

PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2017-III-T1 December 20, 2017

GENERAL LOCATION: Intersection of Hunter Mill Road with Crowell Road and Sunset Hills Road

SUPERVISOR DISTRICT: Hunter Mill

PLANNING AREA: Area III

PLANNING DISTRICT: Upper Potomac Planning District, UP5-Greater Reston Community Planning

Sector

PARCEL LOCATION:

Located on Tax Maps 18-3 and 18-4

For additional information about this amendment call (703) 324-1380.

PLANNING COMMISSION PUBLIC HEARING:

Wednesday, January 24, 2018 @ 7:30 PM

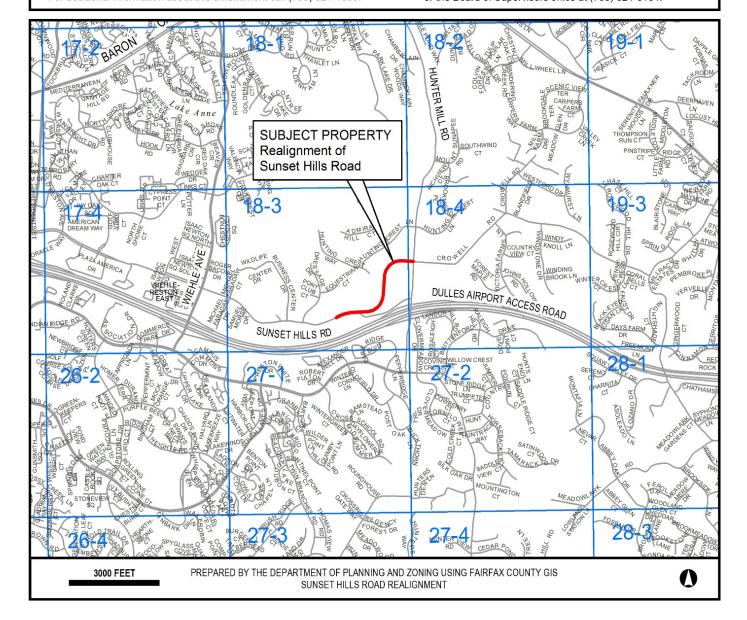
BOARD OF SUPERVISORS PUBLIC HEARING:

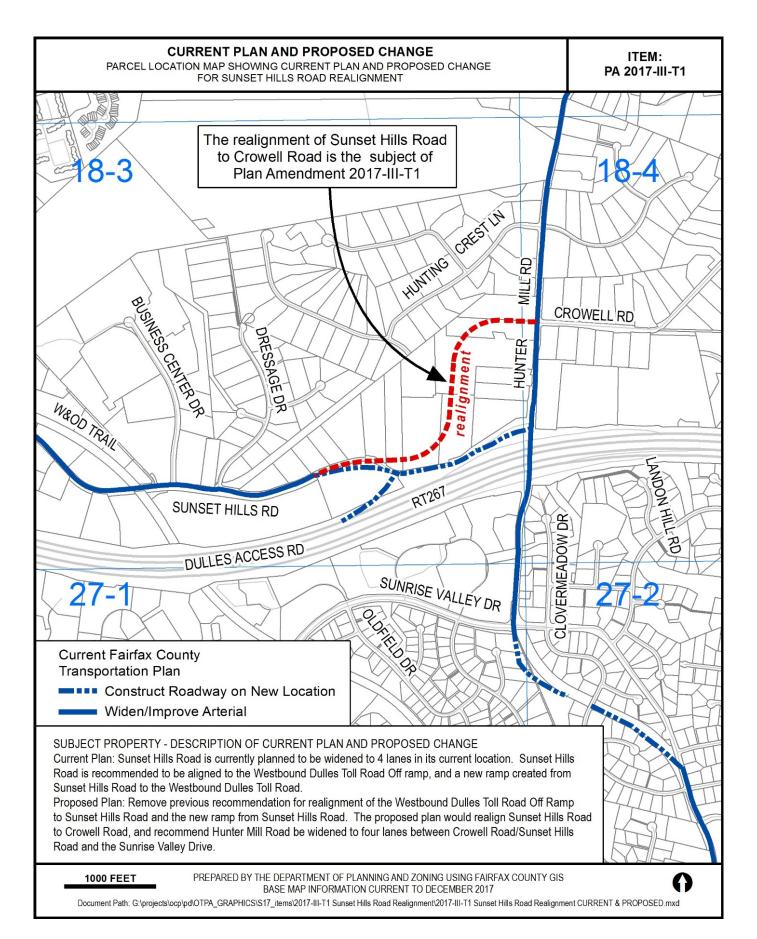
Tuesday, March 6, 2018 @ 4:00 PM

PLANNING STAFF <u>DOES</u> RECOMMEND THIS ITEM FOR PLAN AMENDMENT



Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.





STAFF REPORT FOR PLAN AMENDMENT 2017-III-T1

BACKGROUND

On May 2, 2017, the Board of Supervisors (BOS) authorized the consideration of Comprehensive Plan Amendment (PA) 2017-III-T1 for the realignment of Sunset Hills Road west of its intersection with Hunter Mill Road in the Upper Potomac Planning District, Hunter Mill Supervisor District (Tax Map 18-3 & 18-4).

The adopted Plan for this area recommends widening Sunset Hills Road to 4 lanes from Wiehle Avenue to Hunter Mill Road and the widening of Hunter Mill Road to 4 lanes from Sunrise Valley Drive to Sunset Hills Road. There is also an interchange improvement recommended for Hunter Mill Road and the Dulles Toll Road (DTR).

Hunter Mill Road experiences recurring traffic congestion with failing conditions during peak hours, which is heavily concentrated at the intersections with Sunset Hills Road and the Dulles Toll Road Westbound Ramps. With new development planned for surrounding areas in the future years, vehicular traffic along Hunter Mill Road is predicted to rise. The adopted Plan for this area recommends three different alternatives for the realignment of the Sunset Hills Road and Hunter Mill Road intersection. This plan amendment would replace these three options with the preferred alternative from the Hunter Mill Road Study.

A recent study of Hunter Mill Road included extensive community involvement in the development of goals and a preferred alternative to address the transportation issues. Six community meetings were held throughout the two-year process, which began in December 2014. Community meetings were held at critical milestones of the study to review existing and future conditions, provide input on the potential alternatives, review the results of the alternatives analysis, and provide feedback on the preferred alternative.

Six potential alternatives were developed to address transportation needs along Hunter Mill Road. From these six alternatives, a final preferred alternative was developed based on anticipated development in the surrounding area, forecasted traffic volumes, and community input. The preferred alternative would realign Sunset Hills Road to the north to intersect with Crowell Road.

The Board requested that staff consider the realignment of Sunset Hills Road to Crowell Road be reflected in the Comprehensive Plan and Transportation Plan Map.

EXISTING CHARACTER OF THE AREA

The segments of Sunset Hills Road and Hunter Mill Road being considered by the proposed Plan amendment are located north of the DTR, south of Lake Fairfax Park, and east of the Edlin School. Sunset Hills Road connects Wiehle Road to the west with Hunter Mill Road to the east. The section of Sunset Hills Road that is proposed to be realigned is relatively undeveloped. The Fairfax Presbyterian Church is located in the northwest quadrant of the current Sunset Hills Road and Hunter Mill Road intersection. Virginia Department of Transportation (VDOT) Reston Area Headquarters is located south of Sunset Hill Road proximate to where the realignment of Sunset Hills Road is proposed to begin. The Edlin School is located on Sunset Hills Road, directly west

of where the realignment of Sunset Hills Road is proposed to begin. The aerial photo, below, shows the current alignment of Sunset Hills Road and its adjacent development in the area of the proposed realignment.



Aerial photo of Sunset Hills Road and Hunter Mill Road in the area of the proposed realignment.

Sunset Hills Road serves as a connection from Reston to Hunter Mill Road and the DTR. Morning and afternoon traffic along Sunset Hills Road in proximity to the Westbound DTR ramps causes daily traffic congestion at the intersection of Sunset Hills Road and Hunter Mill Road.



Intersection of Sunset Hills Road and Hunter Mill Road looking west down Sunset Hills Road.

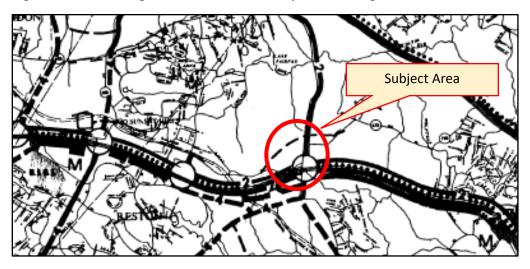
These two intersections are closely spaced and do not have adequate distance between the two signals to allow for efficient use of the signals or the roadway. There is approximately 70 feet of storage space for vehicles between Sunset Hills Road and the westbound DTR Ramps on Hunter Mill Road. The picture, below, shows the close proximity of the two intersections.

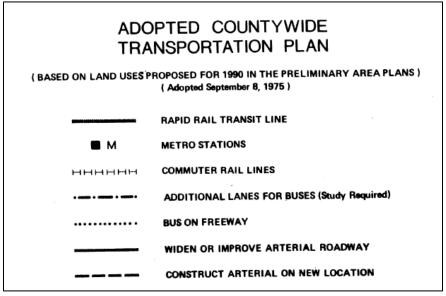


Intersections of Hunter Mill Road with Sunset Hills Road and the Westbound DTR Ramps

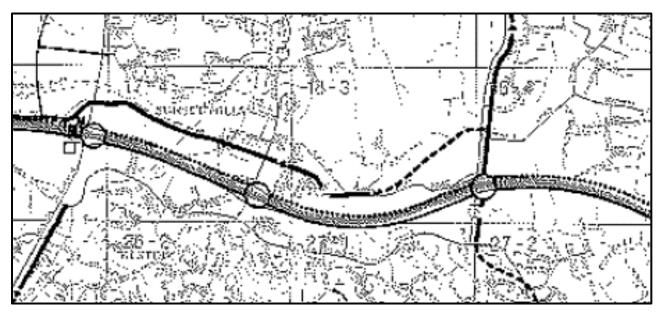
PLANNING HISTORY

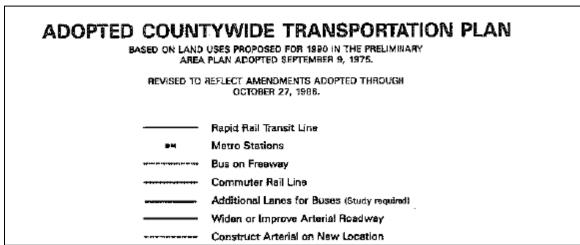
There is a long planning history surrounding proposed transportation improvements and changes to the area surrounding the proposed realignment of Sunset Hills Road. Improvements near the proposed Plan amendment have been in the Fairfax County Comprehensive Plan since 1975, when Sunset Hills Road was recommended to be realigned north of the current intersection of Crowell Road and Hunter Mill Road, as shown in the graphics (clip of Transportation Plan Map and Legend from Transportation Plan Map) from the 1975 Countywide Transportation Plan.





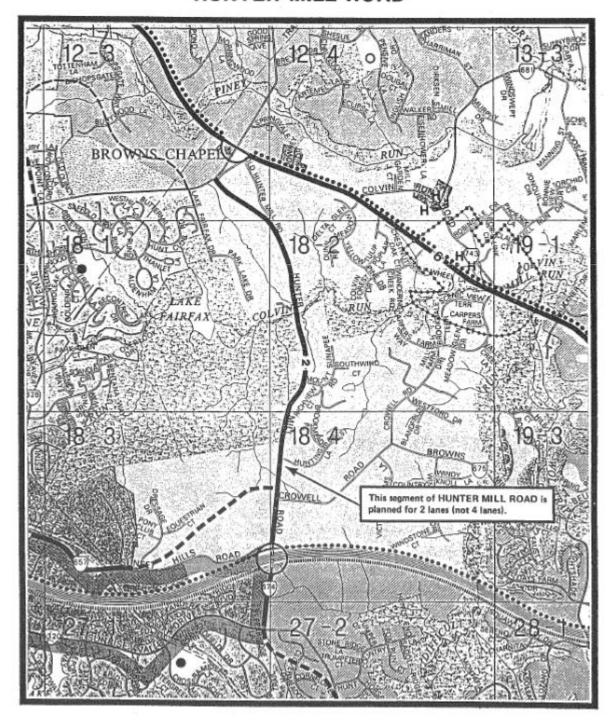
The realignment can also be seen in the graphic(s) from the 1986 Comprehensive Plan.





Fairfax County Comprehensive Plan, 1986 Edition, 1989 Reprint - Introduction/Countywide

HUNTER MILL ROAD



In 1988 the Plan was amended to reflect two of the three current options, Option A and Option B.

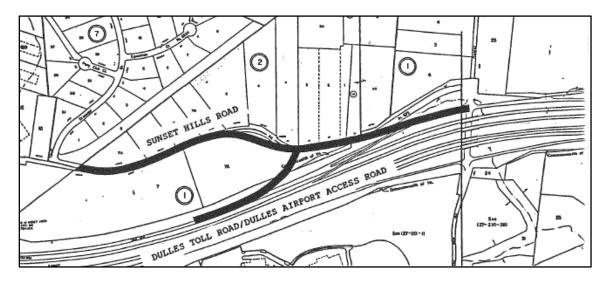
Fairfax County Comprehensive Plan, 1986 Edition, 1989 Reprint, Introduction/Countywide, Amendment No. 86-A-25, Adopted March 14, 1988:

Sunset Hills Road. Sunset Hills Road as it terminates at Hunter Mill Road provides for primary access to the Dulles Toll Road for the residential areas and commercial office areas within the eastern periphery of Reston. This access can be provided for by either option A or B below. Option A is the preferred plan option:

The preferred option A is to slightly modify the current Sunset Hills Road/Hunter Mill Road intersection by moving it opposite the Dulles Toll Road westbound off-ramp to begin at Sunset Hills Road west of Hunter Mill Road and east of the existing VDOT maintenance facility.

A secondary option B if option A is not accepted by VDOT would be to relocate Sunset Hills Road in a configuration that brings the intersection of Sunset Hills Road and Hunter Mill Road as close as possible to the Reston Presbyterian Church ((1)) parcel 6.

The graphic depicting the proposed improvement (preferred option A) from the cover of the Plan Amendment is shown below.



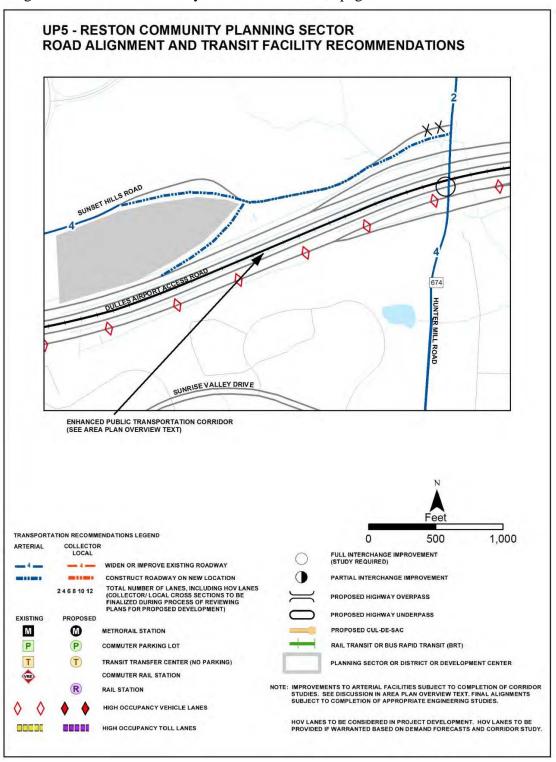
In 2008 the plan guidance for this area was updated to add a third option based on the Hunter Mill Road Traffic Calming Study, conducted by the Northern Virginia Regional Commission and completed in 2006. The plan was updated with a third option:

Fairfax County Comprehensive Plan, 2007 Edition, Area III, Upper Potomac Planning District, amended through 6-30-2008; page 136:

"A third option C is a roundabout as described in the Hunter Mill Road Traffic Calming Study (Northern Virginia Regional Commission, 2006)."

ADOPTED COMPREHENSIVE PLAN RECOMMENDATIONS

Fairfax County Comprehensive Plan, 2017 Edition, Area III, Upper Potomac Planning District, amended through 3-14-2017; Figure 31, "UP5 – Reston Community Planning Sector, Road Alignment and Transit Facility Recommendations;" page 75:



Fairfax County Comprehensive Plan, 2017 Edition, Area III, Upper Potomac Planning District, amended through 3-14-2017; page 72 & 76:

"Transportation

Transportation recommendations for this sector are shown in the following figures (Figures 29, 30 and 31). In some instances, site-specific transportation recommendations are included in the land use recommendations section. The figures show access orientation, circulation plans, interchange impact areas and generalized locations of proposed transit facilities. The recommendations contained in the Area Plan text and maps, the Policy Plan and Transportation Plan map, policies and requirements in the Public Facilities Manual, the Zoning Ordinance, and other standards will be utilized in the evaluation of development proposals. Development proposals should also be evaluated against the Hunter Mill Road Traffic Calming Study (Northern Virginia Regional Commission, 2006), which provides both a traffic calming conceptual plan for Hunter Mill Road, as well as context sensitive roadway design techniques.

Development and redevelopment applicants shall be encouraged to establish or participate in transportation management programs to promote alternatives to single occupant vehicle use, particularly during peak commutation hours. Transportation management programs include, but are not limited to: flexible and alternative work schedules, telecommuting, transit pass programs, dedicated bus/van shuttles to designated transit centers, parking management arrangements, promotion of ridesharing, bicycling and walking. Applicants will be encouraged to coordinate with and make appropriate contributions to a Transportation Management Association (TMA) where such a TMA has been established. In addition, applicants will be encouraged to require lessee cooperation with an existing TMA or one established in the future.

Sunset Hills Road as it terminates at Hunter Mill Road provides for the primary access to the Dulles Toll Road for the residential areas and commercial office areas within the eastern periphery of Reston. This access can be provided for by either option A, B or C below. Option A is the preferred option:

- The preferred option A is to slightly modify the current Sunset Hills Road intersection by moving it opposite the Dulles Toll Road westbound off-ramp and relocate the Toll Road westbound on-ramp to begin at Sunset Hills Road west of Hunter Mill Road and east of the existing VDOT maintenance facility.
- A secondary option B, if option A is not accepted by VDOT, would be to relocate Sunset Hills Road in a configuration that brings the intersection of Sunset Hills Road and Hunter Mill Road as close as possible to the Reston Presbyterian Church (Tax Map 18-3((1))6).
- A third option C is a roundabout as described in the Hunter Mill Road Traffic Calming Study (Northern Virginia Regional Commission, 2006)."

ADOPTED FAIRFAX COUNTY BICYCLE MASTER PLAN RECOMMENDATIONS

The Fairfax County Bicycle Master Plan, adopted by the BOS in October 2014, identifies a "striped shoulder" facility on both Sunset Hills Road and Hunter Mill Road to provide safe access for bicyclists. These facilities would connect to the Washington and Old Dominion Trail.

ADOPTED FAIRFAX COUNTY TRAILS PLAN RECOMMENDATIONS

The Fairfax County Trails Plan identifies a Minor Paved Trail facility on Sunset Hills Road to provide safe access for recreational bicyclists and for pedestrians. This facility would connect to the Washington and Old Dominion Trail and to a planned Minor Paved Trail as well as a Parallel Natural Surface Trail on Hunter Mill Road. These improvements would improve safety for pedestrians and bicyclists on Sunset Hills Road and Hunter Mill Road.

PROPOSED PLAN AMENDMENT

On May 2, 2017, the Board of Supervisors authorized the consideration of PA 2017-III-T1 for the realignment of Sunset Hills Road at its intersection with Hunter Mill Road in the Upper Potomac Planning District, Hunter Mill Supervisor District (Tax Maps 18-3 & 18-4).

The adopted Plan for this area recommends widening Sunset Hills Road to 4 lanes from Wiehle Avenue to Hunter Mill Road and the widening of Hunter Mill Road to 4 lanes from Sunrise Valley Drive to Sunset Hills Road. There is also an interchange improvement recommended for Hunter Mill Road and the DTR.

The Board of Supervisors requested that staff consider the realignment of Sunset Hills Road to Crowell Road be reflected in the Comprehensive Plan and Transportation Plan Map.

ANALYSIS

Transportation

Hunter Mill Road experiences recurring congestion during the morning and evening peak hours. To understand and address this congestion, a transportation study was conducted from 2014 to 2016 to determine the best alternative to alleviate the transportation challenges surrounding Hunter Mill Road's intersections with Sunset Hills Road and the DTR Westbound Ramps. This study developed a new recommendation for the area, as the three options described earlier in the Staff Report are not able to adequately address the current and future transportation issues in the area. The following paragraphs outline the reasons why the original three options are no longer viable, as well as why the preferred alternative option was chosen.

Original Option A

The preferred option, in the current Comprehensive Plan, Option A, is to slightly modify the current Sunset Hills Road intersection by moving it opposite the Dulles Toll Road westbound off-ramp and relocate the Toll Road westbound on-ramp to begin at Sunset Hills Road west of Hunter Mill Road and east of the existing VDOT maintenance facility.

Issue

This option is no longer implementable, as the on-ramp from Sunset Hills Road to the westbound DTR as proposed in the Comprehensive Plan can no longer be constructed. There is a Metrorail traction power substation built where the ramp was proposed. This can be seen in the following graphic.



Original Option B

A secondary option in the current Comprehensive Plan, Option B, if option A is not accepted by VDOT, would be to relocate Sunset Hills Road in a configuration that brings the intersection of Sunset Hills Road and Hunter Mill Road as close as possible to the Reston Presbyterian Church (Tax Map 18-3((1))6).

Issue

This option does not provide the spacing needed between the intersections of Hunter Mill Road with Sunset Hills Road and the Dulles Toll Road Westbound ramps. There is currently less than 70 feet between the Reston Presbyterian Church and the current edge of Sunset Hills Road, and in some locations, less than 60 feet. Sunset Hills Road has not been widened to the Comprehensive Plan recommendation of four lanes, which would reduce the amount of distance the road could be shifted north. As the space between the two intersections is a restricting factor for the efficient operations of the two intersections, this option would not be able to adequately address the transportation needs in the future.

Original Option C

A third option, Option C, is a roundabout as described in the Hunter Mill Road Traffic Calming Study (Northern Virginia Regional Commission, 2006).

<u>Issue</u>

This option was examined further as part of the Hunter Mill Road Study. However, the study determined that a roundabout capable of addressing both safety and operational needs would require the relocation of the Reston Presbyterian Church to provide more space for the Sunset Hills Road approach, as shown in the graphic below.



As depicted in the graphic, Sunset Hills Road needs to be shifted farther north to provide for optimal spacing between the five legs of the roundabout, which would simplify the entries and exits of the circulatory roadway. The taking of the Reston Presbyterian Church was deemed undesirable, and thus Option C is no longer a viable way of improving the transportation network.

New Proposed Alternative

As mentioned earlier in the Staff Report, a total of six alternatives were created, tested and presented to the community. The six developed alternatives were evaluated using criteria important in choosing a viable alternative. These criteria included: level of service, the potential right-of-way necessary to implement the alternative, qualitative understanding of cost, community input, and the constructability of the alternative. The alternatives were ranked against each other to provide an understanding of the variation between alternatives.

The analyses show that no one alternative would clearly provide better results than another in the future. However, the operational results showed that in several cases, the volume in the peak direction exceeded the capacity of the proposed improvements, and therefore there would still be congestion in the peak hour. Based on the analyses and the community input throughout the evaluation process, a new alternative, shown following this paragraph, was developed. This alternative accommodates future travel demand and allows a roundabout to be introduced at a critical intersection along the corridor, which is desired by a large segment of the community. The

preferred alternative performs better in the future than the existing configuration of Sunset Hills Road and Hunter Mill Road.



In the Preferred Alternative, Sunset Hills Road is realigned to Crowell Road, with a roundabout as the intersection control. Hunter Mill Road is converted to four continuous lanes (two per direction) from the realigned Crowell Road/Sunset Hills Road intersection to the Dulles Toll Road westbound ramps. This four-lane section would utilize the existing right-of-way and pavement along Hunter Mill Road.

Parks

As described earlier in the Staff Report the Countywide Trails Plan designates a Minor Paved Trail along the existing alignment of Sunset Hills Road. The Park Authority recommends that the Minor Paved Trail recommendation for Sunset Hills Road should be retained with any modification to the road alignment recommendation.

Heritage Resources

The entire Greater Reston Community Planning Sector has not been formally surveyed to determine the presence or absence of heritage resources. A survey completed in 2016 of the Reston Transit Station Areas (TSAs), which included the Herndon TSA, the Reston Town Center TSA, and the Wiehle-Reston East TSA identified potential architectural heritage resources for further study and evaluation.

If and when the realignment of Sunset Hills Road is implemented, Policy Plan guidance for the identification of Heritage Resources should be followed. Archaeological surveys should be completed if and when the realignment of Sunset Hills Road is engineered. Surveys should be conducted to identify and record heritage resources prior to road construction and appropriate action should be taken to further record, preserve, and/or recover the significant resources.

COMMUNITY OUTREACH

On February 11, 2014, the Fairfax County Board of Supervisors authorized the Hunter Mill Road and Sunset Hills Road study as a follow-on study to the Reston Phase I Plan Amendment. On December 8, 2014, Fairfax County Department of Transportation held their first public meeting to introduce the Hunter Mill Road study and to hear comments, as well as gain feedback regarding the study scope. A total of six public meetings were held within a two-year period which are listed below:

- December 8, 2014: Kick-off
- February 24, 2015: Existing and No-build conditions and community input regarding alternatives for realigning Sunset Hills Road
- May 20, 2015: Analysis on alternatives and findings from each
- June 30, 2016: The alternative considering a roundabout was discussed as well as the volume capacity in implementing a roundabout at Crowell Road and Hunter Mill Road
- September 15, 2016: Alternatives were completed and the results of each alternative were presented to the public for input
- November 17, 2016: Staff Preferred Alternative presented and discussed
- March 2017: Final Report posted on website

These meetings led to a consensus building around the preferred alternative, a realignment of Sunset Hills Road to Crowell Road with Hunter Mill Road planned for four lanes between the realigned Sunset Hills Road and the Dulles Toll Road westbound ramps.

CONCLUSION

The realignment of Sunset Hills Road to the intersection of Crowell Road and Hunter Mill Road would provide for the future transportation needs in the area. It would address the forecasted traffic congestion associated with the closely spaced intersections of Hunter Mill Road with Sunset Hills Road and the Dulles Toll Road Westbound Ramps. The inclusion of a roundabout at the intersection of Crowell Road and Hunter Mill Road addresses the community desire to see traffic

calmed to the north of Crowell Road, as well as the need to adequately handle future travel demand in the corridor.

RECOMMENDATION

Staff recommends the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as <u>underlined</u> and text proposed to be deleted is shown with a <u>strikethrough</u>. Text shown to be replaced is noted as such.

MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Upper Potomac Planning District, as amended through 3-14-2017; UP5-Greater Reston Community Planning Sector, Transportation Recommendations, pages 72 and 76:

Transportation

Transportation recommendations for this sector are shown in the following figures (Figures 29, 30 and 31). In some instances, site-specific transportation recommendations are included in the land use recommendations section. The figures show access orientation, circulation plans, interchange impact areas and generalized locations of proposed transit facilities. The recommendations contained in the Area Plan text and maps, the Policy Plan and Transportation Plan map, policies and requirements in the Public Facilities Manual, the Zoning Ordinance, and other standards will be utilized in the evaluation of development proposals. Development proposals should also be evaluated against the Hunter Mill Road Traffic Calming Study (Northern Virginia Regional Commission, 2006), which provides both a traffic calming conceptual plan for Hunter Mill Road, as well as context sensitive roadway design techniques.

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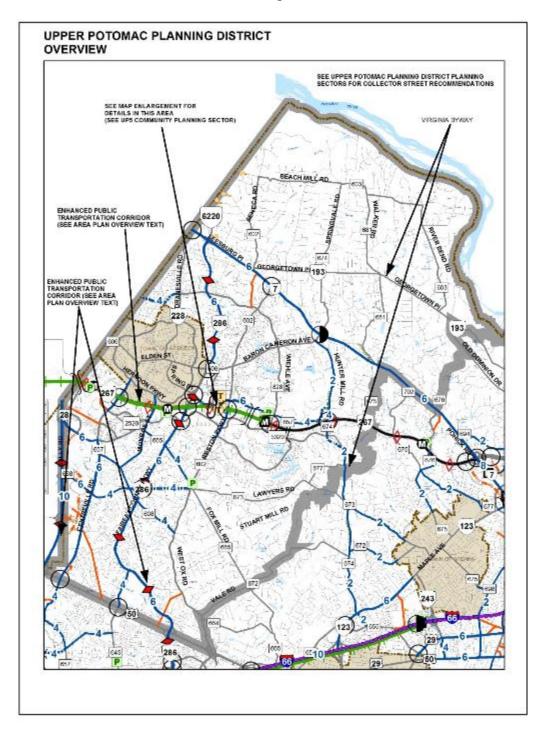
Sunset Hills Road as it terminates at Hunter Mill Road provides for the primary access to the Dulles Toll Road for the residential areas and commercial office areas within the eastern periphery of Reston. To facilitate this access and provide better spacing between intersections, Sunset Hills Road should be realigned to Crowell Road to create a four-leg intersection. When Sunset Hills Road is realigned, a roundabout should be considered as the intersection control. The realigned Sunset Hills Road should retain the minor paved trail designation for Sunset Hills Road recommended in the Countywide Trails Plan. This access can be provided for by either option A, B or C below. Option A is the preferred option:

- The preferred option A is to slightly modify the current Sunset Hills Road intersection by moving it opposite the Dulles Toll Road westbound off ramp and relocate the Toll Road westbound on ramp to begin at Sunset Hills Road west of Hunter Mill Road and east of the existing VDOT maintenance facility.
- A secondary option B, if option A is not accepted by VDOT, would be to relocate Sunset Hills Road in a configuration that brings the intersection of Sunset Hills Road

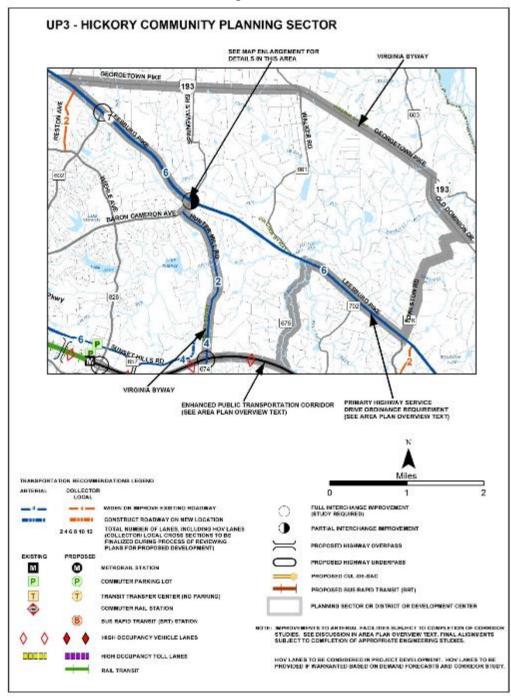
and Hunter Mill Road as close as possible to the Reston Presbyterian Church (Tax Map 18-3((1))6).

• A third option C is a roundabout as described in the Hunter Mill Road Traffic Calming Study (Northern Virginia Regional Commission, 2006).

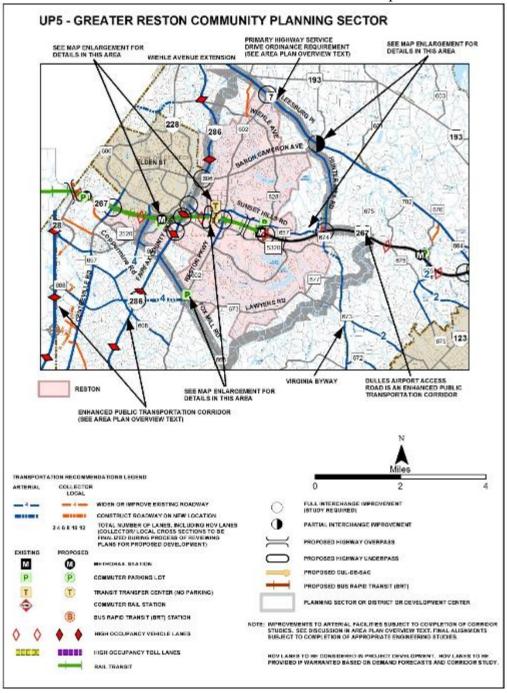
Fairfax County Comprehensive Plan, 2017 Edition, Area III, Upper Potomac Planning District, as amended through 3-14-2017; Figure 2, "Upper Potomac Planning District Overview;" page 6, to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.



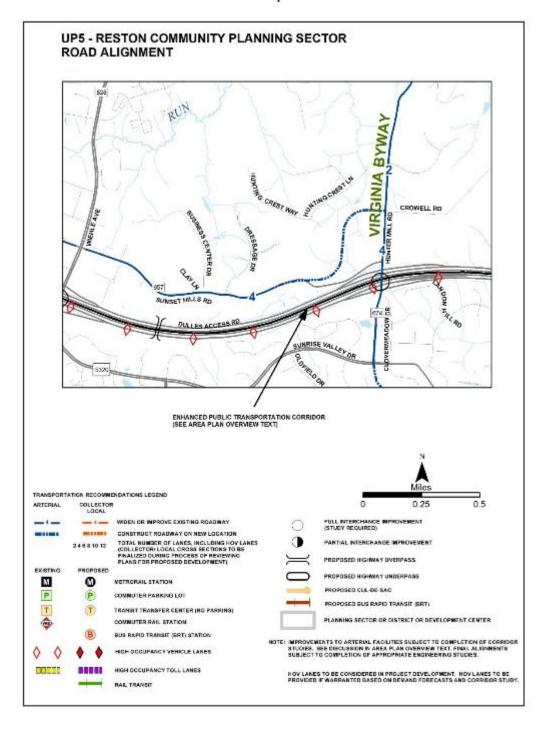
Fairfax County Comprehensive Plan, 2017 Edition, Area III, Upper Potomac Planning District, as amended through 3-14-2017; Figure 18, "UP3 – Hickory Community Planning Sector;" page 50, to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.



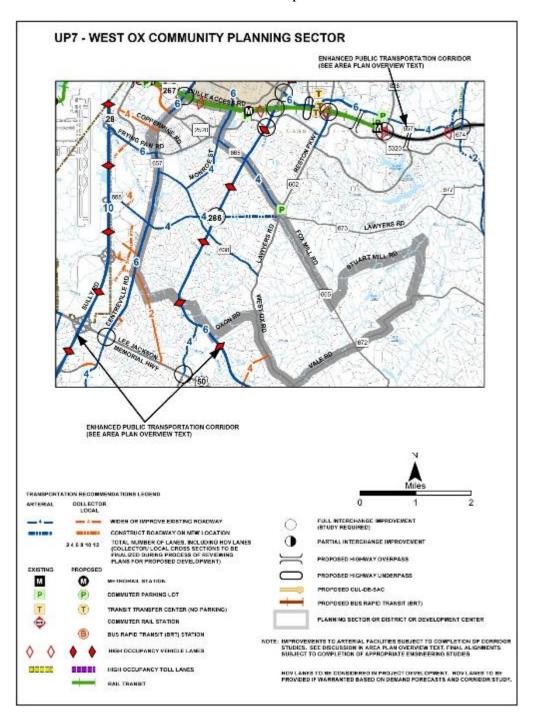
Fairfax County Comprehensive Plan, 2017 Edition, Area III, Upper Potomac Planning District, as amended through 3-14-2017; Figure 29, "UP5 – Greater Reston Community Planning Sector;" page 73, to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.



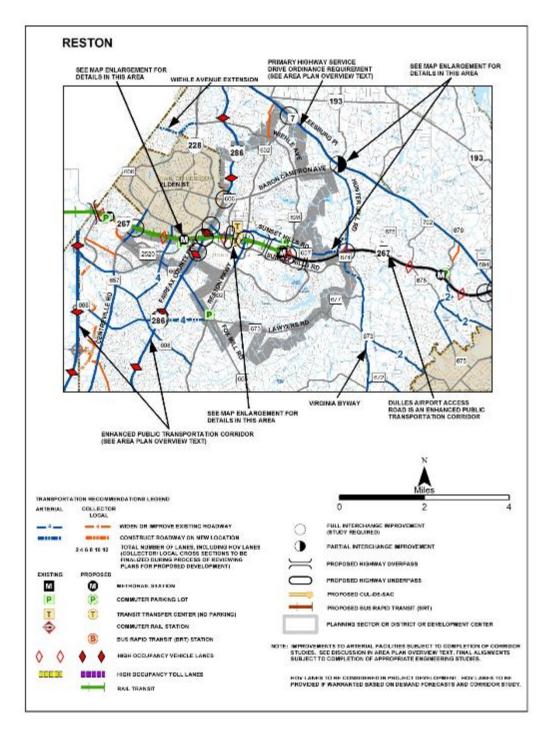
Fairfax County Comprehensive Plan, 2017 Edition, Area III, Upper Potomac Planning District, as amended through 3-14-2017; Figure 31, "UP5 – Reston Community Planning Sector, Road Alignment and Transit Facility Recommendations;" page 75, to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.



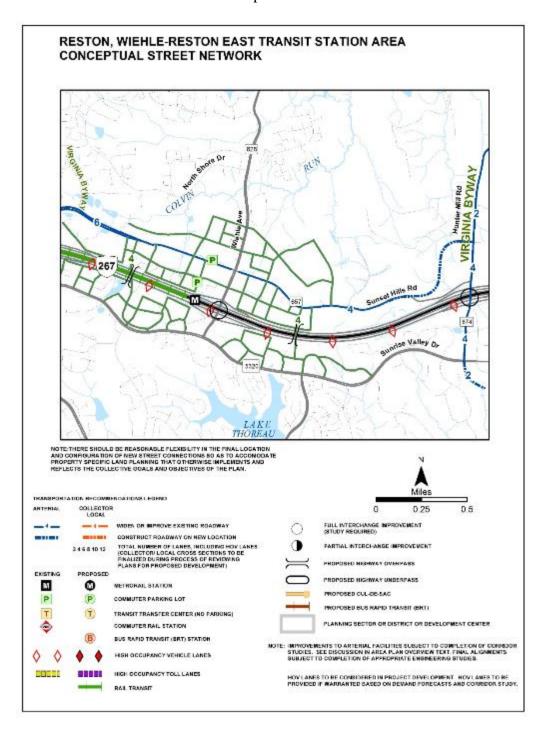
Fairfax County Comprehensive Plan, 2017 Edition, Area III, Upper Potomac Planning District, as amended through 3-14-2017; Figure 34, "UP7 – West Ox Community Planning Sector;" page 87, to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.



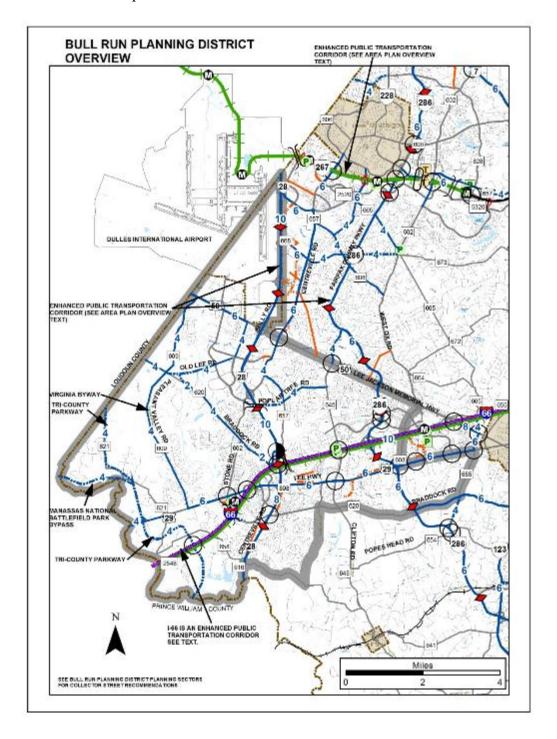
Fairfax County Comprehensive Plan, 2017 Edition, Area III, Reston, as amended through 3-14-2017; Figure 7, "Reston;" page 27, to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.



Fairfax County Comprehensive Plan, 2017 Edition, Area III, Reston, as amended through 3-14-2017; Figure 45, "Reston, Wiehle-Reston East Transit Station Area Conceptual Street Network;" page 137, to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.



Fairfax County Comprehensive Plan, 2017 Edition, Area III, Bull Run Planning District, as amended through 3-14-2017; Figure 2, "Bull Run Planning District Overview;" page 6, to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.



COMPREHENSIVE LAND USE PLAN MAP:

Modify the Comprehensive Land Use Plan Map to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.

COUNTYWIDE TRANSPORTATION PLAN MAP:

Modify the Countywide Transportation Plan Map to show the realignment of Sunset Hills Road to Crowell Road, the widening of Hunter Mill Road to four lanes between Crowell Road and Sunrise Valley Drive, and the removal of the modifications to the westbound Dulles Toll Road Ramps.