer-Aided Drafting (CAD) (U.S. Department of the Interior n.d.).
- B. Fairfax County shall ensure that previously gathered and pertinent landscape and development design information from the *Supplemental Phase I Architectural Survey, Soapstone Connector, Fairfax County, Virginia* (July 2018) and from *The Center for Educational Associations: A Report for the Keeper of the National Register of Historic Places* (August 22, 2019) will serve as a starting point for research and be incorporated into the HALS documentation as appropriate.
- C. Prior to completion of the recordation package, Fairfax County shall consult with the NPS HALS Office to determine if the HALS Office will agree to serve as the repository for the original documentation. If the HALS Office agrees, Fairfax County shall revise the recordation package in accordance with any HALS Office recommendations, if any, and submit the final package for accessioning into the HALS collections at the Library

of Congress. If the HALS Office declines to accept the original documentation, Fairfax County shall notify the other Signatories and Consulting Parties as expeditiously as possible to consult on identifying other appropriate repositories for the original documentation.

- D. Alteration and demolition of portions of the contributing elements of the Association Drive Historic District may commence only after the original recordation package has been approved and submitted to the HALS Office, or to other repositories identified by Fairfax County in consultation with the other Signatories and Consulting Parties. Fairfax County shall notify the other Signatories and Consulting Parties in writing when this stipulation is completed.

### **III. WAYSIDE MARKERS FOR ASSOCIATION DRIVE HISTORIC DISTRICT**

- A. Within one (1) year of execution of this MOA, Fairfax County shall consult with the other Signatories and Consulting Parties to develop plans for three (3) wayside markers to commemorate the location of the Association Drive Historic District, based on the information developed in Stipulations I and/or II.
- B. Fairfax County shall ensure that the wayside marker design parameters follow the most current version of the Fairfax County History Commission's Historical Marker Guidelines.
- C. Fairfax County shall submit the draft design, general dimensions, images, narrative content, and location of the wayside markers to the Signatories and Consulting Parties for review and comment in accordance with Stipulation VII of this MOA. Fairfax County shall address all comments received by the Signatories and Consulting Parties on the final wayside marker designs.
- D. Fairfax County shall submit the final wayside marker designs to the Fairfax County History Commission, which serves in an advisory capacity to the Fairfax County Board of Supervisors, for its approval through its normal process. The Fairfax County History Commission is under no obligation to approve the wayside marker designs; however, if it does not, FCDOT shall consult further with the Signatories and Consulting Parties to identify another suitable mitigation measure.
- E. If the wayside markers are approved by the Fairfax County History Commission, then within one (1) year of that decision, Fairfax County shall ensure that the wayside markers are installed, under permit, within VDOT right-of-way, considering any physical constraints that may be imposed by construction of the Undertaking, such as sufficient public right-of-way for installation and safe access by pedestrians to the wayside markers. Fairfax County shall notify the other Signatories and Consulting Parties in writing when this stipulation is completed.



#### **IV. PUBLIC HISTORY/ POPULAR REPORT**

Fairfax County will arrange for the preparation of a public history/popular report that would meaningfully convey the importance of the Association Drive Historic District as originally conceived and developed within the Reston planned community.

- A. The public history/popular report shall be presented in layman's terms and contain multiple illustrations, such as maps, historic aerial photographs, building photographs, and site layouts based on the technical documentation developed under Stipulations I and/or II.
- B. The public history/popular report shall be double-sided and no less than 60 pages (minimum) and no more than 150 pages (maximum).
- C. Fairfax County shall submit the draft public history/popular report to the other Signatories and Consulting Parties for review and comment in accordance with Stipulation VII of this MOA. Fairfax County shall address all comments received by the Signatories and Consulting Parties.
- D. Within four (4) months from receiving comments from the other Signatories and Consulting Parties, Fairfax County shall finalize the public history/popular report and produce fifty (50) perfect bound hard copies for dissemination in accordance with Stipulation V.

#### **V. DISSEMINATION OF INFORMATION**

Fairfax County shall ensure that digital copies of the final HABS package (Stipulation I), the final HALS package (Stipulation II), the wayside markers (Stipulation III), and the public history/popular report (Stipulation IV) will be provided to the following local and regional entities for their administrative files and made available to the public for informational and research purposes, as appropriate.

- A. Virginia Department of Historic Resources (DHR); Fairfax County shall also provide to DHR one (1) bound archival hard copy of all documentation materials.
- B. Fairfax County Department of Planning and Development (DPD)
- C. Reston Historic Trust & Museum (RHT)
- D. Virginia Room in the City of Fairfax Regional Library
- E. Reston Regional Library

## **VI. PROFESSIONAL STANDARDS**

Fairfax County shall ensure that all cultural resources work performed pursuant to this MOA is carried out by or under the direct supervision of personnel who meet or exceed the *Secretary of the Interior's Professional Qualifications Standards* (48 FR 44739) for Architectural History or Historic Architect for Stipulation I, Historic Landscape Architect or Landscape Architect for Stipulation II, and History or Architectural History for Stipulations III and IV.

## **VII. DOCUMENT AND DELIVERABLE REVIEW**

- A. Throughout the term of this MOA, Fairfax County shall provide the other Signatories and Consulting Parties with opportunities to review and comment on the reports and other products stipulated in this MOA. Review periods shall encompass a time frame not to exceed thirty (30) calendar days from the date that each Signatory or Consulting Party receives the item for review, unless otherwise specified in this MOA.
- B. If a request for additional information from the other Signatories or Consulting Parties is received, Fairfax County shall provide this information as soon as possible.
- C. The other Signatories and Consulting Parties shall provide comments to Fairfax County regarding any document or product submitted pursuant to this MOA as promptly as possible, but not to exceed thirty (30) calendar days from the date of receipt.
- D. If the other Signatories or Consulting Parties do not submit comments in writing within thirty (30) calendar days of the receipt of any such submissions, Fairfax County may assume the non-responding party(ies) have no comment.
- E. Fairfax County shall incorporate those comments received from the other Signatories and Consulting Parties within the thirty (30)-calendar day review period into the final documentation or product, or otherwise address in writing why the comments were not incorporated.

## **VIII. UNANTICIPATED DISCOVERIES**

- A. In the event that a previously unidentified archaeological resource is discovered during activities associated with implementation of the Undertaking, Fairfax County shall make every best effort to request that the contractor halt all construction work involving subsurface disturbance in the area of the discovery and within 100 feet of the area of the discovery where additional subsurface archaeological artifacts and/or features can reasonably be expected to occur. Work in all other areas of the Undertaking may continue.
- B. Fairfax County shall notify FHWA, VDOT, SHPO, and Consulting Parties within two (2) working days of the unanticipated discovery. In the case of unanticipated discovery of prehistoric or historic Native American sites, FHWA shall notify appropriate federally recognized Indian tribes and Indian tribes recognized by the Commonwealth

of Virginia (“Virginia Indian tribes”) that might attach religious and cultural significance to the affected property within two (2) working days of the discovery.

- C. In the event of unanticipated discoveries, Fairfax County shall ensure that an archaeologist meeting the *Secretary of the Interior’s Professional Qualifications Standards* (48 FR 44739) investigates the work site and the resource. Fairfax County shall consult with the FHWA, VDOT, SHPO, and Consulting Parties regarding the NRHP eligibility of the resource (36 C.F.R. § 60.4). FHWA shall consult with the appropriate federally recognized Indian tribes and appropriate Virginia Indian tribes regarding the NRHP eligibility of the resource as appropriate.
- D. If, after consultation with FHWA, VDOT, SHPO, Consulting Parties, appropriate federally recognized Indian tribes, and appropriate Virginia Indian tribes, Fairfax County determines that the discovery is not eligible for NRHP listing, then Fairfax County shall submit the listing determination to FHWA, VDOT, SHPO, and the Consulting Parties for concurrence. FHWA shall consult directly with the appropriate federally recognized Indian tribes and appropriate Virginia Indian tribes regarding Fairfax County’s eligibility determination. FHWA, VDOT, SHPO, Consulting Parties, appropriate federally recognized Indian tribes, and appropriate Virginia Indian tribes shall respond within five (5) working days of receipt of the determination that the discovery is not eligible for listing on the NRHP with any objections to the determination. If no objections are made by FHWA, VDOT, SHPO, Consulting Parties, appropriate federally recognized Indian tribes, and appropriate Virginia Indian tribes within five (5) working days of submission, then Fairfax County may resume its work in the area of the unanticipated discovery.
- E. If, after consultation with FHWA, VDOT, SHPO, Consulting Parties, appropriate federally recognized Indian tribes, and appropriate Virginia Indian tribes, Fairfax County determines that the discovery is eligible for NRHP listing, then it shall develop a proposed treatment plan to resolve any adverse effects to the discovery. Fairfax County must submit the NRHP eligibility determination and proposed treatment plan to FHWA, VDOT, SHPO, and the Consulting Parties for concurrence. FHWA shall provide the eligibility determination and proposed treatment plan to the appropriate federally recognized Indian tribes and appropriate Virginia Indian tribes for concurrence. FHWA, VDOT, SHPO, Consulting Parties, appropriate federally recognized Indian tribes, and appropriate Virginia Indian tribes shall respond within five (5) working days of receipt of the Fairfax County’s determination of NRHP eligibility of the discovery and proposed treatment plan. If no comments are received from FHWA, VDOT, SHPO, Consulting Parties, appropriate federally recognized Indian tribes, and appropriate Virginia Indian tribes within five (5) working days, Fairfax County may assume the non-responding party has no objection to the determination or treatment plan. Fairfax County shall take into account the recommendations of FHWA, VDOT, SHPO, Consulting Parties, appropriate federally recognized Indian tribes, and appropriate Virginia Indian tribes regarding NRHP eligibility of the resource and the proposed treatment plan, and then carry out the treatment plan.

- F. Fairfax County shall make every best effort to request that work within the area of a discovery eligible for inclusion on the NRHP not proceed until an appropriate treatment plan is developed and implemented.

## **IX. TREATMENT OF HUMAN REMAINS**

- A. Fairfax County shall make every best effort to request that during the Undertaking the contractor avoid disturbing gravesites, including those containing Native American human remains and associated funerary artifacts. Fairfax County shall treat all such gravesites in a manner consistent with the ACHP “Policy Statement Regarding Treatment of Burial Sites, Human Remains and Funerary Objects” (February 23, 2007) or most current version.
- B. Human remains and associated funerary objects encountered during implementation of the Undertaking shall be treated in a manner consistent with the provisions of the Virginia Antiquities Act, Section 10.1-2305 of the Code of Virginia and its implementing regulations, 17 VAC5-20, and the Native American Graves Protection and Repatriation Act (25 U.S.C. § 3001 et seq.) and its implementing regulations, 36 C.F.R. Part 10. In accordance with the regulations stated above, Fairfax County may obtain a permit from the SHPO for the archaeological removal of human remains should removal be necessary.
- C. In the event that the human remains encountered during the Undertaking are likely to be of Native American origin, whether prehistoric or historic, Fairfax County shall make every best effort to immediately notify FHWA who will immediately contact appropriate federally recognized Indian tribes and appropriate Virginia Indian tribes. Fairfax County shall determine the appropriate treatment of Native American human remains and associated funerary objects in consultation with the appropriate Virginia Indian tribes and any federally recognized Indian tribes with interest in the area. Fairfax County shall make all reasonable efforts to ensure that the general public is excluded from viewing any Native American gravesites and associated funerary objects discovered during the Undertaking. The Signatories and Consulting Parties to this Agreement shall release no photographs of any Native American gravesites or associated funerary objects discovered during the Undertaking to the press or to the general public.

## **X. GENERAL PROVISIONS**

### **A. Dispute Resolution**

Should any Signatory or Consulting Party to this MOA object in writing at any time to any action proposed or the manner in which the terms of this MOA are implemented, FHWA shall consult with such party to resolve the objection. If FHWA determines that such objection cannot be resolved, FHWA will:

1. Forward all documentation relevant to the dispute, including FHWA's proposed resolution, to the ACHP. The ACHP shall provide FHWA with its advice on the resolution of the objection within thirty (30) calendar days of receiving adequate documentation. Prior to reaching a final decision on the dispute, FHWA shall prepare a written response that takes into account any timely advice or comments regarding the dispute from the ACHP and Signatories and provide them with a copy of this written response. FHWA will then proceed according to its final decision.
2. If the ACHP does not provide its advice regarding the dispute within the thirty (30)-calendar day time period, FHWA may make a final decision on the dispute and proceed accordingly. Prior to reaching such a final decision, FHWA shall prepare a written response that takes into account any timely comments regarding the dispute from the Signatories to the MOA, and provide them and the ACHP with a copy of such written response.
3. FHWA's responsibility to carry out all other actions subject to the terms of this MOA that are not the subject of the dispute remain unchanged.
4. At any time during the implementation of the measures stipulated in this MOA, should a member of the public object in writing to FHWA or Fairfax County regarding the manner in which the measures stipulated in this MOA are being implemented, FHWA shall notify the Signatories and consult with the objector to resolve the objection.

#### B. Amendments

This MOA may be amended when such an amendment is agreed to in writing by all Signatories. The provisions of 36 CFR § 800.6(c)(7) shall govern the execution of any amendment. The amendment will be effective on the date a copy is signed by all of the Signatories and is filed with ACHP.

#### C. Termination

1. If any Signatory to this MOA determines that its term will not or cannot be carried out, that party shall immediately consult with the other Signatories to attempt to develop an amendment per Stipulation X.B above. If within thirty (30) calendar days (or another time period agreed to by all Signatories) an amendment cannot be reached, any Signatory may terminate the MOA upon written notice to the other Signatories.
2. Once the MOA is terminated, and prior to work continuing on the Undertaking, FHWA must either (a) execute an MOA pursuant to 36 CFR § 800.6 or (b) request, take into account, and respond to the comments of the ACHP under 36 CFR § 800.7. FHWA shall notify the Signatories as to the course of action it will pursue.

3. If FHWA or Fairfax County decide that they will not proceed with the Undertaking, they may so notify the other Signatories and Consulting Parties to this MOA and this MOA shall become null and void.
4. In the event this MOA is terminated or rendered null and void, Fairfax County shall submit to SHPO and FHWA a technical report on the results of any archaeological investigations conducted prior to and including the date of termination, and shall ensure that any associated collections and records recovered are curated in accordance with 36 C.F.R. Part 79 unless an alternative arrangement is made.

**D. Duration**

1. The date of execution of this MOA shall be the date the last Signatory signs the MOA.
2. Unless terminated pursuant to Stipulation X.C, this MOA shall be in effect for three (3) years from the date of its execution. FHWA shall provide the Signatories with written notice of its determination when the terms of the MOA have been fulfilled. Upon this determination, the MOA shall have no further force or effect. At any time in the six (6)-month period prior to such date, FHWA may request that the Signatories consider an extension of this MOA pursuant to the amendment procedures in Stipulation X.B, above. This MOA shall be null and void if its terms are not carried out within three (3) years from the date of its execution unless the Signatories agree in writing to an extension for carrying out its terms.

**E. Anti-Deficiency Act**

The Signatories acknowledge and agree that their respective obligations to fulfill financial obligations of any kind pursuant to any and all provisions of this MOA, or any obligations of any kind pursuant to any and all provisions of this MOA, are and shall remain subject to the provisions of the federal Anti-Deficiency Act, 31 U.S.C. §§ 1341, 1342, 1349, 1351, as the forgoing statute is applicable and as it may be amended from time to time, regardless of whether a particular obligation has been expressly so conditioned.

**XI. NO WAIVER OF SOVEREIGN IMMUNITY**

Nothing herein shall be considered as a waiver of the sovereign immunity of Fairfax County.

**XII. NO PERSONAL LIABILITY**

Nothing herein shall be considered to create any personal liability on behalf of any official, employee, agent, or representative of Fairfax County.

### **XIII. NO RIGHTS IN THIRD PARTIES**

The Signatories agree that no provision of this MOA shall create in the public, or in any person or entity other than the Signatories, any right as a third party beneficiary hereunder, or authorize any person or entity, not a party hereto, to maintain any action for personal injury, property damage, or breach of contract pursuant to the terms of this MOA or otherwise.

### **XIV. TERMINATION FOR NON-APPROPRIATION**

Funding by Fairfax County for the Undertaking shall be subject to annual appropriation or other lawful appropriation by the Board of Supervisors. Nothing in this MOA shall require or obligate the County to commit or obligate funds to the Undertaking beyond those funds that have been already duly authorized and appropriated by the Board of Supervisors. In the event sufficient funds shall not be appropriated in the future that may lawfully be applied to Fairfax County's financial obligations towards the Undertaking, Fairfax County may terminate this MOA.

### **XV. MOA ELECTRONIC COPIES**

Within ten (10) business days of the last signature on this MOA, FHWA shall provide each Signatory with one electronic copy of the fully executed MOA, inclusive of attachments and integrated into a single document, if feasible. If the electronic copy is too large to send by email, FHWA shall provide each Signatory with a copy of this MOA as described above, on a compact disc or other suitable, electronic means.

### **XVI. EXECUTION**

This MOA may be executed in counterparts, with a separate page for each Signatory. Separate pages may also be provided for each Consulting Party. FHWA shall ensure that each Signatory and Consulting Party is provided with a copy of the fully executed MOA.

Execution of this MOA by FHWA, VDOT, Fairfax County, and SHPO, and its submission to the ACHP in accordance with 36 C.F.R. §800.6(b)(1)(iv) shall, pursuant to 36 C.F.R. §800.6(c), be considered to be an agreement with the ACHP for the purposes of Section 110(1) of the National Historic Preservation Act (54 U.S.C. § 306108). Execution and submission of this MOA, and implementation of its terms, evidence that the FHWA has afforded the ACHP an opportunity to comment on the proposed Undertaking and its potential effects on historic properties, and that FHWA has taken into account the potential effects of the Undertaking on historic properties.

**SIGNATURES FOLLOW ON SEPARATE PAGES**

**SIGNATURE PAGE  
MEMORANDUM OF AGREEMENT  
REGARDING  
THE SOAPSTONE CONNECTOR PROJECT  
FROM SUNRISE VALLEY DRIVE TO SUNSET HILLS ROAD,  
RESTON, VIRGINIA**

**SIGNATORY**

**FEDERAL HIGHWAY ADMINISTRATION**

By: ERIC GABRIEL ROTHERMEL Digitally signed by ERIC GABRIEL ROTHERMEL  
Date: 2022.10.14 16:03:14 -04'00'

Date: 10/14/2022

**Thomas Nelson, Jr., P.E.**  
Division Administrator  
Federal Highway Administration



**SIGNATURE PAGE  
MEMORANDUM OF AGREEMENT  
REGARDING  
THE SOAPSTONE CONNECTOR PROJECT  
FROM SUNRISE VALLEY DRIVE TO SUNSET HILLS ROAD,  
RESTON, VIRGINIA**

**INVITED SIGNATORY**

**VIRGINIA DEPARTMENT OF TRANSPORTATION**

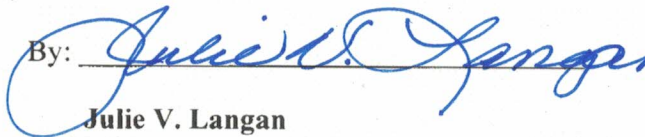
By:  Date: 10/11/2022

**Chris Swanson, P.E.**  
Environmental Director, Virginia Department of Transportation

**SIGNATURE PAGE  
MEMORANDUM OF AGREEMENT  
REGARDING  
THE SOAPSTONE CONNECTOR PROJECT  
FROM SUNRISE VALLEY DRIVE TO SUNSET HILLS ROAD,  
RESTON, VIRGINIA**

**SIGNATORY**

**VIRGINIA STATE HISTORIC PRESERVATION OFFICER**

By:  Date: 10/21/2022  
**Julie V. Langan**  
Director, Department of Historic Resources

**SIGNATURE PAGE  
MEMORANDUM OF AGREEMENT  
REGARDING  
THE SOAPSTONE CONNECTOR PROJECT  
FROM SUNRISE VALLEY DRIVE TO SUNSET HILLS ROAD,  
RESTON, VIRGINIA**

**INVITED SIGNATORY**

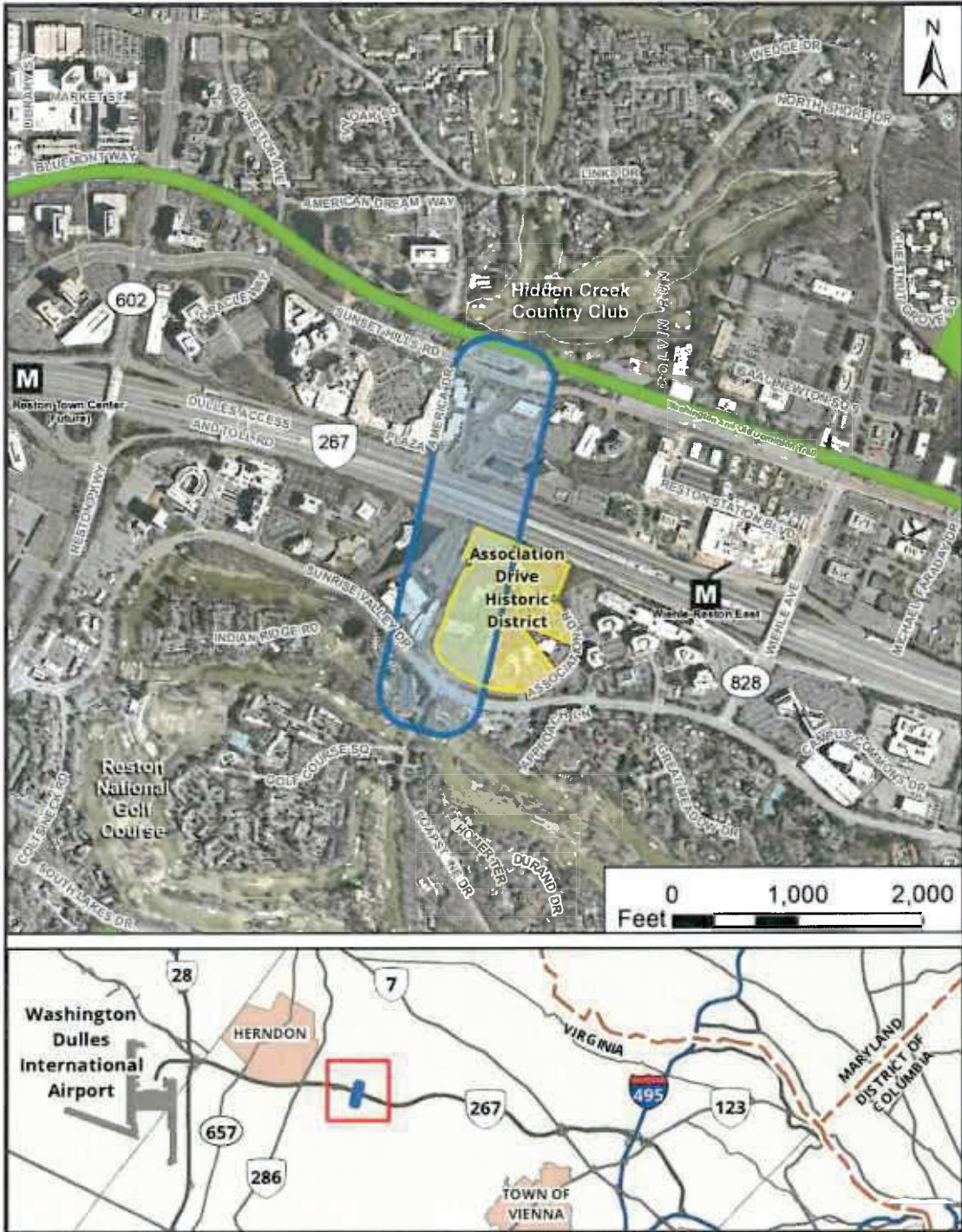
**FAIRFAX COUNTY BOARD OF SUPERVISORS**

By:  Date: 9/19/22

**Tom Biesiadny**  
Director, Fairfax County Department of Transportation

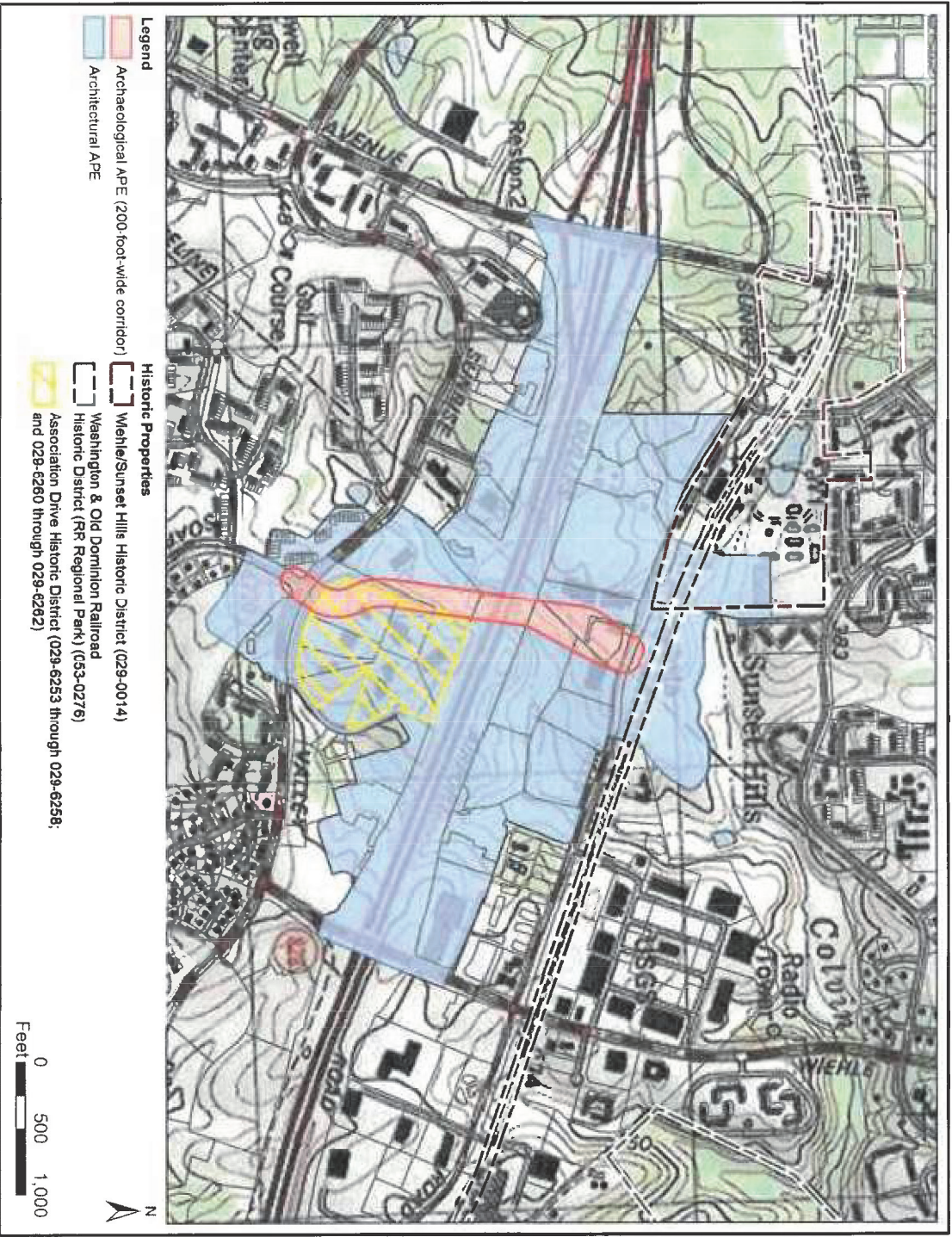
**Attachment A**  
**Project Location Map**  
**Soapstone Connector Project**

MEMORANDUM OF AGREEMENT  
SOAPSTONE CONNECTOR PROJECT



**Attachment B**  
**Area of Potential Effects (APE)**  
**Soapstone Connector Project**

MEMORANDUM OF AGREEMENT  
SOAPSTONE CONNECTOR PROJECT



**Attachment C**  
**Keeper of the National Register of Historic Places**  
**Determination of Eligibility for the Association Drive Historic District**  
**October 8, 2019**  
**Soapstone Connector Project**





**United States Department of the Interior**

NATIONAL PARK SERVICE  
1849 C Street, N.W.  
Washington, DC 20240



IN REPLY REFER TO:

**DETERMINATION OF ELIGIBILITY NOTIFICATION**

National Register of Historic Places  
National Park Service

Name of Property: Reston Center for Associations and Educational Institutions (RCAEI)  
Soapstone Connector Project

Location: Association Drive, Reston State: VA

Request submitted by: John Simkins  
Planning and Environment Team Leader  
USDOT/FHWA Virginia Division  
400 North 8<sup>th</sup> St., Room 750  
Richmond, VA

Date received: 6/7/2019 Additional information received: 8/27/2019

Opinion of the State Historic Preservation Officer:

Eligible     Not Eligible     No Response     Need More Information

Comments:

The Secretary of the Interior has determined that this property is:

Eligible     Not Eligible     Need More Information

  
\_\_\_\_\_  
For Keeper of the National Register

10.8.2019

Date

Comments:

The position of the DOT is that the RCAEI is not eligible for inclusion in the National Register because it does not satisfy Criteria Consideration G for properties achieving significance within the last fifty years. The position of the SHPO is that the property meets Criteria Consideration G as an exceptional surviving example of contemporary planning principles within the broader New Town development plan for Reston (Criterion A). The Fairfax County Architectural Review Board's (ARB) opinion is that the RCAEI meets both Criteria A & C and that it satisfies the Criteria Consideration G threshold.

The Keeper of the National Register concurs with the SHPO that the RCAEI is eligible under Criterion A, in the area of Community Planning and Development. The information provided by the ARB provides the necessary context in which to evaluate the exceptional importance of the RCAEI within the context of the overall Reston development. The Keeper disagrees with the ARB's conclusion that the RCAEI meets the Criteria Consideration for exceptional importance under Criterion C, and finds that there is insufficient information to evaluate the ARB's contention that the group of associations has significance in Education.

Reston is a well-documented and studied example of New Town planning. The National Register has previously recognized the Lake Anne development, the first executed development of the Reston plan, as significant at the national level in part for its role in the history of planning. No in-depth evaluation of the entire Reston plan has yet been undertaken, but it is already established that the Reston "New Town" plan is a significant component of our nation's planning history. Working under this evaluation – that Reston as a whole is significant – it becomes a challenge when evaluating component part of the plan in the face of the plan's evolution over time and the changing nature of the area, in particular along the Dulles Access road.

As noted before in our initial comments, "industrial nodes" were a significant, and in some ways defining, aspect of the original Simon plan. Even with the adjustment to the original plan caused by the County's insistence that all such "industrial nodes" be located along the Dulles Access road corridor, the planning concept of having small work centers included within the larger residential area remained true to Simon's vision. The initial industrial area was created on the north side of the access road. The RCAEI was among the later developments south of the access road. The Dulles Access road itself stood as a barrier between the north and south halves of Reston, since there was little access across it. The two halves of the town developed almost independently.

While the RCAEI was not the first industrial development south of the access road, it remains the only one that retains its original design. The plan within a plan as represented in the Vosbeck Vosbeck Kendrick Redinger (VVKR) master plan for the RCAEI is intact. The original concept

MEMORANDUM OF AGREEMENT  
SOAPSTONE CONNECTOR PROJECT

was executed, albeit over a ten year period, and has remained unchanged since its inception. Few aspects of the "industrial corridor" along either side of the Dulles Access road otherwise remain intact either as conceptualized or as built. The RCAEI is a rare survivor within the industrial development context of the Reston plan; as such it is an exceptionally important component of the overall Reston town plan. It is eligible for listing in the National Register under Criterion A.

**Attachment D**  
**Contributing Elements of the Association Drive Historic District**  
**Soapstone Connector Project**

**Contributing Elements of the Association Drive Historic District**

VIRGINIA DEPARTMENT OF HISTORIC RESOURCES (DHR) RESOURCE NO.	HISTORIC NAME	ADDRESS
029-6253	American Association for Health, Physical Education, and Recreation	1900 Association Drive
029-6254	American Medical Student Association	1902 Association Drive
029-6255	National Association of Secondary School Principals	1904 Association Drive
029-6256	National Council of Teachers of Mathematics	1906 Association Drive
029-6257	Distributive Education Clubs of America	1908 Association Drive
029-6258	Future Homemakers of America	1910 Association Drive
029-6260	National Business Education Association	1914 Association Drive
029-6261	National Art Education Association	1916 Association Drive
029-6262	The Council for Exceptional Children	1920 Association Drive



**Attachment E**  
**Consulting Parties**  
**Soapstone Connector Project**

MEMORANDUM OF AGREEMENT  
SOAPSTONE CONNECTOR PROJECT

AFFILIATION	NAME
Society of Health and Physical Educators (SHAPE) America 1900 Association Drive	Nori Jones Represented by Joseph Mezzanotte, Whiteford Taylor Preston LLC
National Association of Secondary School Principals (NASSP) 1904 Association Drive	Ronn Nozoe Dennis Sadler
National Council of Teachers of Mathematics (NCTM) 1906 Association Drive	Ken Krehbiel Represented by Joseph Mezzanotte, Whiteford Taylor Preston LLC
Future Business Leaders of America (FLBA) Phi Beta Lambda, Inc. 1912 Association Drive	Elena Daly Alex Graham
1914 LLC 1914 Association Drive	Patty Brown
Richard B. Wirthlin Family, LLC 1920 Association Drive	Joel A. White
American Institute of Architects – Northern Virginia Chapter (AIA NOVA)	T.J. Meehan
BDC Sunrise Valley LLC (11600 Sunrise Valley Drive)	Charles Hathaway Terra Weirich (Bernstein Management Corporation) Represented by Michael Coughlin, Walsh, Colucci, Lubeley & Walsh, P.C.
Center for Educational Association	Ken Krehbiel Represented by Jeffrey Huber, Walton & Adams, P.C.
Fairfax County Architectural Review Board (ARB)	John A. Burns Jason Zellman
Fairfax County Department of Planning and Development, Heritage Resources and Plan Development	Laura Arseneau Barbara Byron Denice Dressel
Fairfax County History Commission	Cheryl-Ann Repetti Jordan Tannenbaum
Foulger-Pratt Development, LLC	Michael Abrams Represented by Scott Adams, McGuireWoods, LLP

**ATTACHMENT 3**

**US Department of the Interior Office of Environmental Policy and Compliance  
Comment Letter Regarding  
The Soapstone Connector Project  
From Sunrise Valley Drive To Sunset Hills Road,  
Reston, Virginia**





# United States Department of the Interior

Office of the Secretary  
Washington, D.C. 20240

March 27, 2023

IN REPLY REFER TO:  
ER 20/0457

4111

*Via Electronic Mail Only*

John Simkins  
400 North 8th Street, Suite 750  
Richmond, VA 23219

Subject: Final Section 4(f) Evaluation, Soapstone Connector Project, Sunrise Valley Drive and Sunset Hills Road Reston, Fairfax County, Virginia

Dear John Simkins:

The U.S. Department of the Interior (Department) has reviewed the Soapstone Connector Final Section 4(f) Evaluation prepared by The Federal Highway Administration (FHWA) and submits the following comments prepared in compliance with Section 4(f) of the U.S. Department of Transportation (USDOT) Act of 1966, which is codified at 49 U.S.C. § 303 and 23 U.S.C. § 138, with implementing regulations at 23 CFR §774.

The Department understands that the proposed action entails construction of the Soapstone Connector between Sunrise Valley Drive and Sunset Hills Road in Reston, Virginia. The project is located within Association Drive Historic District, which is the Section 4(f) resource analyzed in this evaluation. The purpose of this project is to improve traffic congestion and expand multimodal connectivity within this corridor. An Environmental Assessment (EA) was prepared for the proposed action pursuant to the National Environmental Policy Act and it was approved by FHWA for public availability on August 16, 2017. The Department did not provide comments on that document.

In October of 2020, a Draft Section 4(f) Evaluation was prepared and released for public comment. After which FHWA prepared a Revised EA in May 2022. The Fairfax County Board of Supervisors (BOS) selected Alternative 1 as the Locally Preferred Alternative on September 13, 2022. During this time, additional consultation as part of the Section 106 process of the National Historic Preservation Act (NHPA) (54 U.S.C. § 306108) was conducted along with the development and execution of a Section 106 Memorandum of Agreement (MOA) on October 14, 2022. The Final Section 4(f) Evaluation was then prepared identifying Alternative 1 as the Selected Alternative.

Alternative 1 would use approximately 0.96 acres of the Association Drive Historic District. The building at 1904 Association Drive, a contributing element to the historic district, would be removed and the alternatives would bisect the 4.23-acre parcel, leaving 0.34-acre on the west side and 2.93 acres on the east side. To that end, the Department agrees with the statement in the Final Section 4(f) Evaluation that the proposed action would have adverse effects on contributing elements of the Association Drive Historic District. The minimization and mitigation measures that are detailed in the executed MOA are incorporated into this Final Section 4(f) Evaluation.

The Department agrees that there is no feasible and prudent alternative, as defined in 23 CFR 774.17, to the “use” of land from the proposed roadway improvements at this location. We also concur that the Selected Alternative, as described, is the alternative that causes the least overall harm.

Thank you for the opportunity to review and provide comments on this project. For continued coordination with the Department, please contact Tammy Stidham, Deputy Associate Area Director, National Park Service (NPS) Lands and Planning, at [Tammy\\_Stidham@nps.gov](mailto:Tammy_Stidham@nps.gov).

Sincerely,

Stephen G. Tryon  
Director  
Office of Environmental Policy and Compliance

To: [John.Simkins@dot.gov](mailto:John.Simkins@dot.gov)  
cc: ROE, Philadelphia, PA  
NPS-Tammy Stidham, [Tammy\\_Stidham@nps.gov](mailto:Tammy_Stidham@nps.gov)  
NPS- Roxanne Runkel, [roxanne\\_runkel@nps.gov](mailto:roxanne_runkel@nps.gov)

**ATTACHMENT 4**

**Summary of July 18, 2022 Public Information Meeting and Comments  
For  
The Soapstone Connector Project  
From Sunrise Valley Drive To Sunset Hills Road,  
Reston, Virginia**

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

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### DESCRIPTION OF PUBLIC MEETING

A Public Information Meeting for the Soapstone Connector was held on July 18, 2022. In recognition of COVID-19 concerns, a virtual meeting platform was utilized for the meeting in lieu of in-person gathering. The July 18<sup>th</sup> meeting was held to provide the general public with updates on the project, which seeks to provide a direct connection between Sunrise Valley Drive and Sunset Hills Road over the Dulles Toll Road (Route 267) in Reston. Specifically, staff presented the Revised Environmental Assessment (EA), which was approved for public availability by the Federal Highway Administration (FHWA) on May 4, 2022. The Revised EA documents changes to the project or its impacts since the completion of the EA in August 2017, including consideration of the newly designated historic district on Association Drive. While progress on the environmental review for the Soapstone Connector has been continuous since the completion of the EA in 2017, this was the first public meeting on the project since July 19, 2018.

The project team also shared information about:

- A Draft Individual Section 4(f) Evaluation, which was completed in accordance with Section 4(f) of the U.S. Department of Transportation Act of 1966 as a result of the Association Drive Historic District designation. The Section 4(f) Evaluation documents the analysis that determined there is no feasible and prudent alternative to the use of land from the historic district. FHWA approved the Section 4(f) Evaluation for public availability on October 28, 2020. This draft document is available for review in the appendix of the Revised EA.
- A Draft Memorandum of Agreement (MOA), which has been prepared in accordance with Section 106 of the National Historic Preservation Act (NHPA) to resolve the project's adverse effects on the Association Drive Historic District. Mitigation measures are presented as discrete stipulations in the MOA. This draft document is available for review in the appendix of the Revised EA.

The Revised EA and associated technical reports, the public meeting presentation, and a video recording of the information meeting have been uploaded to the project website at <https://www.fairfaxcounty.gov/transportation/projects/soapstone-connector>. The following provides an overview of the public meeting's notifications, participants and attendees, the presentation, and comments and responses.

### NOTIFICATIONS

Several mechanisms were used to notify the public of the information meeting. A news release was issued on the Fairfax County Transportation News webpage on July 8, 2022 (<https://www.fairfaxcounty.gov/transportation/news>). A copy of the news release is included in **Attachment 1**. In addition to posting the news release on the Fairfax County website, it was distributed to approximately 200 media contacts, as well as listservs internal to the Fairfax County government (Board of Supervisors and their staff, Fairfax County Department of Transportation [FCDOT] contacts, etc.). The news release was also emailed to the project mailing list, which included the attendees that signed in at each of the project's three previous public meetings, and the Section 106 Consulting Parties.

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

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The first Fairfax County Facebook post promoting the meeting was seen by more than 400 individuals, with nearly 40 engagements (likes, shares, click-throughs to the website). There were three subsequent posts, along with reminders to watch the meeting video (“In Case You Missed It” [ICYMI]), reminders about the comment deadline, etc.

Finally, an announcement was made on Fairfax Alerts, the official emergency communications system of Fairfax County.<sup>1</sup> This notification reached 6,797 subscribers, which include community residents and officials, local businesses, and associations.

### PARTICIPANTS AND ATTENDEES

The virtual public information meeting was managed and conducted by FCDOT professional staff and members of the project consultant team as shown in the following table.

Participant	Position	Role
Tom Biesiadny	FCDOT Director	Q&A
Eric Teitelman	FCDOT Chief, Capital Projects and Traffic Engineering	Q&A
Michael Guarino	FCDOT, Chief, Capital Projects	Presenter; Q&A
Negin Askarzadeh	FCDOT Project Coordinator	Presenter; Q&A
Douglas Miller	FCDOT Environmental Program Manager	Q&A
Tonya McCreary	FCDOT Public Information Officer	Meeting Logistics
Surbhi Ashton	Parsons Project Manager, Senior Environmental Planner	Q&A
Susan Bupp	Parsons Cultural Resources Specialist	Q&A

At the beginning of the meeting, Hunter Mill District Supervisor Walter L. Alcorn made opening remarks and indicated that he was looking forward to hearing the comments during the meeting and receiving feedback about the project. During the course of the meeting, 37 attendees joined by way of logging into WebEx or calling in. Their questions and comments are presented later in this summary.

### PRESENTATION

A PowerPoint presentation was narrated by the FCDOT project staff. It included a preamble to advise the meeting participants on how the virtual meeting was to be conducted and instructions on how written and oral questions could be posed. The technical portion of the presentation included an overview of the project, including project description/background and information about the August 2017 EA and November 2018 public hearing; information about the designation of the Association Drive Historic District and resulting Draft Section 4(f) Evaluation; a description of the Section 106 process of the NHPA and the Draft Section 106 MOA; a summary

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<sup>1</sup> Registered users may sign up to receive additional notifications, such as transportation, tax reminders, and more, that are sent to text-based devices.

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

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of the content changes in the Revised EA, and next steps. A copy of the PowerPoint presentation is provided in **Attachment 2**.

The technical presentation was followed by approximately 20 minutes of public comments and questions. These are summarized in the following section.

### COMMENTS, QUESTIONS AND ANSWERS

The following presents a summary of the comments and questions posed by the general public during the question-and-answer session of the meeting (13 comments/questions), as well as those received subsequent to the meeting during the comment period (32 comments/questions), which extended through August 1, 2022. Of the combined 45 comments that were received, 4 were in favor of the Soapstone Connector and 22 were against; of the 22 against the roadway project, 11 were in favor of a crossing that would provide pedestrian/bicycle access only.

Similar comments have been combined for purposes of the summary tables. Following the two tables that summarize public comments are the comments received from the Fairfax County Department of Planning and Development Heritage Resources staff and the Fairfax County History Commission.

Comment / Question	Response
<b>Public Comments/Questions During Q&amp;A Session of Public Meeting</b>	
<b>Do we have an ETA on when, if all went forward, this would be built?</b>	As indicated in the presentation, if a Finding of No Significant Impact (FONSI) is issued at the conclusion of the National Environmental Policy Act (NEPA) process, then the project can proceed to the design phase. Construction is currently expected to begin in 2027.
<b>Does VDOT think \$88.8 is adequate since cost estimate prepared?</b>	The project is currently estimated to cost \$237 million dollars and \$88.8 million is the estimate for the preliminary engineering and design phase.
<b>When will the final alignment be determined? Is there flexibility in the ultimate design?</b>	What was studied in the environmental documentation were 200-foot-wide corridors. The typical section of the roadway would require about half of that width (and include one lane in each direction, a two-way left-turn only lane, bike lane on both sides of the road, a shared use path on one side and a concrete sidewalk on the other). A 200-foot-wide corridor allows for the roadway to shift a bit during design, but the general alignment would follow that 200-foot-wide corridor. During the design process, should the alignment go outside of that 200-foot-wide corridor, then an environmental reevaluation would be conducted.

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

Comment / Question	Response
<b>Is there any way to move the money for this project over to the more needed underpass/crossover at Halley Drive? Needs have changed since 2013.</b>	Applications for funding are made for individual projects and they are scored based on the merits of the project. If the County would choose not to move forward with a particular project, for example, the Soapstone Connector, then the money would be returned and it would be reallocated. There would be no guarantee that the money would be allocated to any other particular project in Fairfax County; it may end up in a different jurisdiction.
<b>Are there any photos/rendering of suggested road?</b>	The roadway typical section is as described earlier, and the bridge typical section would be similar but with two travel lanes in each direction. At this point, only typical sections of the roadway and bridge are provided in the EA Alternatives chapter. There are no photos or renderings showing the roadway end-to-end; that would come during the design phase of the project.
<b>Are any Association Buildings destroyed given the preferred routing?</b>	Currently, both Alternative 1 and Alternative 2 would impact 1904 Association Drive, which is the National Association of Secondary School Principals building and one of the contributing elements to the Association Drive Historic District.
<b>Is the connector subject to Reston Association Comprehensive Plan guidelines?</b>	For projects within VDOT right-of-way, Reston Association guidelines do not apply; however, FCDOT has always tried to address Reston Association Comprehensive Plan guidelines. The project team will conduct further research on these guidelines during the design phase of the project.
<b>Can someone speak to the roadway configuration? I'm a bicyclist that works in the area, and 5-foot bike lanes without buffers next to travel lanes seems less than ideal. Can we improve these before construction?</b>	The typical sections in the EA were developed originally in the 2013 Feasibility Study and carried forward into the environmental phase. During the design phase, the typical section would be revisited to meet project needs and the latest design standards. The public would also have opportunities to provide input during the design phase. There is sufficient space within the 200-foot-wide corridors evaluated in the EA to make any necessary adjustments.
<b>When is the anticipated timeframe for the Board of Supervisors to make a decision on the Preferred Alternative?</b>	It is anticipated that the Board of Supervisors will make a decision on the Locally Preferred Alternative at the September 2022 board meeting.

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

Comment / Question	Response
Along Sunrise Valley we are trying to create a bike lane that is buffered from the road by a set of trees and also separated from the sidewalk and pedestrians by a set of trees. Is it possible to get that type of multi-modal functionality on this connector project?	As indicated in the response to the comment about the 5-foot-wide bike lanes above, the typical section and details about the roadway design will be addressed during the design stage of the project. Input would be requested from the active transportation team at the County.
Thank YOU all!	Comment noted.
So the community could ask to cancel the project?	Yes, this could be requested in a comment, and it has been recorded as part of the meeting summary. It could be submitted formally subsequent to the meeting as well.
We absolutely need an alternative to Wiehle crossing.	Comment noted.

Comment / Question	Response
<b>Public Comments/Questions During Comment Period</b>	
Thank you for hosting a town hall about this project. I would like to voice my strong support for its implementation.	Comment noted.
I just wanted to thank you for the informative presentation tonight on the status of the Soapstone Connector. I have no questions and my one comment is that it's very disappointing that even if everything went smoothly in terms of approvals, etc., construction would not start until 2027. Wow, that's a long time.	Comment noted.
Is another consultation on the proposed Soapstone Connector project to review the revised MOA planned for this undertaking and if so when will that be? I am disappointed that I never received an official notice of tonight's public meeting on this undertaking notwithstanding my longstanding interest and involvement in this case. Unfortunately, last week when one of my fellow Commissioners notified me that a meeting had been scheduled, I was unable to change my previous commitment.	<p>The review/comment period after the public meeting, which extended through August 1, 2022, was the opportunity to review and submit comments on the Draft Section 106 MOA.</p> <p>The public meeting and the public availability of the Revised EA, Draft Section 4(f) Evaluation, and Draft Section 106 MOA were announced as indicated above in the Notifications section of this summary.</p>
As one of the owners of both Musica, LLC and Solus, LLC I can say with certainty there a couple errors in the above-mentioned report you should consider addressing. First, in section 3.2.5 Relocations the report states that Linden Development owns the property at 11501 Sunset Hills Rd and that it houses Musica, LLC.	<p>Comment noted regarding ownership and tenants of the property at 11501 Sunset Hills Road.</p> <p>In the EA, it was assumed that both Alternatives 1 and 2 would acquire the property at 11501 Sunset Hills Road. Access to other properties was assumed</p>



# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

Comment / Question	Response
<p>Musica, LLC is the owner of the parcel; it is a special purpose entity, not a musical instrument store. Moreover, the property at 11501 Sunset Hills includes a multi-tenant building, currently home to four (4) businesses. Since 2013 the number of businesses located at this address has varied between four and seven. Second, in a number of locations the revised EA report states that both Alternative 1 and 2 would require the same number of relocations (“two businesses”). Per the above paragraph, the number of businesses should be five, not two. But more importantly, the analysis fails to recognize that Alternative 1 would remove both access and parking to all four (4) businesses located on the Solus, LLC parcel. The report should reflect that Alternative 1 requires nine relocations, while Alternative 2 requires five relocations.</p>	<p>to be provided and/or maintained after construction of the Soapstone Connector.</p>
<p>There is a climate crisis and the main offender is car culture. Stop. Encouraging. Driving. It's really that simple. Just stop giving more space for cars, and in fact, impose a strict road DIET in Reston and indeed all of Fairfax County. Make more infrastructure for cycling and walking.</p>	<p>Comment noted.</p>
<p>Prefer the "no build" option. The exception is if you would consider building a pedestrian/bicycle overpass only. Reasons for this preference are:</p> <ul style="list-style-type: none"> <li>- There are very residential areas around Soapstone Drive with lots of foot/bike traffic crossing to go to various pools, tennis courts, and shopping center amenities (South Lakes Village Center to the east and Hunters Woods Village Center and the Reston Community Center to the west).</li> <li>- Plus 3 schools: elementary, middle, and high school on the east side of Soapstone.</li> <li>- This is a very walkable area in south Reston, and a vehicular Soapstone Overpass will turn it into a very unsafe road to cross and will create additional vehicular traffic.</li> <li>- It is already difficult to turn onto Soapstone Drive during rush hour.</li> </ul>	<p>Comment noted. The provision of only pedestrian/bicycle access across the Dulles Toll Road on a new crossing would not meet the purpose and need of the project.</p>

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

Comment / Question	Response
<p><b>This project is unnecessarily impacting potentially historic and heritage resources in Reston.</b></p>	<p>Currently, both Alternative 1 and Alternative 2 would impact 1904 Association Drive, which is the National Association of Secondary School Principals building and one of the contributing elements to the Association Drive Historic District. A Memorandum of Agreement (MOA) has been developed in consultation with the Section 106 Consulting Parties, and it includes four mitigation measures to resolve adverse effects to the historic district.</p>
<p><b>Please do not move forward with a vehicular connection but opt for a smaller walking / biking pathway across the DTR.</b></p>	<p>The provision of only pedestrian/bicycle access across the Dulles Toll Road on a new crossing would not meet the purpose and need of the project.</p>
<p><b>Higher priority projects such as the ones at the Dulles Gateway to the West and the South Lakes overpass to the East are of higher importance to the Reston community.</b></p>	<p>Applications for funding are made for individual projects and they are scored based on the merits of the project. The County selected the Soapstone Connector based on the merits of the project, and it is presented within the transportation section of the Fairfax County Comprehensive Plan as a proposed highway overpass.</p>
<p><b>Golf cart traffic crosses Soapstone to link the Reston National fairways. An increase in traffic on Soapstone makes that crossing, which is delineated by hashmarks on the road, more hazardous. With an increase in traffic as well as traffic back-ups at the intersection of Soapstone and Sunrise Valley, changes must be made to allow golf carts to cross safely.</b></p> <p><b>The effects on increased Soapstone traffic on Ridge Heights was not mentioned in either the original or in the revised study. Ridge Heights presently serves several townhouse and single-family housing clusters, as well as three schools: Terraset Elementary, South Lakes High School, and Hugh's Middle School. Buses for all three schools use Ridge Heights, and Ridge Heights is used by long lines of cars for drop-offs and pick-ups at two of the schools.</b></p> <p><b>Presently on school days, twice each day during rush hours, traffic already backs up on Ridge Heights to the point of blocking thru traffic. The intersections of Ridge Heights and South Lakes,</b></p>	<p>As part of the EA, an analysis of the potential increase in traffic volumes along Soapstone Drive was completed in response to concerns by some members of the community that the addition of the Soapstone Connector would result in an increase in volumes on Soapstone Drive south of Sunrise Valley Drive. The travel demand forecast modeling performed for this study indicated that the Soapstone Connector could result in increases in traffic volumes on a daily basis to Soapstone Drive just south of Sunrise Valley Drive (from 12,400 vehicles per day (vpd) in the No Build condition to 14,800 vpd in the Build condition, an increase of approximately 19%). On an hourly basis, based on rule-of-thumb directional and peak hour factors, the one-way hourly volume difference in the peak hour between the No Build and Build condition would be about 100 to 120 vehicles. The difference in volumes on Soapstone Drive between the No Build and Build conditions decreases as distance increases from the Soapstone Connector south on Soapstone Drive (additional details on this analysis are included in the <i>Traffic Technical</i></p>

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

Comment / Question	Response
<p>and of Ridge Heights and Soapstone are daily backed-up and turns are problematic. Traffic also is delayed and children who cross the street are present. An increase in traffic on Ridge Heights will only make these problems worse. That increase is easily foreseeable, as Ridge Heights will become a cut-thru road by drivers on Sunrise Valley and on Twin Branches Road seeking to avoid back-ups at Sunrise Valley and Wiehle, as well as by drivers coming north from South Lakes to the Soapstone Connector. Wiehle is already classed as an 'F' intersection. There is nothing to prevent Apps, such as Waze, from regularly routing such traffic coming south from the Soapstone overpass and traveling to the east onto Ridge Heights via Soapstone rather than directly from Soapstone onto Sunrise. Similarly, there is nothing keeping the Apps from routing traffic heading toward the Soapstone overpass coming from the east from Sunrise and Twin Branches onto South Lakes, then onto Ridge Heights.</p> <p>In sum, a Connector is needed. The County has chosen Soapstone as the location. Please consider ways to mitigate the coming mess on Ridge Heights and on the Soapstone golf cart crossing. Mitigation could include the installation of traffic lights at the ends of Ridge Heights, intermittent lights at the golf cart crossing, and a further reduction of the speed limit on Ridge Heights to make it less attractive as a cut- thru road. Pedestrian safety is at stake, as well as access to our homes.</p>	<p><i>Memorandum</i> which is available on the FC project website at: <a href="https://www.fairfaxcounty.gov/transportation/projects/soapstone-connector">https://www.fairfaxcounty.gov/transportation/projects/soapstone-connector</a> under Project Resources).</p> <p>Comment noted regarding golf cart crossing and Ridge Heights Road.</p>
<p><b>I have concerns that increased development along Soapstone will follow, potentially lending support to redevelopment of Reston National Golf Course (which we also oppose).</b></p>	<p>The potential for induced changes in land use patterns, population density, or growth rate that would otherwise not be expected without implementation of a proposed project is discussed in Section 3.11 Indirect Effects (pages 3-34 and 3-35 of Revised EA). As indicated in that discussion, the Build Alternatives would not provide access to any currently inaccessible areas that would act as a catalyst for development that could not occur in the absence of the project. It is anticipated that the Build Alternatives would not substantially encourage or accelerate any changes in land use that are not already anticipated. In fact, the Soapstone Connector is presented within the</p>

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

Comment / Question	Response
	<p>transportation section of the Fairfax County Comprehensive Plan as a proposed highway overpass. Therefore, the Build Alternatives are consistent with the future condition of land use that is already anticipated and planned for by Fairfax County.</p>
<p><b>The urgency to build this project is no longer present. Pre-Covid and pre-Reston Town Center Metro opening, the Soapstone Connector and the widening of Soapstone appeared a logical solution to resolving anticipated vehicle demand. However, the traffic patterns have changed as have the work patterns. This project is no longer essential. The building of the Soapstone Connector and the widening of Soapstone to support it would be building today for yesterday's circumstances. I do NOT support this project.</b></p>	<p>As indicated in the Revised EA (Section 1.4 page 1-7), to assess the extent to which the future year forecasts may have changed based on the latest Metropolitan Washington Council of Governments (MWCOG) model and land use forecasts, the MWCOG model was run again as part of the Revised EA (model Version 2.3.75 with Round 9.1a Cooperative Land Use forecasts5). The forecasts generated using the more recent model were higher; however, as described in the memo in Appendix A of the Revised EA that documents the results of the comparative analysis, it is expected that updated forecasts for the project would be the same or similar to the forecasts generated for the August 2017 EA given that the decrease in 2020 traffic counts (as described in Section 1.3) would be counterbalanced by an increase in growth rate based on the recent travel demand model run. As such, an update in the traffic operations analysis, which supports the purpose and need of the project, was found to be not warranted as there would be no substantive change in the findings and conclusions made in the August 2017 EA.</p> <p>Note that there would be no widening of existing Soapstone Drive as part of this project, which extends from Sunset Hills Road to Sunrise Valley Drive.</p>
<p><b>I really would hate to see Soapstone become a major thoroughfare, competing with Wiehle and Reston Parkway in terms of volume. This would forever change the nature of the road, and just imagine the impact it would have on students who must cross the road to get to Terraset/Langston Hughes or South Lakes? Not to mention how it would impact the Glade pool and nature trails further down Soapstone. There is a well-used foot path across Soapstone that connects the trails. Would that now get the zebra crossing with flashing lights to allow foot traffic to</b></p>	<p>During the peak periods in congested conditions, with the provision of a new north-south route between Wiehle Avenue and Reston Parkway, it can be expected that traffic will fluctuate for a short period of time (and even on a daily basis depending on incidents or unexpected events) and drivers will adjust and alter their routes to find the shortest route through the area.</p> <p>The character of existing Soapstone Drive would not change with the construction of the Soapstone</p>

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

Comment / Question	Response
<p>safely cross? I would support widening Reston Parkway and Wiehle.</p>	<p>Connector between Sunset Hills Road and Sunrise Valley Drive.</p>
<p>The changes impact the Walker Nature Center and the beauty of Soapstone Drive as a gentle roadway through a forest. Make the exit closer to Reston Parkway or Hunter Mill Rd.</p>	<p>The Walker Nature Center is located about 1.5 miles from the intersection of Soapstone Drive and Sunrise Valley Drive. The roadway character and adjacent trees and vegetation along existing Soapstone Drive, south of the project area, would not change with the construction of the Soapstone Connector between Sunset Hills Road and Sunrise Valley Drive.</p>
<p>The original traffic study was done in 2015, prior to the pandemic and subsequent changes in commercial building rentals as well as commercial building use for companies (individuals are working from home).  The purpose of the Connector was to alleviate anticipated population and traffic density based on a formula through 2046. Given the above changes to traffic demographics, and potential impact on future traffic, the EA Appendix A conclusions must be questioned and revisited to warrant the expenditure and impact on Reston.  Currently, it was unknown in the Q&amp;A whether Fairfax County, VDOT and others would comply with Reston Association Comp Guidelines.  As this corridor will adversely impact the membership of Reston Association (i.e., those who live in Reston and pay not only Fairfax taxes but the RA fees for our amenities to keep Reston bike and pedestrian friendly, along with parks, pools and more) and impact a current road (Soapstone) where children (elementary, junior and high school students) walk to get to school, pedestrians use frequently and undoubtedly will impact the use of Soapstone to reach Lawyer's, creating more congestion at that intersection. Further, it will divide North and South Reston and substantially detract from the Reston "community" vision - the reason why people move to Reston. It will absolutely impact the very nature of our neighborhood - and not for the benefit of those who live here! NO BUILD.</p>	<p>As indicated in the Revised EA (Section 1.4 page 1-7), to assess the extent to which the future year forecasts may have changed based on the latest Metropolitan Washington Council of Governments (MWCOG) model and land use forecasts, the MWCOG model was run again as part of the Revised EA (model Version 2.3.75 with Round 9.1a Cooperative Land Use forecasts5). The forecasts generated using the more recent model were higher; however, as described in the memo in Appendix A of the Revised EA that documents the results of the comparative analysis, it is expected that updated forecasts for the project would be the same or similar to the forecasts generated for the August 2017 EA given that the decrease in 2020 traffic counts (as described in Section 1.3) would be counterbalanced by an increase in growth rate based on the recent travel demand model run. As such, an update in the traffic operations analysis, which supports the purpose and need of the project, was found to be not warranted as there would be no substantive change in the findings and conclusions made in the August 2017 EA.</p> <p>For projects within VDOT right-of-way, Reston Association guidelines do not apply; however, FCDOT has always tried to address Reston Association Comprehensive Plan guidelines. The project team will conduct further research on these guidelines during the design phase of the project.</p> <p>The character of existing Soapstone Drive would not change with the construction of the Soapstone Connector between Sunset Hills Road and Sunrise Valley Drive.</p>

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

Comment / Question	Response
<p>I understand the desire for more ways to get across town but I am not willing to support such at the cost of the inevitable pressure and end result of a changed forever "neighborhood" feel. there are plenty of other ways to spend \$300+M in our community and county - focus on affordable housing please.</p>	<p>The neighborhood character along existing Soapstone Drive would not change with the construction of the Soapstone Connector between Sunset Hills Road and Sunrise Valley Drive.</p> <p>Comment noted regarding allocation of funding in the County.</p>

Comment / Question	Response
<p><b>Comments from Fairfax County Department of Planning and Development Heritage Resources Staff</b></p>	
<p>The Department of Planning and Development's Heritage Resources staff appreciate the proposal for thorough documentation of both the Historic District's buildings and the landscaping, the proposal to commemorate the Association Drive Historic District through a wayside marker, and the proposal to create a report to better interpret the history of the complex.</p>	<p>Comment noted.</p>
<p>The draft MOA identifies and defines "Fairfax County" as the Fairfax County Board of Supervisors. As such, it is unclear which Fairfax County agency or department the Federal Highway Administration (FHWA) will work with to carry out the stipulations of the MOA. Clarification is needed for each action identified in the document as to the specific Fairfax County agency or department.</p>	<p>Fairfax County is the entity that enters into agreements, not the specific agencies or departments within the County. Fairfax County will identify appropriate entities to implement the MOA stipulations and oversee the results.</p>
<p>Department of Planning and Development (DPD) Heritage Resources staff concurs with the proposed HABS Level II documentation for the buildings which comprise the Association Drive Historic District and HALS Level II documentation for the designed landscape associated with the Association Drive Historic District. Staff particularly supports Stipulations I and II, A. and D., that no building shall be demolished, or landscaping impacted, before the resulting HABS and HALS documentation is prepared, approved, and submitted to National Park Services (NPS) HABS and HALS Offices, respectively, or other agreed upon repository.</p>	<p>Comment noted.</p>

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

Comment / Question	Response
Heritage Resources staff appreciates the stipulation for the creation and placement of three proposed wayside interpretive markers commemorating the significance of the Association Drive Historic District. Staff supports this stipulation. Staff supports the proposal for coordination of the content and installation of the markers in accordance with the Fairfax County History Commission Marker Guidelines and that the History Commission shall review and approve the language and location of the markers.	Comment noted.
Heritage Resources supports the stipulation to create a public history/popular report for the Association Drive Historic District (as determined by VDHR). Staff supports the inclusion of layman's terms, adequate illustrations, and the size of the proposed report at 60-150 pages. Staff appreciates that the consulting parties will be able to review and comment on the draft report and supports the publication of the report within 4 months of comment receipt.	Comment noted.
Three years may not be sufficient time to complete the stipulations and staff recommends that the duration of the MOA be set at a minimum of five years, or until project completion, whichever first occurs.	Duration of the MOA will remain three (3) years as that is considered sufficient time to complete the mitigations.

Comment / Question	Response
<b>Comments from Fairfax County History Commission</b>	
The Fairfax County History Commission appreciates the opportunity to have participated in the Section 106 process for the Soapstone Connector Project.	Comment noted.

# SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT

## Summary of July 18, 2022 Public Meeting and Comments

Fairfax County Project No. 2G40-078

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Comment / Question	Response
<p>Association Drive is a significant part of the development of Reston not simply in terms of its architecture but also its vision and purpose as a community. That the Section 106 process has included the recognition of Association Drive as a Historic District by the Virginia Department of Historic Resources, a HABS and HALS Level II documentation of the district, wayside markers, and a historical report accessible to the public, are important contributions to preserving the unique character of Reston.</p>	<p>Comment noted.</p>
<p>The Commission supports the comments submitted by Fairfax County Department of Planning and Development staff dated August 1, 2022, including their recommendation that the duration of the MOA be set at a minimum of five years, or until project completion, whichever first occurs.</p>	<p>Duration of the MOA will remain three (3) years as that is considered sufficient time to complete the mitigations.</p>



**ATTACHMENT 1**  
**July 18, 2022 Public Meeting Notices**  
Fairfax County Project No. 2G40-078

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**NEWS RELEASE POSTED ON WEBSITE:**

## Virtual Community Meeting for Soapstone Connector Project Set for July 18, 2022



**For Immediate Release**

July 8, 2022

The **Fairfax County Department of Transportation** (FCDOT) will hold a virtual community meeting to discuss updates on the Soapstone Connector on Monday, July 18, 2022, at 6:30 p.m. The project seeks to provide a direct connection between Sunset Hills Road and Sunrise Valley Drive over the Dulles Toll Road (Route 267) in Reston. Specifically, staff will present the **Revised Environmental Assessment** (EA), which was approved for public availability by the Federal Highway Administration (FHWA) on May 4, 2022. The Revised EA documents changes to the project or its impacts since the completion of the EA in August 2017, including consideration of the newly-designated historic district on Association Drive. While progress on the environmental review for the Soapstone Connector has been continuous since the completion of the EA in 2017, this is the first public meeting on the project since July 19, 2018.

The project team also will share information about:

- A **Draft Individual Section 4(f) Evaluation**, which was completed in accordance with Section 4(f) of the U.S. Department of Transportation Act of 1966 as a result of the Association Drive Historic District designation. The 4(f) Evaluation documents the analysis that determined there is no feasible and prudent alternative to the use of land from the Historic District. FHWA approved the 4(f) Evaluation for public availability on Oct. 28, 2020.
- A **Draft Memorandum of Agreement** (MOA), which has been prepared in accordance with Section 106 of the National Historic Preservation Act to resolve the project's adverse effects on the Association Drive Historic District. Mitigation measures are presented as discrete stipulations in the MOA. This draft document is available for review in the appendix of the Revised Environmental Assessment.

To join the meeting:

- **Login** via the [Webex Meeting Link](#)
- **Dial In:** 1-844-621-3956; **Access Code:** 2334 799 6116
- New to Webex? Please see [FCDOT's Virtual Meeting Instructions](#)

Public comments will be accepted through Monday, Aug. 1, by using the comment form on the project webpage, calling FCDOT at 703-877-5600 or in writing [Fairfax County Department of Transportation Soapstone Connector Project, 4050 Legato Road, Suite 400, Fairfax, VA 22030]. For more information, visit the [project webpage](#).

###

## EMAIL NOTICE SENT TO PROJECT MAILING LIST AND THE SECTION 106 CONSULTING PARTIES:

Subject: [FOR IMMEDIATE RELEASE] Community Meeting for Soapstone Connector Project Set for July 18, 2022

### [Virtual Community Meeting for Soapstone Connector Project Set for July 18, 2022](#)

For Immediate Release  
July 8, 2022

The [Fairfax County Department of Transportation](#) (FCDOT) will hold a virtual community meeting to discuss updates on the Soapstone Connector on Monday, July 18, 2022, at 6:30 p.m. The project seeks to provide a direct connection between Sunset Hills Road and Sunrise Valley Drive over the Dulles Toll Road (Route 267) in Reston. Specifically, staff will present the [Revised Environmental Assessment](#) (EA), which was approved for public availability by the Federal Highway Administration (FHWA) on May 4, 2022. The Revised EA documents changes to the project or its impacts since the completion of the EA in August 2017, including consideration of the newly-designated historic district on Association Drive. While progress on the environmental review for the Soapstone Connector has been continuous since the completion of the EA in 2017, this is the first public meeting on the project since July 19, 2018.

The project team also will share information about:

- A [Draft Individual Section 4\(f\) Evaluation](#), which was completed in accordance with Section 4(f) of the U.S. Department of Transportation Act of 1966 as a result of the Association Drive Historic District designation. The 4(f) Evaluation documents the analysis that determined there is no feasible and prudent alternative to the use of land from the Historic District. FHWA approved the 4(f) Evaluation for public availability on Oct. 28, 2020.
- A [Draft Memorandum of Agreement](#) (MOA), which has been prepared in accordance with Section 106 of the National Historic Preservation Act to resolve the project's adverse effects on the Association Drive Historic District. Mitigation measures are presented as discrete stipulations in the MOA. This draft document is available for review in the appendix of the Revised Environmental Assessment.

To join the meeting:

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- Dial In: 1-844-621-3956; Access Code: 2334 799 6116
- New to Webex? Please see FCDOT's [Virtual Meeting Instructions](#)

Public comments will be accepted through Monday, Aug. 1, by using the comment form on the project webpage, calling FCDOT at 703-877-5600 or in writing [Fairfax County Department of Transportation Soapstone Connector Project, 4050 Legato Road, Suite 400, Fairfax, VA 22030]. For

more information, visit: <https://www.fairfaxcounty.gov/transportation/projects/soapstone-connector>.

#

*The Soapstone Connector project is funded in part by the [Northern Virginia Transportation Authority](#).*

#### Fairfax County Transportation News and Information

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Follow Fairfax Connector on [Twitter](#) or [Facebook](#) or visit [www.fairfaxcounty.gov/connector](http://www.fairfaxcounty.gov/connector)

#### Media Relations

Robin P. Geiger, Head of Communications, [Fairfax County Department of Transportation](#), via [e-mail](#)  
Call 703-877-5602, TTY 711 (direct) | 703-826-6457 (cell) | 703-268-8953 (after hours)

#### Accessibility

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If you need this information in an alternate format or would like to request reasonable accommodations for persons with disabilities or limited English proficiency for events, contact FCDOT at 703-877-5600, TTY 711. Requests for assistance must be received at least 7 business days in advance of an event.

**ATTACHMENT 2**  
**July 18, 2022 Public Meeting Presentation**  
Fairfax County Project No. 2G40-078

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County of Fairfax, Virginia

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# Soapstone Connector Public Information Meeting

July 18, 2022

Presented by:  
Negin Askarzadeh, AICP  
Fairfax County Department of Transportation



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The Soapstone Connector project is funded in part by the Northern Virginia Transportation Authority





# Overview

- Project Description / Background
- Environmental Assessment (EA) / Public Hearing
- Association Drive Historic District
- Draft Section 4(f) Evaluation
- Draft Section 106 Memorandum of Agreement (MOA)
- Revised Environmental Assessment (EA)
- Next Steps
- Questions and Answers



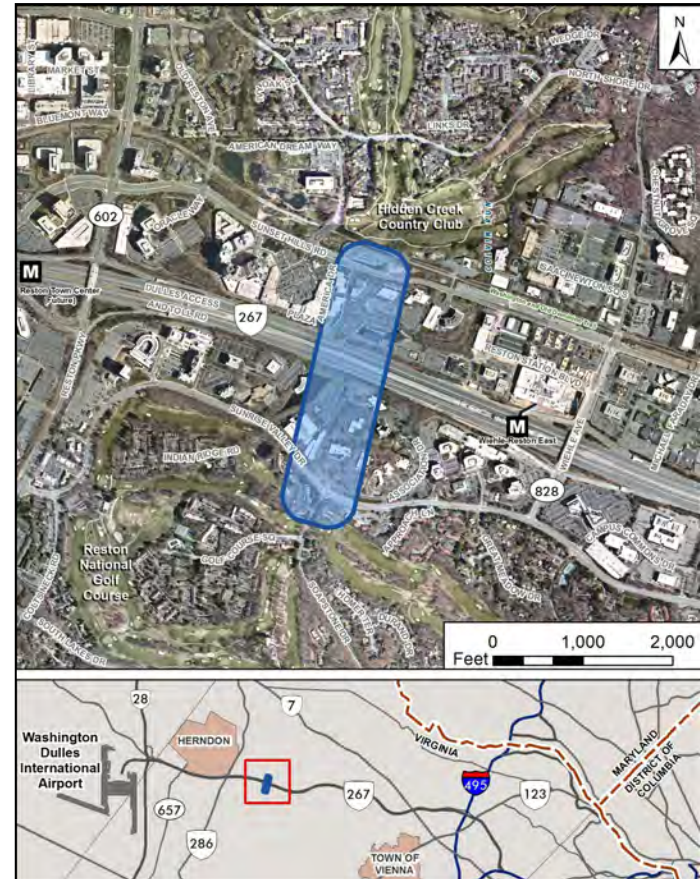
# About Tonight's Meeting

- Presentation followed by Q&A
- To ask a question, please use the WebEx “Q&A” feature:
  - Open the “Q&A” window
  - Type in your question
- Phone participants: please hold questions until the end
- This meeting is being recorded



# Project Area

- Major roadways in project area include Wiehle Avenue, Sunset Hills Road, and Sunrise Valley Drive
- Two crossings of Dulles Corridor on either side of Wiehle-Reston East Metrorail Station (Reston Parkway and Wiehle Avenue)
- Vehicles traveling to and from Wiehle-Reston East Metrorail Station and entering and leaving the Dulles Corridor compete for same road space on Wiehle Avenue







# Purpose and Need

- The purpose of the project is to provide additional multimodal capacity on a new north-south alternative to mitigate congestion on Wiehle Avenue.
- The project addresses:
  - Inability of Wiehle Avenue to accommodate current and forecasted traffic demand
  - Delays on Wiehle Avenue at the intersections with Sunset Hills Road and Sunrise Valley Drive
  - Lack of direct access for buses to the Wiehle-Reston East Metrorail Station without requiring travel on Wiehle Avenue
  - Lack of connectivity for pedestrians and bicyclists to the Wiehle-Reston East Metrorail Station, from Soapstone Drive and Sunrise Valley Drive on the south and Sunset Hills Road on the north

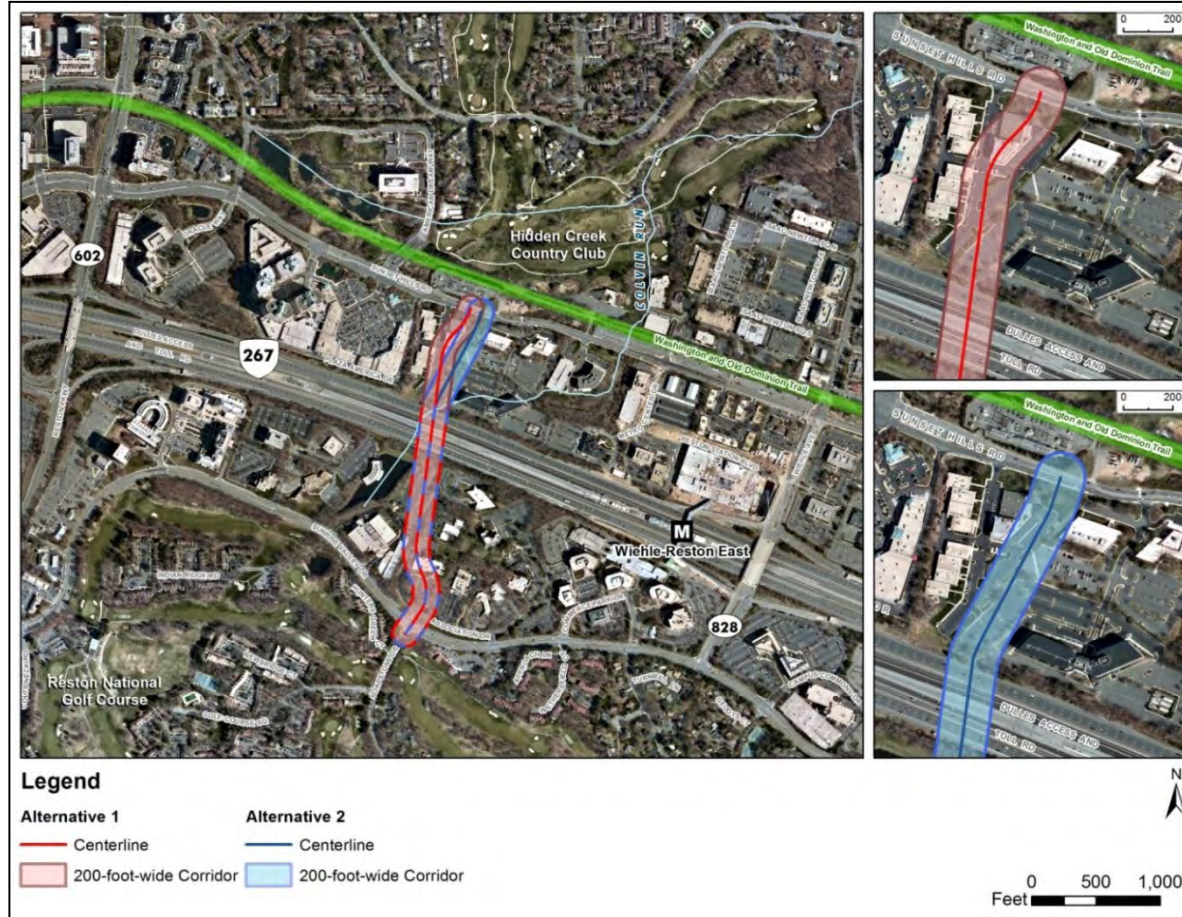


# Project History

- **Wiehle Avenue/Reston Parkway Station Access Management Plans Final Report, April 2008**
  - Initiated to consider needs in the vicinity of the two proposed Metrorail stations in the area
  - Soapstone Connector was included in list of recommended roadway projects
- **Soapstone Connector Feasibility Study, November 2013**
  - Assessed engineering feasibility of a multimodal roadway that would provide connection between Sunset Hills Road and Sunrise Valley Drive
  - Screened 30 alternative alignments
  - Conducted community information meetings to ensure public input
  - Identified most promising alignment
- **Board of Supervisors endorsed advancing Preferred Alignment to Preliminary Design Phase on May 13, 2014**



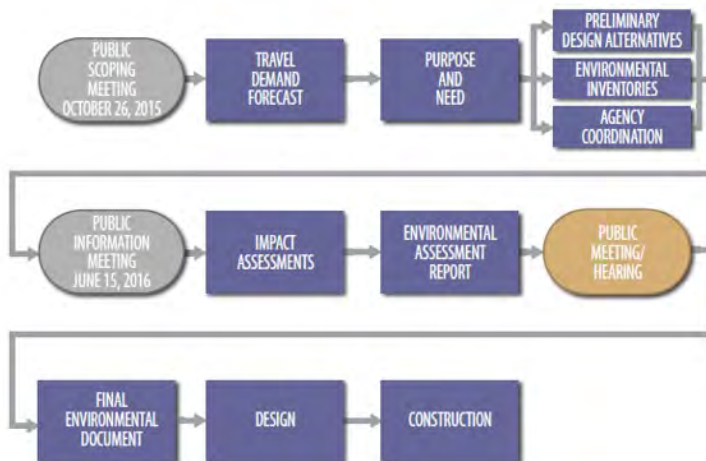
# Improvement Options





# Environmental Assessment

- Environmental Assessment (EA) approved for public availability by FHWA in August 2017
- Public Hearing for EA held in November 2017



SOAPSTONE CONNECTOR

Fairfax County Project No. 2G40-078  
From: Sunrise Valley Drive  
To: Sunset Hills Road  
Reston, VA

August 16, 2017

## ENVIRONMENTAL ASSESSMENT

In Coordination With  
U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION  
and  
VIRGINIA DEPARTMENT OF TRANSPORTATION

*[EA and associated technical reports available on project website]*



# Public Hearing Summary

- 45 people attended the hearing
- Comments received from:
  - 19 individuals or property owners
  - U.S. Army Corps of Engineers
  - U.S. Environmental Protection Agency
  - Virginia Department of Conservation and Recreation



*[Summary of November 2017 Public Hearing and Comments is Appendix D of Revised EA]*

**SOAPSTONE CONNECTOR ENVIRONMENTAL ASSESSMENT**  
Summary of Public Hearing and Comments  
November 8, 2017  
Fairfax County Project No. 2G40-078

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**DESCRIPTION OF PUBLIC HEARING**

A public hearing was held at Dogwood Elementary School in Reston, Virginia on Wednesday, November 8, 2017 from 6:30 pm to 8:30 pm. The purpose of the hearing was to receive citizen comments on the alternatives and the Environmental Assessment (EA), and to share information on the study process and its current status. The hearing consisted of four parts. First, an informal information session was held during which displays and documents were available for review and Fairfax County Department of Transportation (FCDOT) and consultant personnel were available for discussion (see Attachment 1 for display boards and brochure). Second, a presentation was given by Audra Bandy, FCDOT Project Manager, to provide information on the project (presentation also in Attachment 1). Following this presentation, a formal hearing was conducted during which citizens were given the opportunity to make oral statements (three minutes was allotted to each). After the formal hearing, there was an informal question and answer session.



*Photos from Public Hearing  
(Left: Open House, Discussions at Display Boards; Right: Presentation)*

The following topics relevant to the project were discussed during the informal question and answer session (and the general response is provided in italics):

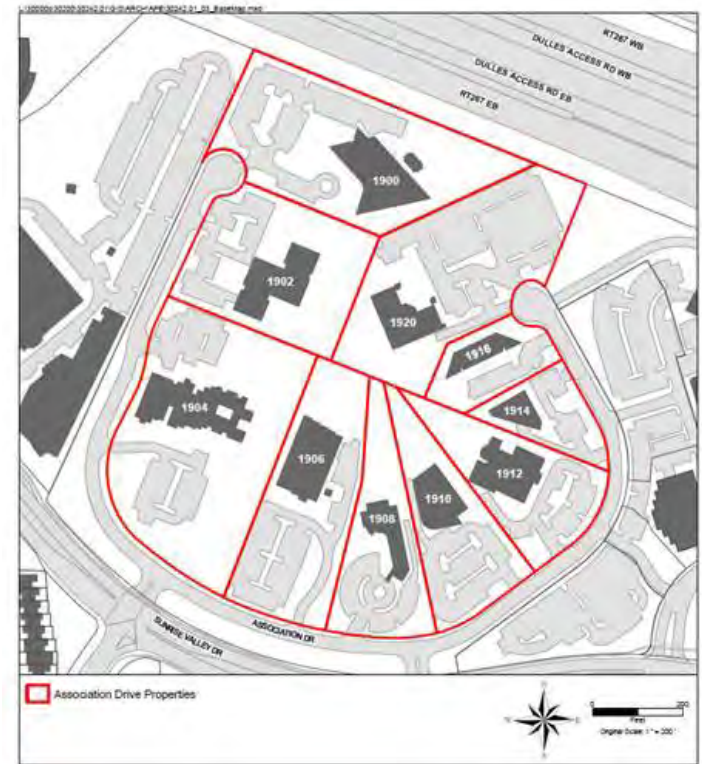
- Location of the Soapstone Connector (*the alignment does not pass through a golf course and width of the roadway (the approximately 90-foot-wide roadway would lie within one of the 200-foot-wide corridors identified in the mapping; a wider footprint was studied in the EA to allow flexibility during the design process).*)
- Stormwater management (*details to be determined during the design stage.*)
- A direct connection from the Soapstone Connector to the Washington & Old Dominion (W&OD) trail at the northern terminus (*to be completed as a separate project by FCDOT.*)
- Relationship to Reston Network Analysis and how this project fits into overall planning within the Reston area (*this project is one of many improvements identified within the*

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# Reston Center for Associations and Educational Institutions (RCAEI)

- A Phase IA Cultural Resources Survey and Phase IB Architectural Survey were completed as part of the EA
- These studies indicated that the buildings within the Reston Center for Associations and Educational Institutions (RCAEI) on Association Drive were not eligible for listing on the National Register of Historic Places (NRHP) because they are all less than 50 years old





# Supplemental Phase I Architectural Survey

- Virginia Department of Historic Resources (DHR) requested the preparation of an architectural survey for the RCAEI in January 2018
- Supplemental Phase I Architectural Survey completed in July 2018, followed by a public meeting

*[Supplemental Phase I Architectural Survey available on project website and July 2018 Public Meeting Summary is Appendix E of Revised EA]*


**Soapstone Connector**  
Fairfax County, Virginia  
WSSI #30242.01

Supplemental Phase I Architectural Survey  
July 2018

Prepared for:  
Kevin M. Mentz, PE  
HNTB CORPORATION  
2900 South Quincy Street  
Arlington, VA 22206

On behalf of:  
Fairfax County Department of Transportation  
4050 Legato Road  
Fairfax, VA 22033

Prepared by:  
Anna Maas, MUEP, and Penne Sandbeck, M.A.,

  
Thunderbird Archeology  
A Division of Wetlands and Wetlands, Inc. an EMERY company

5300 Wellington Branch Drive, Suite 100  
Gainesville, Virginia 20155  
Tel: 703-679-5600 Email: [contactus@wetlands.com](mailto:contactus@wetlands.com)  
[www.wetlands.com](http://www.wetlands.com)



# Association Drive Historic District

- In November 2018, DHR concurred that 9 of the 10 buildings are potentially eligible for the NRHP under Criteria A and C and in Criteria Consideration G (properties less than 50 years old)
- In October 2019, Keeper of the National Register determined that the historic district is eligible under Criterion A - Community Planning and Development as an exceptionally important component of the overall Reston development

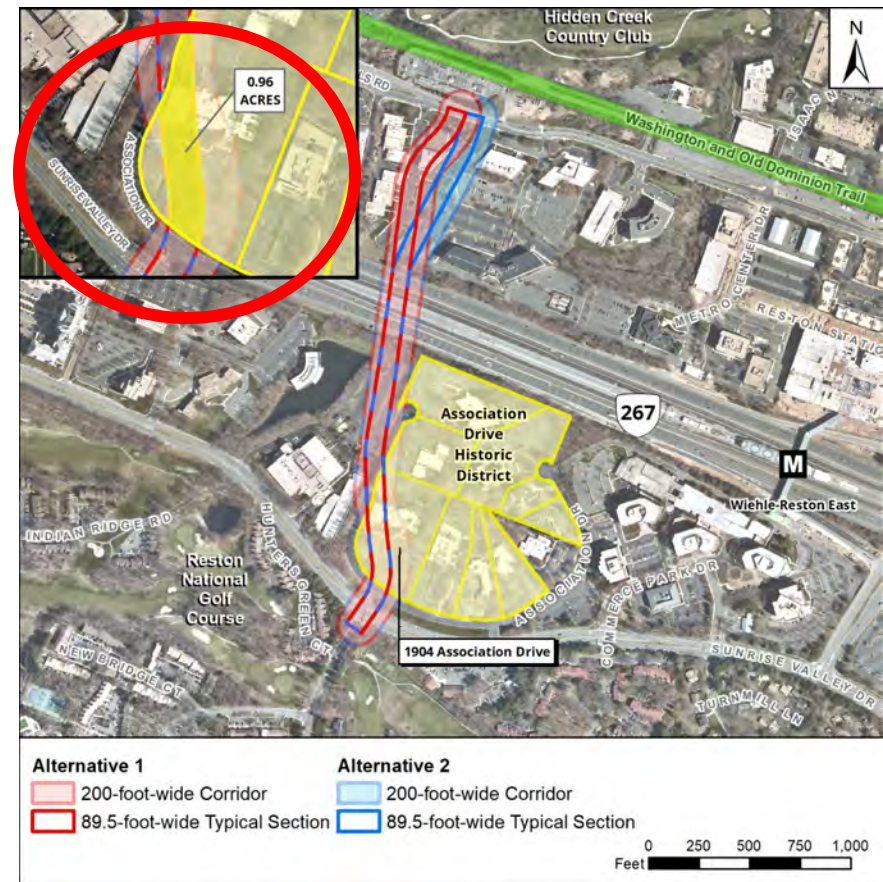






# Section 4(f) of the U.S. DOT Act

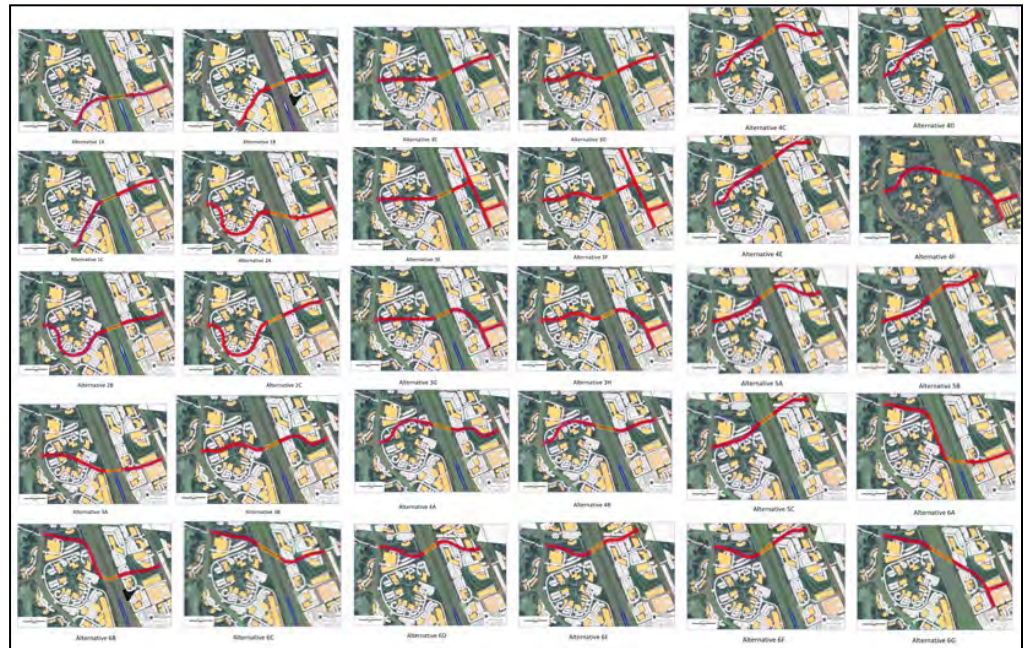
- Section 4(f) of the U.S. Department of Transportation Act of 1966 stipulates that FHWA cannot approve the use of land from any significant historic site unless it is demonstrated that there is no feasible and prudent avoidance alternative to the use of land from the property
- FHWA may approve only the alternative that causes the least overall harm in light of Section 4(f)'s preservation purpose





# Alternatives Analysis

- Avoidance alternatives for the Association Drive Historic District
  - No-Build Alternative
  - Alternative 5C Modified
  - Alternative 6E Modified



*30 alignments were screened in the 2013 Feasibility Study, and Alternatives 5C and 6E were revisited in the Section 4(f) analysis.*



# Section 4(f) Evaluation

- Draft Section 4(f) Evaluation completed in October 2020
- After careful review, FHWA determined that there is no prudent and feasible alternative to the use of the Association Drive Historic District

*[Draft Section 4(f) Evaluation is Appendix B of Revised EA]*

FAIRFAX COUNTY DEPARTMENT OF TRANSPORTATION

In coordination with  
U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION  
and  
VIRGINIA DEPARTMENT OF TRANSPORTATION

**DRAFT SECTION 4(f) EVALUATION –  
ASSOCIATION DRIVE HISTORIC DISTRICT**

**SOAPSTONE CONNECTOR**

Fairfax County Project No. 2G40-078; VDOT UPC No. 112479  
From: Sunrise Valley Drive  
To: Sunset Hills Road  
Reston, VA

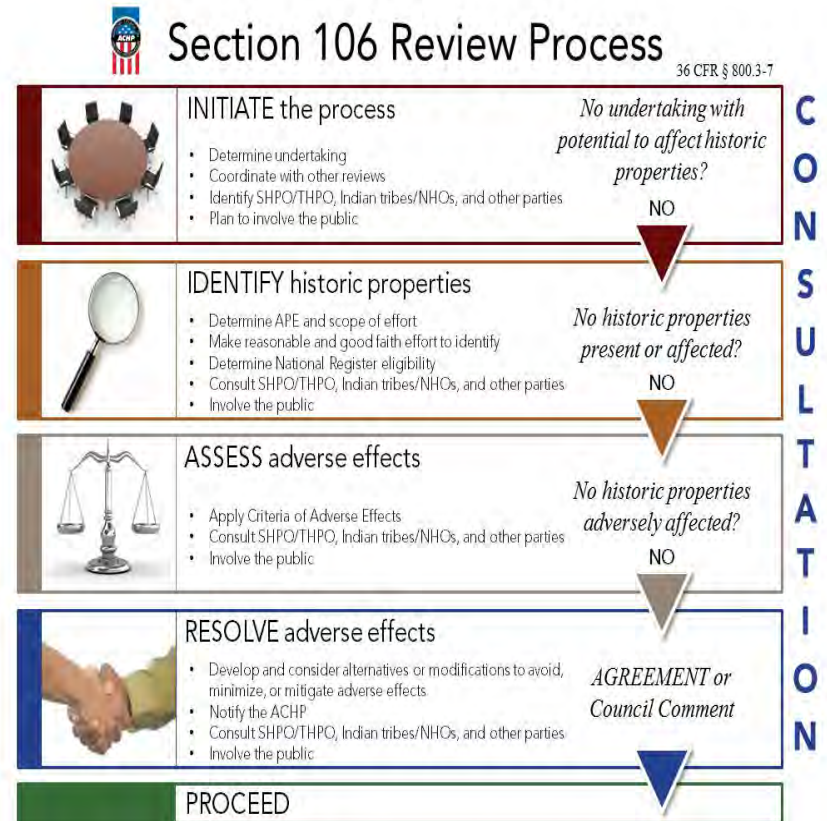
Approved for Public Availability  
10/28/2020  
Date

*John Simkins*  
Federal Highway Administration



# Section 106 of the NHPA

- Section 106 of the National Historic Preservation Act requires identification and assessment of the effects federal actions may have on historic properties
  - DHR concurred with the Determination of Adverse Effect on February 24, 2021
- Consultation with DHR and the Section 106 Consulting Parties
  - Four Consulting Party Meetings between July 2018 and March 2021
- Development of a Memorandum of Agreement (MOA) to resolve adverse effects





# Draft Section 106 MOA

- Mitigation measures presented as discrete stipulations in the MOA
- MOA is a legally binding document and signatories have sole authority to execute, amend, or terminate the MOA
- Signatories to the MOA
  - FHWA
  - VDOT
  - DHR
  - Fairfax County Board of Supervisors

MEMORANDUM OF AGREEMENT  
AMONG  
THE FEDERAL HIGHWAY ADMINISTRATION,  
THE VIRGINIA DEPARTMENT OF TRANSPORTATION,  
THE FAIRFAX COUNTY BOARD OF SUPERVISORS,  
AND THE VIRGINIA STATE HISTORIC PRESERVATION OFFICER  
REGARDING  
THE SOAPSTONE CONNECTOR PROJECT  
FROM SUNRISE VALLEY DRIVE TO SUNSET HILLS ROAD,  
RESTON, VIRGINIA

WHEREAS, the Federal Highway Administration (FHWA) administers the Federal Aid Highway Program in Virginia through the Virginia Department of Transportation (VDOT); and

WHEREAS, the Fairfax County Board of Supervisors (Fairfax County) proposes to use Federal aid funds through VDOT for construction of the Soapstone Connector Project in Fairfax County (Reston), Virginia ("the Undertaking"; Department of Historic Resources [DHR] Project Review No. 2015-1168), which includes a new roadway approximately one-half mile long between Sunrise Valley Drive and Sunset Hills Road with a three-lane cross-section (one travel lane in each direction and a two-way, left-turn-only lane), on-road bicycle lanes on each side, a sidewalk on the west side, and a shared use path on the east side; and a new four-lane bridge over the Dulles Corridor, comprising VA Route 267 (Dulles Toll Road [DTR]), the Dulles International Airport Access Highway (DIAAH), and the Silver Line of the Metrorail system; and

WHEREAS, FHWA and DHR, which in Virginia is the State Historic Preservation Office (SHPO), are signatories to this Memorandum of Agreement (MOA) in accordance with 36 CFR § 800.6(c)(1), and FHWA has requested VDOT and Fairfax County to be invited signatories in accordance with 36 CFR § 800.6(c)(2)(iii); and

WHEREAS, FHWA, with assistance from VDOT and Fairfax County, has defined the purpose of the Undertaking as: to reduce congestion and travel delay at intersections along Wiehle Avenue and within the traffic analysis area; to improve multimodal connectivity to the Wiehle-Reston East Metrorail Station; and to improve accessibility and mobility to and within the area surrounding the Wiehle-Reston East Metrorail Station (Attachment A – Project Location Map); and

WHEREAS, FHWA has determined that providing funding to Fairfax County through VDOT for the Undertaking is an undertaking as defined in 36 C.F.R. §800.16(c); and

WHEREAS, the Undertaking does not include outside actions undertaken by other entities, such as a demolition permit associated with private land development, unrelated to the Soapstone Connector Project; and

*[Draft Section 106 MOA is Appendix C of Revised EA]*



# Draft Section 106 MOA Stipulations

- Historic American Building Survey (HABS) Recordation of Association Drive Historic District
- Historic American Landscape Survey (HALS) Documentation of Association Drive Historic District
- In summary:
  - HABS focuses on the buildings and HALS focuses on the landscape and setting of the historic district
  - Both HABS and HALS include written history and description, photographs, and drawings
  - Documentation to be filed at the Library of Congress and DHR, with copies available at several locations in the local area

Contributing Elements of the Association Drive Historic District

VIRGINIA DEPARTMENT OF HISTORIC RESOURCES (DHR) RESOURCE NO.	HISTORIC NAME	ADDRESS
029-6253	American Association for Health, Physical Education, and Recreation	1900 Association Drive
029-6254	American Medical Student Association	1902 Association Drive
029-6255	National Association of Secondary School Principals	1904 Association Drive
029-6256	National Council of Teachers of Mathematics	1906 Association Drive
029-6257	Distributive Education Clubs of America	1908 Association Drive
029-6258	Future Homemakers of America	1910 Association Drive
029-6260	National Business Education Association	1914 Association Drive
029-6261	National Art Education Association	1916 Association Drive
029-6262	The Council for Exceptional Children	1920 Association Drive





# Draft Section 106 MOA Stipulations

- Three Wayside Markers for Association Drive Historic District
- Public History / Popular Report



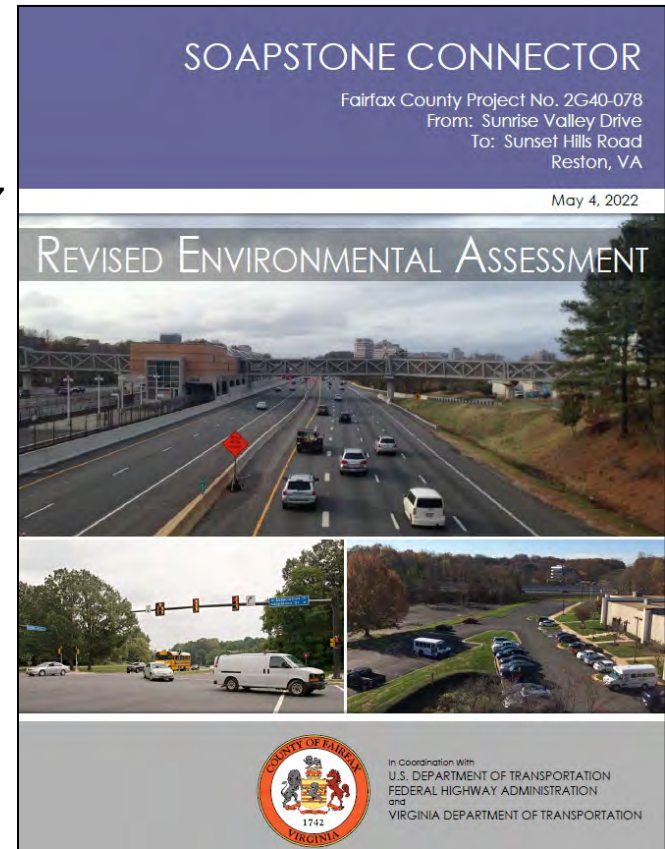
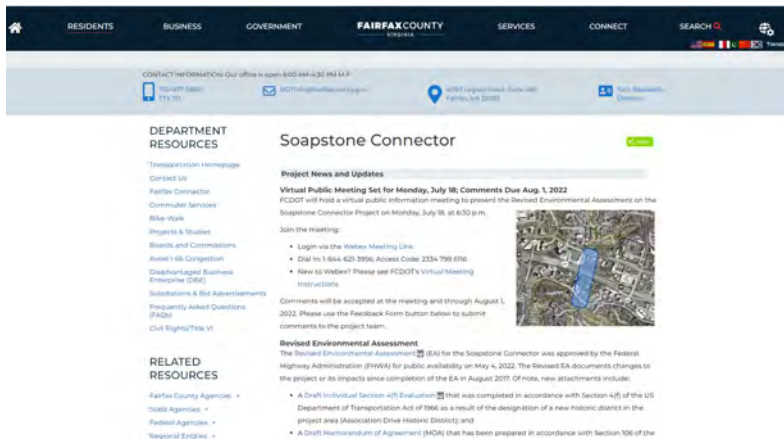
*[Draft Section 106 MOA is Appendix C of Revised EA]*

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# Additional Content in Revised EA

- Summaries of November 2017 Public Hearing and July 2018 Public Information Meeting
- Updates to environmental analysis and discussion of changes in the area since EA was released in August 2017
- Recent cultural resources information and effects analysis
- Alternatives analysis and Draft Section 4(f) Evaluation
- Documentation of Section 106 coordination and Draft Section 106 MOA







# Next Steps

- Board of Supervisors decision on Preferred Alternative
- Signatories sign the Section 106 MOA
- FHWA signs Final Section 4(f) Evaluation
- FHWA issues NEPA decision
- If Finding of No Significant Impact (FONSI) is issued, will coordinate with VDOT to start design
- Implement MOA stipulations prior to construction
- The project is funded in part by NVTA
  - \$88.8M for Design, ROW, and Construction



# Questions and Comments

## To ask a question now:

### Please use the WebEx “Q&A” feature:

- Open the “Q&A” window.
- Type in your question.

### If calling in via telephone:

- Press \*3 to “raise your hand” and to be added to the queue.

- To submit comments online, please visit the project webpage and use the red “Feedback” form:

FEEDBACK?

Contact the project team.

[www.fairfaxcounty.gov/transportation/projects/soapstone-connector](http://www.fairfaxcounty.gov/transportation/projects/soapstone-connector)

- **By Phone:** Please call us at 703-877-5600
- **By Mail:** Fairfax County Department of Transportation, Soapstone Connector Project, 4050 Legato Road, Suite 400, Fairfax, VA 22033

**Comments will be accepted through August 1.**



Thank you!