

**BEFORE THE
SURFACE TRANSPORTATION BOARD**

FINANCE DOCKET NO. 36836 (Sub-No.1)

310592

ENTERED
Office of Chief Counsel
December 23, 2025
Part of
Public Record

**NORFOLK S. CORP. & NORFOLK S. RY. CO. – ACQUISITION AND CONTROL –
NORFOLK PORTSMOUTH BELT LINE R.R. CO.**

CLARIFICATION COMMENT

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Dated: December 23, 2025

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CLARIFICATION COMMENT

Virginia Port Authority (“VPA”) and Virginia International Terminals, LLC (“VIT”), files this clarifying comment in response to the Norfolk Southern Corporation’s and Norfolk Southern Railway Company’s (collectively herein, “NS”) Comments in Opposition to CSX Transportation, Inc.’s Responsive Application for Terminal Trackage Rights filed on November 20, 2025, in this proceeding. Although they have not been a party to this proceeding, each of VPA and VIT have been subjected to onerous and expensive discovery in this proceeding.¹ Much of that discovery has focused on questions that might be interpreted as probing capacity at VPA and VIT’s facilities. VPA/VIT submit this clarifying comment to provide information on that capacity directly from the entities with the most knowledge and interest in their capacity to handle trains from any rail carrier.

¹ To date, VPA/VIT have produced 69,031 pages across 2,866 documents at substantial financial expense to Virginia’s taxpayers.

(1) There is currently capacity at NIT to handle three (3) trains per day of 10,000 feet in length or four (4) trains per day of 6,000 feet in length. NIT added 9,416 feet of track inside NIT in July 2024, which NIT did not have in full operation in the 2024 volume surge, which provides added capacity. However, since September of 2025, NIT has only handled two NS trains per day, leaving room for at least one more train. NIT has the potential to do more if the schedule is adhered to by railroads calling at NIT.

(2) VPA/VIT is agnostic as to whether those trains are NS trains or CSX trains.

(3) There is more existing capacity if train operations are operating consistently. NIT rail capacity is enhanced through timely and efficient coordination with rail partners.

(4) While trains occasionally block Hampton Boulevard for brief periods of time, any curfews are NIT's choice and are not a formal restriction on operating hours.

The attached verified statement of Jay Windsor, Director, Intermodal Operations NIT, for Virginia International Terminals explains these points in more detail.

Respectfully submitted,

/s/ Kathleen L. Wright
Gentry Locke
Attorneys for:
Virginia Port Authority and
Virginia International Terminals,
LLC

CERTIFICATE OF SERVICE

I certify that, on December 23, 2025, I have caused to be served a copy of the foregoing Clarification Comment upon the following Parties of Record in these proceedings.

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VERIFIED STATEMENT OF JAY WINDSOR

1. My name is Jay Windsor, Director, Intermodal Operations NIT. In that role, I am responsible for operations and planning and capacity analysis at Norfolk International Terminals.

VPA/VIT/NIT Overview

2. The Commonwealth of Virginia established the VPA in 1952 to foster maritime commerce and economic development within Virginia by coordinating and promoting the port activities of three Virginia city-owned marine terminals, namely, Newport News, Portsmouth, and Norfolk marine terminals. In the 1970's, those city-owned marine terminals were consolidated under VPA to further bolster their economic development potential, and in the 1980's, terminal operations were consolidated through the formation of Virginia International Terminals, LLC ("VIT"). VIT is a single-member limited liability company wholly owned by the VPA.
3. Together, VPA and VIT do business as The Port of Virginia ("POV"). The POV consists of four deep-water marine terminals, namely Norfolk International Terminals ("NIT"), Portsmouth Marine Terminal ("PMT")², VIG, and Newport News Marine Terminal ("NNMT"). POV also has two inland terminals: Richmond Marine Terminal ("RMT") and Virginia Inland Port ("VIP"). NIT and VIG are the POV's primary container terminals. NIT is the POV's largest terminal with current annual throughput capacity of 2.2M Twenty Foot Equivalent Units ("TEU") and presently has an expansion project underway that will increase NIT terminal capacity to 3.6M TEU. VIG has an annual throughput capacity of 2.2M TEUs.

4. Prior to 1898, eight railroads served the industries in the area, including a myriad of marine terminals. In 1898, these railroads formed the Norfolk and Portsmouth Belt Line Railroad (“NPBL”) with shares held by each of the interested railroads to improve the level of service for all the rail customers in the terminal area. Since that time, multiple mergers occurred that resulted in NPBL having only two owners— Norfolk Southern Railway (“NSR”) and CSX Transportation (“CSX”). NPBL serves two facilities at the VPA – NIT and PMT. These facilities are not interchangeable – one serves intermodal, and one serves offshore wind projects.
5. NIT is directly rail-served by NS. CSX can move traffic to NIT, but only by interchanging cars to NPBL. NS controls the switch at Quartermaster Junction, over which loaded trains are delivered to NIT.

Facts About Operations at NIT

6. NSR’s statement assumes that only it will be able to move trains to NIT.
7. NIT is agnostic as to whether the trains are from NSR or CSX. Train lengths are the limiting factor.
8. The frequency of trains that can be handled at NIT depends on the train size. NIT can handle three (3) trains per day of 10,000 feet in length. It can handle four (4) trains per day of 6,000 feet in length. VIT requires eight (8) hours of spacing between intermodal trains only if they are 10,000 feet in length. If trains moved to NIT from NS’s yard were shorter than set forth here, NIT could accommodate more trains.
9. Prior to September 2025, NSR operated three inbound trains per day, each ranging from 8,000 to 10,000 feet. The scheduled windows for the trains are 12:00, 20:00, and 04:00. Each drop takes about one hour. Under normal conditions, NS departs with our outbound train from the marshaling yard three hours after the start of the drop. For outbound trains, NSR’s departure times were 15:00, 23:00, and 07:00. NSR drops its inbound trains on the Terminal Boulevard inbound track, and all NSR stages its outbound trains in the marshaling yard and back gate tracks.
10. Since September of 2025, NIT has only handled two NSR trains per day of 8,000 to 10,000 feet, leaving room for at least one more train. NSR’s schedule windows are 12:00 and 19:00, and each drop takes approximately one hour. Under normal conditions, NS departs with our outbound train from the marshaling yard three hours after it starts the process of dropping an inbound train. The train operations are the same as described in paragraph 8.
11. A key factor affecting capacity arises when a railroad fails to meet its scheduled window. Stricter adherence to the windows would create more capacity. There are

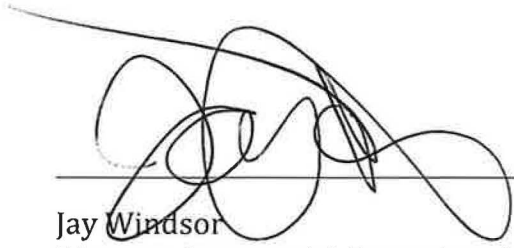
many variables outside of NIT's control that can serve as operating constraints to limit the efficiency of moves to and from NIT, including train origin, train length, access to the bridge at Portlock, railroad scheduling and delays. Although NS opines that VIT requires 8-hours spacing between intermodal trains, when a railroad hits its window, it takes closer to 6 hours. And most of the variables that determine the time NSR needs to make a single round trip is outside of NIT's control.

12. NIT believes that if NPBL used Quartermaster Junction for inbound trains, then CSX traffic could be integrated into the current drop/pull model. If not, then CSX traffic must be handled through the marshaling yard, which would limit train size to about 6,000 feet. CSX would have to build its outbound trains on the back gate tracks.
13. Notwithstanding paragraph 8, NIT has examined how to accommodate four (4) trains of between 8,000 and 10,000 feet with operational changes only. The changes that would likely be required and are within NIT's control are (a) extend terminal locomotive operations by four additional hours daily; (b) add a second utility man and convert two flaggers to longshore pay for intersection control and switch management, which would enable one locomotive to clear inbound trains while the other stages outbound trains; (c) remove self-imposed curfews; and (d) better adherence to schedules.
14. VIT and NIT strive to be good community partners. Like railroad operations generally, train operations can block a road or crossing. In NIT's case, blockages of Hampton Boulevard are usually less than 15 minutes. Importantly, this issue arises regardless of rail partner and is not a differentiating factor.

Verification

I, Jay Windsor, verify under penalty of perjury that I have read the foregoing Verified Statement and know its contents, and that the same is true and correct to the best of my knowledge and belief.

Executed on December 22, 2025



Jay Windsor
Director, Intermodal Operations NIT