

Rural Scenic Corridor Study



Virginia's Region 2000 Local Government Council
(Planning District Commission #11)



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Preface

Disclaimer

This report was prepared by the staff of the Region 2000 Local Government Council in cooperation with the United States Department of Transportation (USDOT), Federal Highway Administration (FHWA), and the Virginia Department of Transportation (VDOT), as funded in the FY 2012 Unified Planning Work Program (UPWP).

The contents of this report reflect the views of the authors who are responsible for the facts and accuracy of the data presented herein. The contents do not necessarily reflect the official views or the policy of either the Federal Highway Administration or the Virginia Department of Transportation. This report does not constitute a standard, specification or regulation.

Federal Highway Administration and Virginia Department of Transportation acceptance of this report as evidence of fulfillment of the objectives of this planning study does not constitute endorsement/approval of the need for any recommended improvements, nor does it constitute approval of their location and design, nor commitment to fund any such improvements. Additional project level environmental assessments and/or studies of alternatives may be necessary.

Title VI Statement

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Explanation of Acronyms

AASHTO	American Association of State and Highway Transportation Officials
ATSSA	American Traffic Safety Services Association
CTB	Commonwealth Transportation Board
CVMPO	Central Virginia Metropolitan Planning Organization
DHR	Virginia Department of Historic Resources
FHWA	Federal Highway Administration
ITE	Institute of Transportation Engineers
MUTCD	FHWA Manual on Uniform Traffic Control Devices
NHS	National Highway System
NRHP	National Register of Historic Places
R2KLGC	Region 2000 Local Government Council
TTC	Transportation Technical Committee
UPWP	Unified Planning Work Program
USDOT	United States Department of Transportation
VDOT	Virginia Department of Transportation
VLR	Virginia Landmarks Register
VTRC	Virginia Transportation Research Council

1. Introduction

Region 2000 is home to numerous rural roadways that exhibit unique characteristics derived from the surrounding natural and cultural landscape. The area contains several official Scenic Byways, Scenic Roads, and Scenic Connectors, and numerous undesignated roadways that offer impressive and expansive vistas as well as intimate and pristine experiences from bygone days, including routes lined with stone walls, ancient planted trees, and historic farmsteads.

These picturesque routes add much to the quality of life of residents who live along them, and of those who travel them on a regular basis. Often, they provide satisfying day trips and weekend outings for tourists and people from more urban portions of the region, which helps create diversified economic development in rural areas.

This project seeks to identify additional road segments within Region 2000 that may be suitable for designation as Scenic Byways or Roads. In addition, best practices from around the Commonwealth and beyond will be studied and evaluated in order to compile a set of criteria that may be used by localities to evaluate and maintain scenic corridors.

What is “Scenic”?

For its Virginia Scenic Byways Program, the Virginia Department of Transportation identifies “road corridors containing aesthetic or cultural value near areas of historical, natural or recreational significance” as meeting the definition of the term “scenic.” This explanation serves as the premise for the following discussions of cultural (historic) and aesthetic significance of generally rural roadways within Virginia’s Region 2000, which

includes the counties of Amherst, Appomattox, Bedford, Campbell, and the cities of Bedford and Lynchburg.

Project Goals

The goals of this project were to:

- **Identify** rural road corridors within Region 2000 that may be suitable for designation as scenic byways or roads
- **Provide** guidance for evaluating the significance of potential scenic corridors
- **Compile** a set of voluntary guidelines that localities may use to help preserve the rural character of roadways that have been designated as scenic or may be eligible for designation
- **Support** the development of heritage tourism in Region 2000’s rural areas

2. Evaluating the Historic & Cultural Significance of Roads & Road Corridors

For hundreds of years, Virginia's cultural landscape has largely been defined by transportation corridors, and its history has been influenced by roads (from the early county road systems through turnpikes, the state highway system, and the interstate highway system), as well as navigable waterways and canals.

Most early roads have undergone numerous changes from their original locations and configurations. In many (if not most) cases, the precise original route of an early road is no longer known and may never have been documented in public or private records. Because of this, many transportation historians use the terms "corridor" and "road" to describe distinctly different transportation elements.

"Road" is used to describe a specific physical structure, whether in the past or the present.

"Corridor" is used in reference to the general or approximate location of a route. The term is especially useful in describing the approximate locations of early roads that today may not be represented by a coherent roadway or discernible road trace.

Ann Miller of the Virginia Transportation Research Council gives the following examples to further explain this distinction:

- "The 19th century Northwestern Turnpike was located in the modern Route 50 corridor"
- "Route 250 occupies the same general corridor as the 18th century Three Notched Road"

- "some portions of the Blue Ridge Turnpike were located in the corridors of modern Routes 231 and 670"

She explains that these descriptions "give approximate locations to older roads that no longer exist in their original state. Using the term "corridor" avoids the misinterpretations that the Northwestern Turnpike is identical with modern Route 50, that the Three Notched Road and modern Route 250 are interchangeable, and that the Blue Ridge Turnpike ran on the exact routes of modern Routes 231 and 670."

Virginia roadways can be divided into two general types: **evolved** roads and **engineered** roads. Evolved roads are those that have developed over time from earlier routes to their current forms. Some primary roads and many secondary (formerly county) roads in Virginia can be categorized in this manner. The development of these roads generally has involved extensive rebuilding, change in surface materials and treatment and at least some realignment of portions of the road, if not a major reconfiguration of the entire route.

Engineered roads are those that were planned, designed, and built to specifications for a stated purpose usually within a single building phase. This category includes turnpikes, parkways and most modern roads (including the post-1918 primary roads, post-1932 secondary roads, and interstate highways built to standard specifications).¹

¹ Miller, 1-2

An Overview of Road Building in Region 2000

Settlement in Virginia's western Piedmont by individuals of European ancestry began in earnest by the 1740s, when hundreds of thousands of acres in what were then parts of Goochland and Brunswick Counties were granted to individuals and partnerships from the eastern part of the colony. As development continued, the demand for adequate roadways increased, and counties were ordered to form road precincts and appoint "Surveyors of the Roads," who were charged with "making, clearing and repairing the highways...for the more convenient travelling and carriage by land of tobaccos, merchandise, or other things within this dominion" and providing roads "to and from the city of Williamsburg, the courthouse of every county, the parish churches...public mills, and ferries...and from one county to another."²

By the 1770s, numerous area roads crisscrossed the region connecting county seats like New Glasgow (Amherst County) and New London (Bedford County) with ferries on the James and Staunton Rivers, including Lynch's Road, which connected Central Amherst County to Lynch's Ferry on the James River. During the second decade of the 19th century, the Virginia Board of Public Works was formed to spearhead road and river improvements throughout the state. Many of these projects were financed by public turnpike companies chartered by the State of Virginia. By the 1830s, several turnpikes within Region 2000 were under development, including:

- **Lynchburg & Charlottesville "Stage Road"** (the U.S. 29 corridor)



FIGURE 1- BY THE TIME THAT PETER JEFFERSON AND JOSHUA FRY'S MAP OF VIRGINIA WAS PUBLISHED IN 1751, THE ONLY ROAD OF NOTE IN THE WESTERN HALF OF THE COLONY WAS THE "GREAT ROAD FROM THE YADKIN RIVER THRO VIRGINIA TO PHILADELPHIA" (NOW GENERALLY KNOWN AS U.S. 11 / I-81). THIS ROAD CAN BE SEEN IN THE EXTREME UPPER LEFT CORNER OF THIS DETAIL SHOWING THE REGION 2000 AREA.

- **Buffalo Springs Turnpike**, which connected the Madison Heights area to Buffalo Springs in western Amherst County (now Virginia Primary Route 130 and State Route 635)
- **Lynchburg & Campbell Court House Turnpike**, which followed the present-day routes of U.S. 501, Florida Avenue, and Grace Street

² Pawlett, 5

- **Lynchburg & Salem Turnpike** (the U.S. 460 corridor)

By the Civil War, Region 2000's road network (as we now know it) was largely-established, with almost all current rural state routes and many town and city streets in operation. Following the war, the increased popularity of the railroad (even for local travel) combined with economic hardship caused considerable decay of Virginia's roads. This trend was not reversed until the advent of the automobile. In 1906, the Virginia Department of Highways and Transportation was established, and the state took over maintenance of most county roads (now known as secondary roads) via the Byrd Act in 1932.

Begun in 1935, the Blue Ridge Parkway would become the area's first officially-designated scenic road. Throughout the middle and third quarter of the 20th century, several roads in Region 2000 were expanded to 4-lanes, including U.S. 29 and U.S. 460. South of Lynchburg (almost all of the way to Rustburg), U.S. 501 was expanded to 4 lanes in the early 1990s. Most recently, the Madison Heights Bypass (U.S. 29) was completed in the fall of 2005.

Historically-Significant Roads in Virginia

The most common method for determining and certifying historic significance for buildings, structures, and sites in Virginia is through nomination and listing in the Virginia Landmarks Register and National Register of Historic Places. This process is administered by the Virginia Department of Historic Resources (DHR) (designated as the State Historic Preservation Office, or SHPO, by the National Park Service).

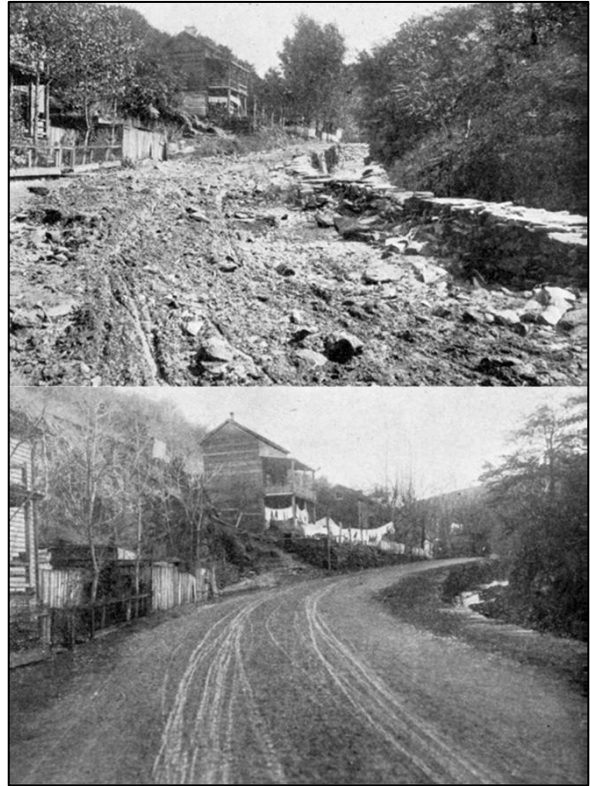


FIGURE 2- AN AMHERST COUNTY ROAD (PROBABLY LYNCH'S FERRY ROAD IN OLD MADISON HEIGHTS) BEFORE AND AFTER STATE AID IMPROVEMENTS CA. 1907 (VTRC)

Once DHR determines eligibility for listing in the registers, a National Register Nomination Form is then prepared (usually by the owner or agent of the property or by a consultant) and serves as the nomination form for both the Virginia Landmarks Register and the National Register. Once a property is listed in the Virginia Landmarks Register, the nomination is forwarded to the National Park Service for final review and listing in the National Register.

Very few roads in Virginia have been determined to be individually historically significant (i.e., individually eligible for, or listed in, the National Register of Historic Places). These roads include:

- **George Washington Memorial Parkway** (Virginia Landmarks Register in 1991, National Register in 1995)
- **Mount Vernon Memorial Parkway** (Virginia Landmarks Register and the National Register in 1981)

Both of these Fairfax County roads opened in 1932, and were the first scenic parkways serving the nation's capital. They retain significant physical integrity in addition to their historical and engineering importance.

- **Georgetown Pike** (Routes 193 and 123 between Route 7 and Chain Bridge in Fairfax County) was determined to be eligible for listing in 1993
- **Old Colchester Road** (Route 611), also in Fairfax County, was determined eligible in 1995.

Other roadways in Virginia have been determined to be contributing resources within historic districts. Two examples of engineered roads that form key components of historic districts are the **Skyline Drive** and **Blue Ridge Parkway**.

Historic Resources within Region 2000

In addition to the historic significance of specific *roadways*, numerous road *corridors* in Virginia are historic and are eligible for listing in the State and National Registers. While the particular road (as a physical element) may no longer hold significance, the cultural and architectural resources that developed *along* the corridor (and more specifically, *because* of the corridor) may be significant. Within Region 2000, Lynchburg's **Fifth Street Historic District** is one such example, although many more can be found. Even if a roadway cannot be documented as being specifically responsible for the development of what we now call historic resources, the community or cultural landscape that the road bisects may

possess strong rural and scenic character.

Examples within Region 2000 include the **Cifax Rural Historic District** in Bedford County and Amherst County's **Clifford/New Glasgow** and **Pedlar Mills** Historic Districts.



FIGURE 3- ASHBY WOODS ROAD (ROUTE 643) IN THE PEDLAR MILLS COMMUNITY OF AMHERST COUNTY

In order to predict which rural road corridors within Region 2000 are likely to possess a high degree of historic character, analysis of existing data on historic resources within the region must be performed. The most comprehensive database of historic resources in the Commonwealth is the Virginia Department of Historic Resources' Data Sharing System (DSS), which tracks over 165,000 architectural and archeological resources. While a number of activities can trigger the creation of a record in the DSS, the program responsible for the bulk of the entries is DHR's Survey & Planning Program, which directs the "survey," or documentation, of more than 4,000 resources each year.

Based on the quality and completeness of survey records for resources within a county as well as the quantity of entries (as compared to the perceived total number of historic resources within a county), DHR has assigned each locality in Virginia a rating (poor, fair,

good, or excellent) to describe the overall comprehensiveness of the documentation of the locality's historic resources. Within Region 2000, the counties of Amherst and Bedford along with the cities of Bedford and Lynchburg are rated as "good," while the counties of Appomattox and Campbell are rated as "poor." These ratings are not reflective of the actual quality or quantity of historic resources in these localities, but rather indicate the comprehensiveness of the *documentation* of these resources. These ratings are largely based on how recently the localities have undergone a comprehensive historic resources survey program, which is typically conducted by a consultant or trained volunteers. For example, two of the counties rated as "good" by DHR have conducted surveys within the past decade.

As a method of evaluating the historic resources contained within each locality, a brief report on the number of resources surveyed, the number of resources determined to be eligible for listing in the National Register (versus the number actually listed), and the number of historic districts in each county or city is included below. Also listed are historic districts (both eligible and listed) that are deemed to possess rural characteristics.

Amherst County

Architectural Resources Surveyed: 715

NRHP-Eligible Resources: 40*

Individual NRHP Listings: 19

Historic Districts (NRHP or Eligible): 5

Rural Districts:

- Clifford/New Glasgow Historic District (NRHP)
- Galts Mill Historic District (NRHP)
- Pedlar Mills Historic District (eligible)
- Sandidges Historic District (eligible)

- Sweet Briar Historic District (NRHP)

Appomattox County

Architectural Resources Surveyed: 372

NRHP-Eligible Resources: 16*

Individual NRHP Listings: 2

Historic Districts (NRHP or Eligible): 4

Rural Districts:

- Appomattox Court House National Historical Park (NRHP)
- Holliday Lake 4-H Camp (VLR)
- Holliday Lake State Park (NRHP)

Bedford County

Architectural Resources Surveyed: 733

NRHP-Eligible Resources: 47*

Individual NRHP Listings: 23

Historic Districts (NRHP or Eligible): 2

Rural Districts:

- Bellevue Rural Historic District (NRHP)
- Cifax Rural Historic District (VLR)

Campbell County

Architectural Resources Surveyed: 672

NRHP-Eligible Resources: 37*

Individual NRHP Listings: 11

Historic Districts (NRHP or Eligible): 3

Rural Districts:

- Flat Creek Rural Historic District (eligible)

City of Bedford

Architectural Resources Surveyed: 278

NRHP-Eligible Resources: 9*

Individual NRHP Listings: 5

Historic Districts (NRHP or Eligible): 1

Rural Districts:

- *none*

City of Lynchburg

Architectural Resources Surveyed: 2,406

NRHP-Eligible Resources: 86*

Individual NRHP Listings: 39

Historic Districts (NRHP or Eligible): 16

Rural Districts:

- *none*

*Number may also include NRHP-listed resources

Evaluation Considerations

Because two of the region's five counties are considered to have less-than-adequate historic resources documentation, it is suggested that DHR's DSS (which is mapped in a geographic information system format) not serve as the only tool for identifying historic resources along rural transportation corridors. In many cases, corridors will need to be field-check (or receive "windshield surveys") to determine the quality and quantity of extant historic resources.

The historic qualities of a road corridor as they relate to the overall scenic value of the area include, but are not limited to:

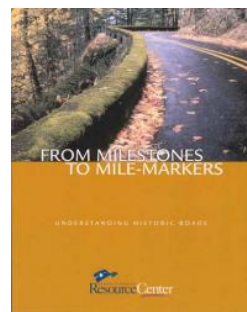
- **History** of the road and corridor
- **Character** of the roadway itself. Does it have the look and feel of a historic road? Is it narrow and winding, or has it been

extensively widened? Is there evidence of extensive modern earth-moving or grade changes?

- Quantity and historic integrity of **architectural resources** of rural character, including:
 - Houses
 - Barns
 - Other outbuildings
 - Mills
 - Stores
 - Post offices
 - Schools
 - Churches
- Presence of other unique **man-made features**, including:
 - Fences (split rail, zig-zag, rail, barbed wire with wood posts)
 - Stone walls (as retaining walls or fences)
 - Picturesque ruins (typically ruins of stone or brick are considered by people to have "character," while ruinous frame buildings are considered to be indicative of blight and decay)
 - Bridges (road, railroad, etc.)
 - Cemeteries
 - Landscape features (for example, roads lined with cedars or other trees that have clearly been planted or maintained as a decorative element)

Resources

In addition to the appendices of this report, the following publication may be useful:



From Milestones to Mile-Markers:

Understanding

Historic Roads, by Paul

Daniel Marriott,

America's Byways

Resource Center, 2004

3. Evaluating the Visual Significance of Roads & Road Corridors

Typically, scenic corridors are considered to possess both historical (cultural) and aesthetic (or visual) significance and integrity. While determining the history of a place can be fairly straightforward and objective, establishing the place's historical significance can be a daunting and subjective task. In studying the visual significance of a corridor, the evaluator has a two-fold challenge: determining *that* an area has visual merit can be as subjective as establishing the *significance* of the landscape. This chapter aims to provide some objective tools to make this process more manageable.

Scenic Inventory

Step One: Define the Study Area

The size and shape of the study area will depend on a variety of factors including community capacity (funding, personnel, volunteer support), the landscape (scale, complexity), or if neighboring communities are also participating. It may be easiest to begin with a single corridor (or corridor segment) and then branch out to others in the future. It may also be useful to consider working with other communities within the region on a road corridor that spans multiple localities. This type of coordinated effort can yield more consistent results across county lines.

Step Two: Create a Base Map

Data on the selected corridor study area will need to be gathered and compiled into a serviceable map. This base map will form the graphic basis for the study. Useful data layers (if available) include:

- Orthophotograph (an aerial photograph corrected to be measurable, like a map)
- Property lines, including road rights of way and privately owned parcels
- Road and street names
- Municipal boundaries
- Contour lines (topography)
- Underground utility lines, such as sewer and water
- Current zoning districts
- Prime agricultural soils
- Wetlands
- Historic sites
- Floodplains
- Wildlife habitat
- Endangered plant species
- Public or conserved lands

Step Three: Conduct a visual Analysis

A visual analysis simply means using images to gain a better understanding of the visual characteristics of an environment. This analysis will help establish an understanding of the landscape along the corridor – what it is now, how it evolved and how it may be significant.

Every view or “viewshed” that has perceived scenic qualities should be photographed, and the location of each view should be recorded on a map. This process should be conducted traveling in both directions on a corridor to ensure that all viewsheds are documented. It is as important to record the negative features of the corridor as well as the good and any problem areas.

Scenic Assessment

Using the images gathered during the scenic inventory, assess the value of scenery along the corridor. There are two basic alternatives – a formal quantitative process can be conducted, or opt for an informal, more qualitative approach. Scenic assessment enables the pinpointing of key scenic resources within the transportation corridor.

Rural Scenic Corridor Study

After the scenic resources have been inventoried, the resource areas that are threatened by development or susceptible to change should be noted. A site analysis (the next step) will to gain a better understanding of the landscape and development patterns that contribute to the scenic resources.

Quantitative Approach: This approach defines a set of criteria, and evaluates views to determine whether they possess certain attributes. These are characteristics widely recognized as creating scenic value, such as contrast, layering, focal point, uniqueness, etc.

Images are scored in each category and assigned a numeric score to determine their overall scenic value. For example, a view with clearly discernible landscape elements (such as a wooded edge along a field), a point to which the eye is drawn (a distant mountain), and features that are unique to a region (vernacular architecture) would receive a higher score. The benefit of this approach is that it is more defensible and rational.

Qualitative Approach: Rather than rely on a prescribed set of scenic characteristics, a group develops its own criteria based on what it particularly likes. There are different methods for determining the group's preferences, but to be effective the process should involve looking at a number of views and discussing them.

This study recommends the use of a qualitative (objective) approach to evaluating the visual significance of landscapes. While numerous methodologies exist, they all share in common a process of scoring the images captured in the scenic inventory phase of the project against a set of established criteria.

The model shown below uses a scoring system of 1 to 3 (1 being highest, or best). It is strongly recommended that this scoring process be

conducted by a group of individuals (preferably both project staff and citizens).

CONTRAST: Clearly discernible and differing landscape elements existing side by side

1. High Degree
2. Moderate Degree
3. Homogenous

ORDER: Natural and cultural features form patterns that make sense in the landscape

1. Strong
2. Moderate
3. Weak

LAYERING: Succession of landscape elements receding into the distance that provide a sense of depth to the landscape

1. Many elements creating the appearance of layers
2. Few elements
3. No elements or major obstructions in foreground

FOCAL POINT: Point to which the eye is inevitably drawn which enlivens the landscape by its dominance

1. Distinct and visually pleasing focal points
2. No distinct focal points
3. Displeasing focal points

UNIQUENESS: Distinctive features that are unique to or symbolic of the region

1. Unique or exemplary
2. Interesting but not unique
3. Common landscape

INTACTNESS: Distinctive natural or cultural attributes have remained largely unaltered over the past century

1. Unique landscape
2. Moderately intact
3. Dominated by incongruous development

TOTAL SCORE: _____

For additional guidance on evaluating scenic corridors, see the information on the Virginia Scenic Byways Program in Appendix II of this document.

Site Analysis

A site analysis is a visual tool consisting of a map or site diagram that conveys landscape information. It marks the location of specific features and illustrates the relationship between those features. Creating a site analysis will help in visualizing existing landscape patterns as well as development and conservation opportunities.

After the scenic resources along the corridor have been mapped and evaluated, the physical characteristics and development potential for the land can be analyzed. Some key questions to answer for each high-value parcel in the study area include:

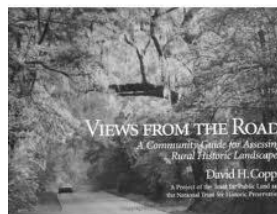
- Who owns the land? Does the owner have a plan for it?
- What uses are currently allowed for development in that area?
- Are there any conditions that preclude development (wetlands, steep slopes, etc.)?
- Are there features that recommend conservation (prime agricultural soils, rare species, etc.)?
- Do the existing landscape features offer opportunities to develop without diminishing its scenic value (hedgerows, slopes, wooded areas, etc.)?

The site analysis will help determine if a property is susceptible to change and whether that change represents a threat to its scenic value. Some high-value lands may already be conserved or may be unlikely to be altered, while others are ripe for development. Ultimately, priorities should be set and key

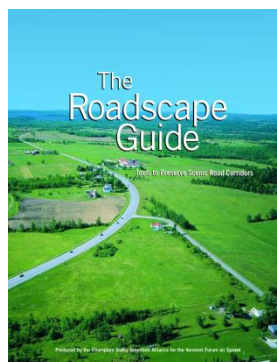
parcels on which to concentrate efforts should be identified. The most appropriate occasion for this may be during the review of the locality's zoning ordinance and comprehensive plan.

Resources

In addition to the appendices of this report, the following publications may be useful:



Views from the Road: A Community Guide for Assessing Rural Historic Landscapes, by David H. Copps, Island Press, 1995



The Roadscape Guide: Tools to Preserve Scenic Corridors, Champlain Valley Greenbelt Alliance



Evaluating Scenic Corridors, Scenic America, 1996

4. Existing Scenic Corridors in Region 2000

Region 2000 is host to a number of scenic roadways that are a part of the state and federal scenic byways system. The categories of roadways listed below are color-coded to match the detail of VDOT's Byways map shown below.

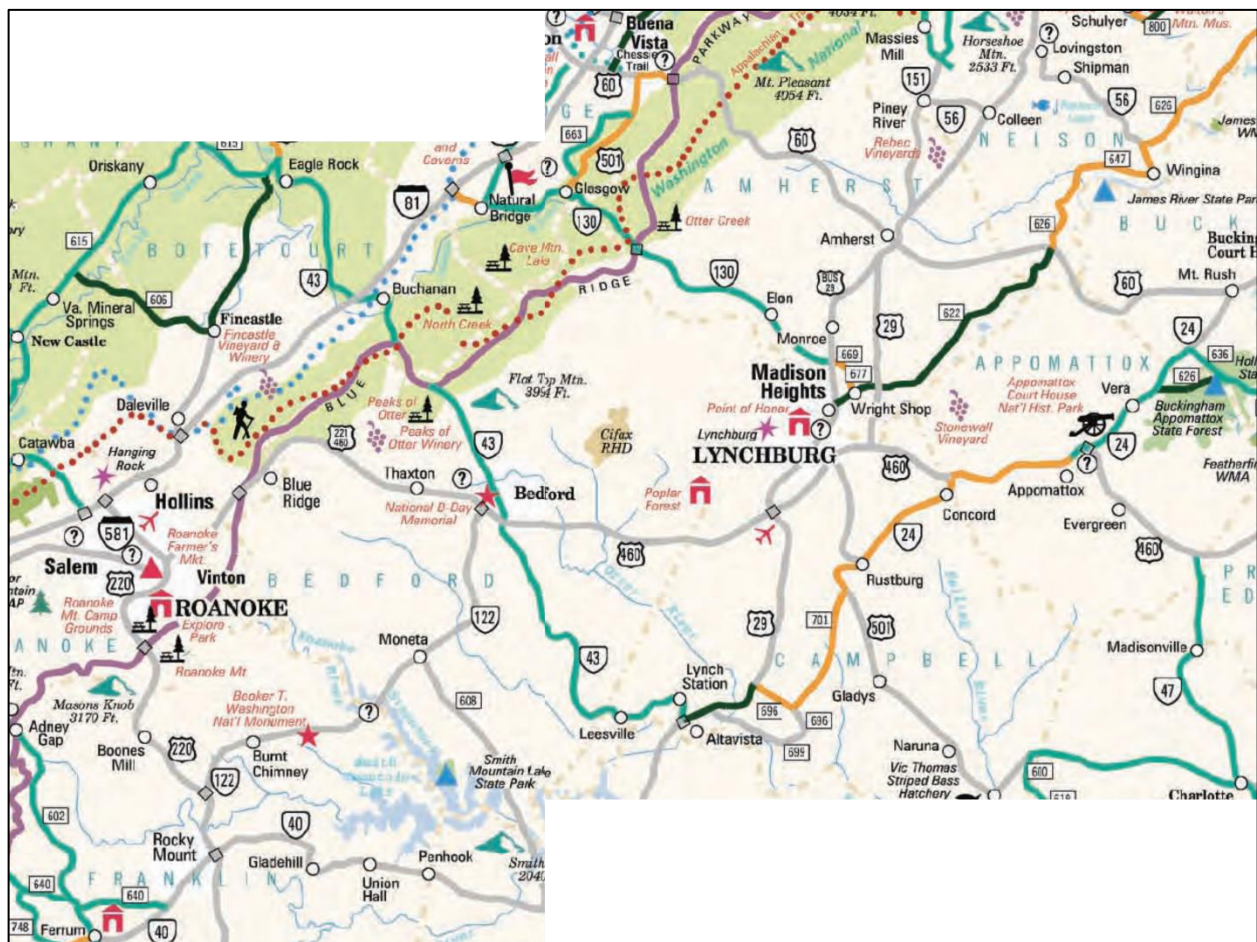
National Scenic Byways (Purple)

The National Scenic Byways Program is part of the U.S. Department of Transportation, Federal Highway Administration. The program is a grass-roots collaborative effort established to help recognize, preserve and enhance selected roads throughout the United States. Since

1992, the National Scenic Byways Program has funded 3,049 projects for state and nationally designated byway routes in 50 states, Puerto Rico and the District of Columbia. The U.S. Secretary of Transportation recognizes certain roads as All-American Roads or National Scenic Byways based on one or more archeological, cultural, historic, natural, recreational and scenic qualities.

See www.byways.org for more information on National Scenic Byways.

- **Blue Ridge Parkway**- travels the spine of the Blue Ridge in Amherst and Bedford Counties



Virginia Scenic Byways (teal)

The program identifies road corridors containing aesthetic or cultural value near areas of historical, natural or recreational significance. By designating certain roads as Virginia Byways, widely distributing "A Map of Scenic Roads in Virginia," and promoting the Virginia Scenic Roads Web site, the program encourages travel to interesting destinations and away from high-traffic corridors.

For more information on Virginia Scenic Byways, see the Appendix II of this report.

- **Virginia Primary Route 130-** Amherst County from U.S. 29 Business in Madison Heights westward to Rockbridge County. Intersects with the Blue Ridge Parkway.
- **Virginia Primary Route 43-** Bedford and Campbell Counties from Altavista westward through the City of Bedford and Bedford County into Botetourt County. Intersects with the Blue Ridge Parkway.
- **Virginia Primary Route 24-** Appomattox County from the Town of Appomattox eastward into Buckingham County. Passes through Appomattox Court House National Historical Park and is adjacent to the Buckingham-Appomattox State Forest.
- **Virginia Primary Route 47-** within the Town of Pamplin (connects to U.S. 460 on the north and Prince Edward County to the south)

Virginia Scenic Road (dark green)

Part of the Virginia Scenic Byway legislation, a scenic road (or scenic highway) is "defined as a road designated as such by the Commonwealth Transportation Board, within a protected scenic corridor located, designed and constructed so as to preserve and enhance the natural beauty and cultural value of the countryside."

- **U.S. 29-** Bypass and Wards Road in Campbell County between Virginia Primary Route 43 in Altavista and State Route 696 (Marysville Road)
- **State Route 626-** Old Richmond Road in Appomattox County between Virginia Primary Route 24 and Buckingham County line (continues to State Route 636)
- **State Route 622-** Galts Mill Road/Stapleton Road/Allens Creek Road in Amherst County between Virginia Primary Route 210 (Old Town Connector) and Nelson County line (continues to U.S. 60)

Connector Route to Scenic Road (gold)

For the purposes of directing motorists on driving tours of multiple Virginia Scenic Byways, VDOT has established a series of connector routes that link byways. These routes are not necessarily scenic, and are not mentioned in the Virginia Scenic Byway legislation.

- **State Route 669 (Amelon Road) & 677 (Dixie Airport Road)-** Amherst County. These roads connect Route 130 (Virginia Byway) to Route 622 (Scenic Road).
- **State Route 696 (Marysville Road), 701 (E Ferry Road), U.S. 501 (Brookneal Highway), Virginia Primary Route 24 (Village Highway/Richmond Highway)-** These routes in Campbell and Appomattox County connect U.S. 29 (Virginia Scenic Road) near Altavista to the Scenic Byway portion of Virginia Primary Route 24 in the Town of Appomattox.

5. Recommendations

Additional Scenic Corridors

Following intensive study of best practices by other localities in Virginia and beyond, combined with field-testing of the concepts presented within this report, the following recommendations for expanding the existing VDOT Scenic Byways and Scenic Roads program within Region 2000 are presented.

Items marked (VOP) are recommendations extracted from the 2007 Virginia Outdoors Plan.

Amherst County

- “The continuation of **Route 624** to create a loop” (VOP). **Editor’s note:** While detail is not given, this is assumed to be **Earley Farm Road** in Amherst County, which intersects with Route 622 (Scenic Road) at Stapleton. Route 624 transitions to **Higginbotham Creek Road** in the Sweet Briar vicinity. This roadway does possess many scenic characteristics, although the VOP’s mention of a “loop” is not clear.
- **State Route 685 (River Road)**- Views of James River, Tobacco Row Mountain, historic homes
- **State Route 635 (Buffalo Springs Turnpike)**- Views of Pedlar River Valley, Pedlar Mills Historic District, communities of Pleasant View and Allwood, mountain vistas
- **U.S. 60 (Lexington Turnpike)**- between the Town of Amherst and the Rockbridge County line. Mountain vistas, farmland, historic homes, access to National Forest, Blue Ridge Parkway
- **State Route 653 (Ambrose Rucker Road)/State Route 636 (High Peak Road)/State Route 643 (Matohe/Kenmore Road)**- Between Elon and Town of Amherst through apple orchards, views of Tobacco Row Mountain,

Monacan Indian heritage sites, historic homes

- **State Route 610 (Sandidges Road) & State Route 778 (Lowesville Road)**- between U.S. 60 and Amherst/Nelson line. Mountain vistas, historic homes, farmland, access to watershed lakes, Sandidges Historic District, historic community of Lowesville



FIGURE 4- GRAHAMS CREEK ORCHARD PACKING SHED AND STONE WALL ALONG AMBROSE RUCKER ROAD (SR 653) IN AMHERST COUNTY

Appomattox County

- “**Routes 24 and 614** in Appomattox County from the Appomattox County and Campbell County line to the Buckingham County and Appomattox County line are elements of ‘Lee’s Retreat Route.’” (VOP) **Editor’s note:** Route 24 between the Town of Appomattox and the Buckingham County line is currently a Virginia Byway. Route 24 between the Town of Appomattox and the Campbell County line is not typically considered to be part of “Lee’s Retreat” route, and furthermore is

shares the alignment of U.S. 460, a four-lane highway, for this segment. This report does not recommend that byway designation be sought for this section of Route 24. State Route 614, however, could be an appropriate Scenic Road.

- **State Route 608 (Stonewall Road) & State Route 616 (Vera Road)**- Between U.S. 460 at Concord and State Primary Route 24 at Vera. Farmland, distant mountain vistas, historic homes.
- **State Route 627**- from U.S. 460 at Elam to Appomattox National Historical Park. Through historic community of Hixburg, farmland, historic homes.

Bedford County

- **Virginia Primary Route 24**- from Campbell County line to Blue Ridge Parkway. Distant mountain vistas, farmland, historic homes
- **Virginia Primary Route 122**- from City of Bedford to Big Island. Mountain vistas, farmland, historic homes
- **State Route 761/645 (Holcomb Rock Road) & State Route 651 (Perch Road)**- Winding roadway, historic homes, riparian landscape
- **State Route 639 (Coltons Mill Road), State Route 640 (Gunstock Creek Road), State Route 638 (Sedalia School Road)**- Sedalia Center, adjacent to National Forest, rural micro-viewsheds at Gunstock Creek, historic architecture



FIGURE 6- VIEW OF APPLE ORCHARD MOUNTAIN FROM VIRGINIA PRIMARY ROUTE 122 IN BEDFORD COUNTY (PHOTO: GARRET NUZZO-JONES)

Campbell County

- **State Route 633 (Epsons Road), State Route 761 (Long Island Road), State Route 699 (Gladys Road)**- between U.S. 501 near Brookneal and U.S. 29 (Scenic Road) near Altavista. River views, historic homes, farmland, historic community of Long Island.
- **State Primary Route 24 (Colonial Highway)**- between Rustburg and Bedford County line. Farmland, historic homes, Evington, Flat Creek Rural Historic District

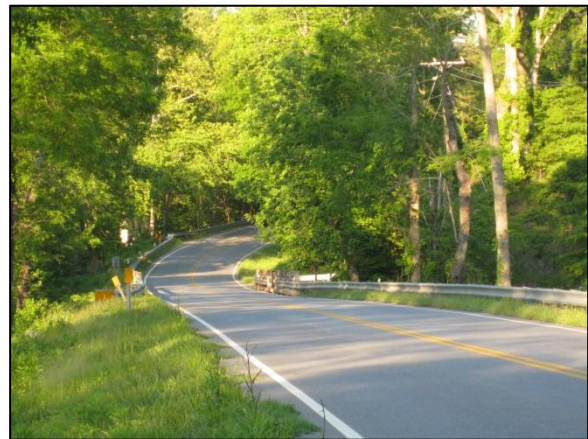


FIGURE 5- VIRGINIA PRIMARY ROUTE 24 (COLONIAL HIGHWAY) IN THE EVINGTON VICINITY OF CAMPBELL COUNTY

Other Virginia Outdoors Plan Recommendations

- Regional and local agencies should recognize and nominate scenic roads for designation as Virginia byways.
- Regional and local agencies should partner with other state, local and professional organizations to develop corridor management plans to protect the scenic assets of byway corridors.
- Regional and local agencies should incorporate Virginia byways and scenic highways into local comprehensive plans and zoning ordinances to ensure viewsheds are conserved and the sense of place is retained along these corridors.

- Regional and local agencies should support designation of nationally qualified historic corridors to increase civic engagement and foster heritage tourism.
- The diverse history and culture of the southern Appalachian Mountains is showcased along the Blue Ridge Parkway. Protection of the scenic viewsheds and natural, historical and cultural resources for the Blue Ridge Parkway corridor is critical to the continued beauty and uniqueness of these corridors and their environs. Increasing encroachment has a major impact on the quality of the visitor's recreational experience. Local governments should develop comprehensive plans and zoning ordinances to ensure that the intrinsic value of the parkway and its viewsheds are conserved.

Next Steps

Road Corridor Feature Sheets / Database

Localities within Region 2000 (or the Region 2000 Local Government Council) should consider developing a feature sheet that documents character-defining physical elements of potential scenic corridors, including:

- notable paving types
- presence of sidewalk or shoulder
- guard rail types
- facilities such as bridges
- Elements of each road segment design, including horizontal and vertical alignment, shoulders, drop-offs, and width of vegetation cuts.

Analysis & Evaluation of Roadways

Using the recommendations in this document, roadways within Region 2000 could be formally evaluated for eligibility as scenic corridors.

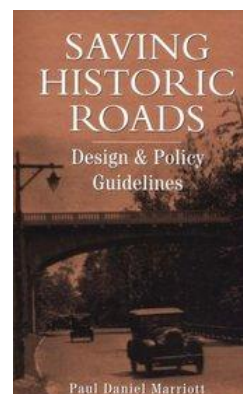
Suggested Educational Activities

- Establish a signage program utilizing the content unique to each corridor; employ durable materials and fabrication methods; build in a maintenance plan
- Develop a Region 2000 Scenic Corridors web site with a page for each corridor, changing images, and featured public or commercial attractions
- Develop individual corridor self-driving/ biking tour guides with attractive images and rich interpretive detail; consider web and audio formats as well as print
- Distribute simple program brochures, or the corridor guides, at adjacent recreational sites, businesses and cultural facilities
- Collaborate broadly with local chambers, heritage organizations, and/or governments to incorporate program information into their visitor promotions

Partner with the Virginia Cooperative Extension Service and other agencies to promote farm tours along agricultural corridors.

Resources

In addition to the appendices of this report, the following publication may be useful:



Saving Historic Roads: Design Policy and Guidelines,
by Paul Daniel Marriott,
John Wiley & Sons, Inc.,
1998

6. Corridor Management

This chapter provides recommendations for the ongoing management of scenic corridors within Region 2000. It is important to note that while the Virginia Scenic Byway program does not require that any corridor management practices be initiated for roadways accepted into the program, corridors are more likely to be accepted if they already have some sort of controls in place. The suggestions outlined will help to preserve the special qualities of the roads and adjacent. The recommendations include approaches to road maintenance and road improvement projects as well as ideas for public education and outreach to encourage pride of heritage and community stewardship.

The safety of public roadways within Region 2000 is of paramount importance. None of the following recommendations are intended to lessen the commitment to safety or lower its priority. Rather, preserving the scenic and historic qualities of these special road corridors is an additional goal that should be given careful consideration in all future activities.

Preserving the historic and scenic ambience of the heritage corridors will require not only thoughtful management of the roadway and its associated structures, but active discussion of preservation goals with local residents. The owners of properties that surround the corridors, other users of the roads, community groups, and government agencies should all be included in a lively public involvement effort that includes educational outreach.

Roadway practices and principles

Protecting the essential historic and scenic qualities of rural scenic corridors requires giving careful consideration to their character-defining features while maintaining essential

road safety and public use. Key considerations relate primarily to roadway configuration and to vegetation within the right-of-way, but also to the viewshed experienced by travelers along the roads.

Some of the roads feature distinctive elements such as historic bridges, culverts, and stone walls. Many of the roads also feature dramatic changes in grade as they move through the landscape.

Road design and maintenance

The Virginia Transportation Research Council conducted a thorough study of road design criteria from across the country and developed a set of recommendations based on its survey of best practices. These recommendations are highlighted below.³

The usual analysis of the operation of a road includes examination of at least four factors: (1) drivers, (2) vehicles, (3) purposes of trips, and (4) competing/conflicting traffic from other modes.

1. **Drivers.** If the scenic byway is a leisurely paced alternative to a high-speed major route, it is almost axiomatic that through commuter and commercial traffic will avoid it, and some vacationing visitors will choose it. Although differences in the demographics of the driver population would occur (e.g., a higher proportion of older drivers during the school year), the most obvious difference will be in terms of driver familiarity with the road. The first-time visitor obviously would not know what lies ahead in terms of grades, clearances, passing zones, etc., whereas a local driver would know what to expect. On a primary system arterial, this would present no problem because of

³ Prurinton, 14

consistency of design and standards; on a byway or rustic road, it may.

2. **Vehicles.** The popularity of recreational vehicles, both self-propelled and towed, and their drivers' lack of familiarity with scenic roads has implications for road design. The increased height of the eye of the driver provided by most of these vehicles will benefit sight distance. The low speed limits, less direct routes, and difficult geometry of these roads will help to keep down the percentage of trucks traveling them.
3. **Purposes of Trips.** Since a certain (perhaps high) proportion of the travelers on a scenic byway will be driving it specifically to enjoy the trip and the setting, they should be able to do so at a speed consistent with that purpose. Moreover, drivers must have a safe opportunity to view the features that make the route scenic, historic, etc. The highway engineer must thus assume that, at least part of the time, drivers will want to divert their attention from the center line. However, sightseers traversing the byway at a leisurely pace are not the only travelers on the road. Byways are not parkways; thus, they are not functionally restricted, and they must continue to serve as normal roads for the people who use them as access to homes, farms, etc. without forcing these local citizens to pay an excessively high price in terms of inordinate delays, artificially low speed limits, etc.
4. **Competing/ Conflicting Traffic from Other Modes.** With urban traffic, the planner primarily thinks in terms of competition from pedestrians; with the rural scenic byways, the growing competition is from bicycles. On some of the rural byways, other significant conflict comes from farm equipment.

If one acknowledges the existence of the aforementioned characteristics, a plausible case can be made that scenic byways are

different from other low-volume roads in the state. If scenic byways are a special case by virtue of their form and function, special design considerations may be appropriate in their design, analysis, modification, maintenance, and operation. These considerations will take concrete form as special design elements.

Identification of Design Elements

If scenic byways are a special sort of road by virtue of their form and function, how would special design considerations then be translated into substantive design elements? It is clear that the practitioners interviewed felt that there is no one set of design considerations suitable for all scenic roads. Each road must be evaluated individually, and the design considerations must be translated into elements that are appropriate and practical. The following are examples of how this might be done:

1. **Driver unfamiliarity with the road.** There is a need to concentrate on consistency of design and informational signage. Since the former is an important part of good road design practice, it can be expected in new construction. However, it is often nonexistent on old (especially historic) roads. Informational signage becomes especially important in this latter case.
2. **The over-sized vehicle.** This issue could have an impact on questions of lane and shoulder width, pull-off design, and passing opportunity: Sight-distance might be favorably affected by the increased height of the driver's eye. Most important of all, it may be necessary to restrict access to certain road sections for certain classes of vehicles. Perhaps a classification system such as that used for white water rivers is necessary to indicate which road sections are not recommended for certain vehicle types under certain conditions.
3. **The suitability of the road for the purpose of the trip.** This could require a

rethinking of posted speed limits, pull-offs, passing opportunities, overlooks, clearing of vistas, etc. to allow viewing without sacrificing safety. For example, historical markers should be placed where there is a safe place to stop long enough to read the message.

4. The consideration of conflicting modes.

This is especially difficult for narrow historic roads with narrow lanes, no shoulders, and limited sight distances.

General Principles

- Adopt historic design elements for repair or replacement of road materials
- Utilize appropriate in-kind materials for repairs, when these features contribute to the heritage corridor. If in-kind materials are not appropriate for safety or other reasons, consider visually similar materials to preserve character:
 - Paving type
 - Guard rail
 - Fencing or walls
 - Culverts and bridges
 - Water drainage ditches/gutters
- Use modern materials that reduce costs and enhance durability so as not to detract from the historical character of the roads and corridors
- Combine new materials with traditional to visually blend
- Consider historic and scenic character of the corridor when making decisions about traffic markings and signs
- Encourage the use of more developed parallel routes for through traffic
- Maintain historic road alignment. Where possible preserve:
 - Horizontal alignment (i.e., curves)
 - Vertical alignment (i.e., rises) and dips
 - Shoulder width and materials
 - Road width
 - Road profile
- For new private developments along these corridors it may be necessary to obtain a

variance to maintain the desired historic and scenic road character. This would need to be evaluated and addressed on a case-by-case basis in consultation with the appropriate county and VDOT staff.

- Protect significant trees and plantings during construction and maintenance activities with fencing, etc.

Vegetation Management

- Maintain and when feasible, restore historic vegetation patterns, especially in regard to corridor-width, canopies, and natural and planned vistas
- Where safety permits, reduce the width of vegetation cuts along the roadway; allow healthy trees abutting and overhanging roadway to remain where possible
- Maintain existing types of vegetation:
 - Replace damaged/diseased vegetation with similar species
 - Replace noxious weeds and invasive species with plantings that are similar to native or plants and crops traditionally grown in the area
 - Decorative plantings such as wildflowers may be utilized, but only if in keeping with native vegetation
- Promote bank stabilization through the use of vegetation
- Provide regular maintenance that protects the existing vegetation and view sheds:
 - Trim vegetation or replace with appropriate low-growing species to preserve outstanding distant views
 - Replace damaged or diseased trees in areas of dense growth
 - Remove noxious species that may destroy native or traditional plantings
 - Promote natural cutting of overgrown trees; no topping of trees

- Provide corridor information and guidance to utilities within the right-of-way

Viewshed Preservation

- Provide regular maintenance that protects the existing vegetation and view sheds as noted above
- Avoid use of permanent sound barriers/wall panels
- Avoid use of chain link fencing
- Utilize low walls and guardrails to maintain views:
 - When new guardrails are required, utilize weathering steel or similar approved materials as safety requirements permit
 - Employ steel-backed wood guardrails in areas with special views or features as safety requirements permit
- Promote public awareness of the view corridor
- Maintain historic roadway structures such as bridges, culverts, and retaining walls with like materials when appropriate and permitted
- When new structures are required, utilize design elements that help blend them with the historic character of the corridor.

Appendix I- Resources for Documenting Early Roads

Appendix B of “Identification and Application of Criteria for Determining National Register Eligibility of Roads in Virginia” by Ann B. Miller (Virginia Transportation Research Council)

A general historic context for roads in Virginia is established by a variety of publications. In contrast to the availability of general historic information on roads, however, documenting exact dates of construction and changes to early roads in Virginia (particularly to old county roads, i.e., owned by the counties until 1932, now part of the state secondary system) can be difficult because of the lack of precise records in many cases. However, various resources can be helpful in documenting roads in Virginia. The following are some of the most useful.

- County records. Particularly important for the identification of early roads are the “road orders” and related records; other records (condemnations and plats and land records [landowner/deed/tax records]) may also contain information on roads. A number of counties have suffered losses of all or part of their early records, and accordingly, surviving records may vary from county to county. Because of the inexact nature of the early road descriptions, these records are most useful for identifying general road locations or corridors rather than the exact location of the course of an early road.
- Patent and land grant records. These records occasionally mention roads, usually in the context of metes and bounds of land.
- Colony/state records. Examples are Henning’s (1969) Statutes at Large (17th and 18th century), the Acts of Assembly (late 18th century to present), and the various

editions of the Code of Virginia, which refer to statutes regarding road laws and sometimes contain enabling acts pertaining to major roads.

- Plats/surveyors’ books. Some county clerks kept collections of such records, but except when recorded along with a land transfer, most colonial and early Republic era surveyors’ records remained the property of the surveyor or his client. If such records survive, they may be deposited within historical archives or remain within family hands.
- Board of Public Works Records. These include reports and maps/plats for the larger internal improvement projects that were under the purview of the Board of Public Works (1816-1902). Variety and completeness of the records for the various companies and projects vary. This collection is maintained at the Library of Virginia in Richmond.
- Town/city records. Incorporated cities and towns often maintained separate records for city streets and related improvements. By the mid- to late 19th century, some larger urban centers had a city engineer, whose records included street and bridge construction and/or improvements.
- Town/city maps. Specific maps of some Virginia towns and cities were drawn as far back as the 18th century. By the later 19th century, commercial atlases were being issued for a few of the largest cities. Detailed maps of many towns and cities in Virginia were produced by O. W. Gray in the 1870s. Insurance maps produced by the Sanborn Fire Insurance Map Company beginning in the early 1900s also exist for many towns and cities in Virginia.
- Early maps (17th, 18th, and early 19th centuries) are of varying reliability and are often too vaguely drawn or of too small a scale for precise road locations or identification. Often, they show either no roads or only the major routes. Most counties in Virginia were mapped between the 1810s and the Civil War. The Library of

Rural Scenic Corridor Study

Virginia, Virginia Historical Society, National Archives, and Library of Congress have the best collections of Virginia state and county maps. Universities, regional libraries, and county historical societies may also have useful material.

- County maps. Few detailed maps of Virginia counties were produced before the first quarter of the 19th century. Wood/Böye maps were part of the first attempt to produce a detailed map of Virginia; these county maps, dating from 1819 to 1825, are of variable quality. Probably due to the death of the original cartographer, John Wood, before the project was completed, some maps are sketchy and lack detail. These maps generally show major roads, churches, mills, taverns, towns, and major residences. A state map, completed from the county maps by Herman Böye, was published by the Board of Public Works in 1827 and was updated and reissued in 1859. The state map shows major roads and localities. By the mid-19th century, specialized firms had produced maps of a number of Virginia counties.
- Civil War maps. Detailed maps of many Virginia counties were produced during the Civil War, most notably under the auspices of Confederate cartographers Jeremy F. Gilmer and Jedediah Hotchkiss. These maps show roads, wooded and cleared areas, watercourses, houses, water features, mills, towns, and geographic features. Other army maps, largely showing battles and troop movements, are collected in the Atlas to Accompany the Official Records of the Union and Confederate Armies (Cowles, 1891-1895).
- Early county atlases. Commercial atlases were issued for a number of Virginia counties (usually including town/city maps) in the later 19th century, particularly the last quarter of the century.
- U.S.G.S. Topographic Maps. The earliest United States Geological Survey (U.S.G.S.) topographic map quadrangles for Virginia date from the late 1880s, and the entire state had been mapped by the early 20th century. Topographic maps have been updated on a periodic basis since then. The Library of Virginia has a complete collection of the Virginia maps on microfilm. These are often the most accurate sources for tracking late 19th and early 20th century construction and changes to roads, or for narrowing down the time frame for the changes.
- Early state road maps. These were issued in the 1920s and reflect the state highway (primary) system established in 1918.
- Secondary road system maps. These were first issued in 1932 to document the county roads being taken into the newly created state secondary system. These maps provide an overall image of the county road systems at the time and can help identify changes to roads. A comparison of the 1932 maps, current secondary road maps for the county/area in question, and the other sources noted here will quickly identify any differences and thus help document changes to a road and provide at least an approximate time frame for these (including indicating any major changes to a road after 1932, in addition to anything that may have been done previously).
- Unpublished materials/histories. These are variously in private hands or in institutional collections
- Published histories. These may be early or current; sometimes material on roads is published in county histories; sometimes the sources are road specific.
- Family records. These sources can vary widely and may include family papers, plats, images, etc. These may be in private hands or in public repositories.
- Historical Society and library files. These include county and regional historical societies and museums, local and regional libraries, special-interest societies, and larger institutions such as academic libraries, the Virginia Historical Society, the

Rural Scenic Corridor Study

Library of Virginia, the National Archives, and the Library of Congress.

- Photographs. These can be found in various public and private repositories and published compilations.
- Highway Dept. Annual Reports (including some photos). The early annual reports can be extremely helpful. From 1906 until the mid-1920s, these were very detailed and contain references to the reworking and construction of various roads and bridges for which state plans or matching funds were furnished. The roads will have to be identified by verbal description, as county roads did not generally have road numbers before the beginning of the secondary system in 1932. Unfortunately, after the mid 1920s, then-Commissioner Henry G. Shirley felt that the report format was verbose and the annual reports were severely cut into what were basically short financial reports, with few projects discussed, and few photographs. The reports thereafter became much more efficient but much less of a goldmine for historical documentation.
- Newspaper articles and photos. These can be excellent sources for material on local or regional roads; however, accessibility can be a problem if specific dates are not known or if the material is not indexed.
- Oral history. This can be invaluable for items within recent memory ("recent memory" being within the last 100 years or so because present "old folks" may remember hearing things from the "old folks" of their generation). Various published sources and county historic material (see above) may also contain reminiscences of people now deceased.
- VDOT records and plans. For changes after 1918 for primaries, or 1932 for secondary roads, the appropriate VDOT district or residency office, or the central office plan room, would be the repository for surviving plans for the project in question.

The following points are particularly important to consider in identifying and documenting historic roads:

- Location should be thought of in general, not specific, terms in documenting early travel routes. Early routes often see re-use in a general sense, but the exact routes and road profiles change over time. In order to avoid worn or wet areas that had developed from overuse or poor planning or to reach a better ford, a new bridge, a tavern, a town, a railroad, etc., roads were often moved (from several feet to up to a mile or more from their previous location) or sometimes abandoned outright. Because of the ephemeral nature of early roads, the improvements in road-building equipment (particularly power equipment) during the 20th century, and the lack of exact surveys, maps, and other records for most early Virginia roads, it is difficult (not to mention unlikely) to document that any modern road exactly follows the original course of a colonial or antebellum road. Even when travel corridors can be documented in the approximate area as a modern road, this does not equate the two. Without evidence that the road is unchanged, it is always the safest course to assume that the road has changed (perhaps several times) and that its integrity is likely compromised. An example is the Three Notched Road, an 18th century route that no longer exists as a coherent roadway, although some short fragments of the road still occupy locations close to the original route. The old route was altered at various times over the years, and 20th century roads (Route 250 and I-64) also now occupy its general corridor. However, the later roads cannot be considered altered versions of the Three Notched Road, and the remnants of the Three Notched Road do not retain much integrity.
- Topography is vitally important. Outside of the flat Tidewater, early roads usually kept to ridges, thus providing drainage and

keeping the crops hauled over the roads reasonably dry. There were sometimes different roads for different times of year, and many roads had separate “winter” and “summer” routes for use in wet and dry seasons.

- Early roads and early sites are intertwined. Roads went from Point A to Point B; people lived along roads; settlements grew up at crossroads.
- “Ground truthing” (i.e., getting out to the site and looking around) is vital. Is the topography likely for an old road? Is there a road trace?
- Road traces may or may not be evidence of extremely early road locations. It should not automatically be assumed that a road trace marks the original road; particularly since the advent of modern power equipment, it may merely be evidence of the immediate past road alignment in a road that has been realigned several times. Other factors (physical features, materials, cultural resources, written records, maps and plats, oral and written histories, etc.) should be used to attempt to document the age of road traces.

Specific Points Regarding County Court Records

Because county records are the main (and in many cases the only) documentation for most roads in Virginia well into the early 19th century, if not later, it is important to realize what these records can and cannot do and how they must be used. As noted elsewhere in this report, the establishment and maintenance of public roads were major functions of the county court during the colonial and antebellum periods in Virginia. If county records survive, the various steps in creating a road of the era (petitions of inhabitants of an area for a road; the justices’ order that a proposed route be viewed and, when this was accomplished, their order that the new road be cleared; and the appointment of an overseer and “laboring male tithables”

[able-bodied men, both free and slave, in the vicinity] to work the road) should be extant; they were usually recorded in the county court order books. Typically, no maps or plats were made in concert with the viewing or clearing of early roads. The routes were marked at the time that the roads were laid out, usually by blazing trees or by other physical means. The county court records relating to roads and transportation (known collectively as road orders) include not only information on early roads, their overseers, and the laboring male tithables and other inhabitants who lived and worked along the roadways, but also on houses; plantations and farms; ferries; fords and bridges; and places, landforms, and bodies of water. Much of this information is found nowhere else in early records, making it invaluable not only to historical and cultural resource research, but also to other disciplines, including architectural history, archaeology, social history, environmental science, and genealogy.

Early road orders can be important sources in documenting old roads. The VTRC’s ongoing Historic Roads of Virginia series, begun in 1973 (VTRC, 1973-), involves the early transportation records for major parent counties in Virginia. In a typical project, the 18th century county court records concerning roads and transportation are transcribed, indexed, and published using a straightforward and well-established methodology (consisting of full, exact transcriptions and multi-subject indices).

However, using this information to locate the early roads of a given county or region is fairly complicated and must involve an interdisciplinary analysis of the data contained in the road orders and in other county records. Early roads were identified in the records not by number and seldom by a name, but rather by references to landmarks along the route and sometimes to the name of the overseer of the road. To identify, for instance, the road described in a 1747 Louisa County order as the “road from Mr. Martins rol[[]]ing path over the

north River below William Carr's quarter into Buck mountain road" (Louisa County Order Book 1742-1748, p. 248), one must be able to identify the location of Mr. Martin's tobacco rolling route, the North River, William Carr's quarter (or secondary landholding, as opposed to his main plantation of residence), and the route of the Buck Mountain Road. Once these have been identified, to identify the approximate route of the road one must then proceed in a connect-the-points fashion. This requires an extensive knowledge of the region and its history. The analysis of road orders also requires a comparative analysis of both primary and secondary sources, including land records (patent, deed, land tax); court records; geologic and landscape data; any surviving plats or maps; and data on early settlers, settlement patterns, kinship networks, and social history. All of these records can yield information that will help further identify and document landowners and the location of their properties, the location of settlements, geologic and landscape features, and other elements that will help place the location of the road within the natural and cultural landscape. Throughout the course of the investigations, field work should also be undertaken to provide clues, to evaluate theories, and to corroborate evidence gained from documentary sources: this work involves on-site surveys of roads, road traces, and associated architecture and sites.

Not surprisingly, the identification of early roads and their context also involves the identification of a large part of the related natural and cultural landscape, an important consideration since few detailed maps of 18th and early 19th century Virginia counties or plantations survive. Road orders, taken in concert with other records, can help identify not only transportation and migration corridors, but also architectural patterns, habitation sites, and plantations and landholding patterns and thus can add greatly to the accurate documentation of the historic context and landscape for a given region. However, because of the inexact nature of the

early road descriptions, these records are most useful for identifying general road locations or corridors rather than the exact location of the course of an early road.

After 1870, the old county court system was replaced by the modern system of elected county supervisors in Virginia, although the process for clearing and maintaining roads was similar. After 1870 and before 1932, county road records sometimes were kept in the general Supervisors' Minutes; sometimes a separate book was kept. Generally these are not indexed, and locating such information can be difficult (i.e., work on a specific project might be well described or it might be buried in the records as a generality, noting that work was done on a road near a particular locality, which may or may not refer to the exact area of interest). The existence of maps for most Virginia counties by the mid-19th century assist greatly in the identification of roads, landowners, and natural features, although details would not be precise until the introduction of topographic maps beginning in the 1880s.

Additional Facets of Early Road Documentation

Documentation of Road Widths

One of the few constants between Virginia's early county roads and the modern secondary system is the 30-foot road width now manifested in the presumed 30-foot prescriptive easement for secondary roads. A statutory 30-foot width harks back to one of the first extensive pieces of Virginia road legislation, passed in 1705 (Hening, 1969, Vol. III, pp. 392-395). The 30-foot width was reiterated in legislation of the later 19th century, in which the standard 30-foot width for roads was in force (see, for instance, Section 23 of the post-Reconstruction An Act in Relation to the Public Roads of the Commonwealth of Virginia in Force November

10, 1870 (1870). The 30-foot width remained standard for county roads well into the 20th century (see Code of Virginia, 1904, Section 944a(2); Code of Virginia, 1919, Section 1977). This width refers to the right of way and not to the actual width of the improved roadway (most roadways in those days being decidedly unimproved). The right of way was kept cleared of trees and brush to minimize the roadway being blocked by fallen timber and to allow the sunlight access to the roadway to keep it as dry as possible.

The legal widths of turnpikes can be determined from the specific enabling Acts of Assembly (i.e., the General Assembly of Virginia) and/or the Virginia Bureau of Public Works records. These widths were sometimes altered, and so all entries for the turnpike in question should be checked. Turnpike widths were also noted on the 1928 map of early turnpikes issued by the Department of Highways (Virginia Department of Highways, 1928).

Primary route widths, secondary widths that have been adjusted over the years, and more modern road widths can be determined from VDOT construction and right-of-way records.

Geographic Information Systems (GIS) in Historic Road Documentation

With the advent of geographic information systems (GIS), there were great expectations that this technology would revolutionize the study and location of early roads and sites via plotting the early routes and sites using information from older maps. Unfortunately, this expectation did not come to fruition.

Del Castillo (2000) in an undergraduate thesis undertaken under VTRC auspices in 1999-2000 identified problems in trying to equate historical maps with physical data. The inexact nature of early maps, even reasonably detailed ones, negated their use to locate early roads and related sites precisely. The routes of the

Blue Ridge Turnpike in Orange and Madison counties and the Three Notched Road east of the Blue Ridge were used as case studies (and are also case studies in this report). Specific and supposedly identical points (houses and other buildings that still stand in their original locations, as well as points on the roads that remain in their original location) in the original survey for the turnpike and on Civil War-era maps were equated on modern U.S.G.S. topographic maps and on the modern routes. However, the original and modern routes were rendered by GIS as two roughly parallel roads, even in areas where it could be documented by map comparison that the location of the road had not changed. The problem was identified as the inexact nature of the plotting and drafting of the original documents.

With present technology, a major place of GIS in early road research seems to be the location and mapping of early road traces and related sites, which will allow comparison of physical data with historic maps and other records.

Appendix II- The Virginia Scenic Byway Program

(from www.vdot.virginia.gov)

Adventure beckons on the roads and highways designated as Virginia Byways. More than mere pavement between points A and B, a Virginia Byway offers travelers a side of the Commonwealth that is uncommon and enlightening. Each byway leads to scenes of natural beauty and places of historical and social significance.

Currently, there are nearly 3,000 miles of roads designated as Virginia Byways, yet several hundred more miles of Commonwealth roadway could qualify. To help attract visitors and support economic development through tourism, the Virginia Department of Transportation (VDOT), the Virginia Department of Conservation and Recreation (DCR) and the Commonwealth Transportation Board (CTB), encourage local governments to nominate roads for Virginia Byway designation.

Frequently Asked Questions

What's the purpose of the Virginia Byway program?

The program identifies road corridors containing aesthetic or cultural value near areas of historical, natural or recreational significance. By designating certain roads as Virginia Byways, widely distributing "A Map of Scenic Roads in Virginia," and promoting the Virginia Scenic Roads Web site, the program encourages travel to interesting destinations and away from high-traffic corridors.

Byways also stimulate local economies by attracting visitors to lesser-known destinations. One study showed visitors spent \$1.8 billion in counties adjacent to the Blue Ridge Parkway in Virginia and North Carolina. This supported nearly 75,000 jobs and generated more than \$147 million in tax revenues in the region.

What makes a Virginia Byway different from other roads?

People like to explore. The 2000 Virginia Outdoors Survey, conducted by Virginia's Department of Conservation and Recreation (DCR), finds that driving for pleasure is the second most popular outdoor activity, with more than 62% of the population participating.

By following the highlighted byways on the state transportation map, the scenic roads map and the scenic roads Web site, visitors are directed to places where they can tour wineries, explore Civil War battle sites and historical attractions, view beautiful scenery and enjoy recreational resources.

Once designated, a byway becomes part of the coordinated promotional strategy for Virginia tourism.

What are other important considerations regarding Virginia Byway status?

Virginia Byway designation gives localities the opportunity to participate in the National Scenic Byway Program.

- It might limit placement of outdoor advertising signs.
- It does not affect land use controls.
- It does not limit road improvements.

What is a Virginia Byway?

Per Virginia Code, "Virginia Byway" means those highways designated by the Commonwealth Transportation Board (CTB) pursuant to articles §33.1-62 through §33.1-66. The Virginia Outdoors Plan, from DCR, identifies roads that have been considered as having intrinsic qualities of Virginia Byways for many years. In addition, there are other roads that meet the criteria for designation.

What are the criteria?

To be considered, a segment of road must substantially meet the following criteria:

- The route provides important scenic values and experiences.
- There is a diversity of experiences, as in transition from one landscape scene to another.
- The route links together or provides access to scenic, historic, recreational, cultural, natural and archeological elements.
- The route bypasses major roads or provides opportunities to leave high-speed routes for variety and leisure in motoring. Landscape control or management along the route is feasible.
- The route allows for additional features that will enhance the motorist's experience and improve safety.
- Local government(s) has/have initiated zoning or other land-use controls, so as to reasonably protect the aesthetic and cultural value of the highway.

What are the steps to designation?

1. Anyone can request byway designation, but local government(s) must adopt a resolution of support.
2. Upon receipt of a request and historical documentation from an interested party/local government, the Virginia Department of Transportation (VDOT) and the Virginia Department of Conservation

and Recreation (DCR) collect information on local zoning laws, traffic volumes and accident reports before evaluating the roads according to the criteria.

3. Based on a joint review according to the criteria, the DCR Director recommends qualifying roads for consideration by the CTB.
4. Before the CTB acts, VDOT offers the local government the opportunity to hold a public hearing. If a public hearing is requested, VDOT's Local Assistance Division and DCR will provide assistance.
5. After the public hearing, or if no hearing was requested, the CTB officially designates the byway(s) at their next scheduled meeting. Subsequently, signs are posted, and changes are made to the appropriate maps.

Code of Virginia Sections Relating to Scenic Byways

(from <http://leg1.state.va.us/000/src.htm>)

§ 33.1-62. Designation.

The Commonwealth Transportation Board is hereby authorized to designate any highway as a scenic highway or as a Virginia byway. This designation shall be made in cooperation with the Director of the Department of Conservation and Recreation. Prior to designation, the local governing body and local planning commission, if any, in each county or city wherein the proposed scenic highway or Virginia byway is located shall be given notice and, upon request by any of the local governing bodies, the Commonwealth Transportation Board shall hold a hearing in one of the counties or cities wherein the proposed scenic highway or Virginia byway is located.

(Code 1950, § 33-43.1; 1966, c. 11; 1970, c. 322; 1974, c. 319; 1984, c. 739; 1989, c. 656.)

§ 33.1-63. "Virginia byway" defined; preference in selecting.

For the purposes of this article, a "Virginia byway" is defined as a road, designated as such by the Commonwealth Transportation Board, having relatively high aesthetic or cultural value, leading to or within areas of historical, natural or recreational significance. In selecting a Virginia byway, the Commonwealth Transportation Board and the Director of the Department of Conservation and Recreation shall give preference to corridors controlled by zoning or otherwise, so as to reasonably protect the aesthetic or cultural value of the highway.

(Code 1950, § 33-43.2; 1966, c. 11; 1970, c. 322; 1984, c. 739; 1989, c. 656.)

§ 33.1-64. "Scenic highway" defined.

For the purpose of this article, a "scenic highway" is defined as a road designated as such by the Commonwealth Transportation Board, within a protected scenic corridor located, designed and constructed so as to preserve and enhance the natural beauty and cultural value of the countryside.

(Code 1950, § 33-43.3; 1966, c. 11; 1970, c. 322.)

§ 33.1-65. Signs.

When the Commonwealth Transportation Board designates a highway as a scenic highway or as a Virginia byway, it shall be appropriately signed as such.

(Code 1950, § 33-43.4; 1966, c. 11; 1970, c. 322.)

§ 33.1-66. Acquisition of adjacent land.

When the Commonwealth Transportation Board has designated a highway as a Virginia byway or as a scenic highway, the Commissioner of Highways may acquire by gift or purchase such land, or interests therein, of primary importance for the preservation of natural beauty adjacent to scenic highways.

(Code 1950, § 33-43.5; 1966, c. 11; 1970, c. 322.)

Appendix III- Bibliography

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Appendix IV- Virginia Outdoors Plan Excerpts

On following pages

Roads are designated as scenic byways because of their unique, intrinsic qualities. ...[to] invite the public to visit, experience, and appreciate... —Alan Yamada

Driving for pleasure has been ranked as one of the top five outdoor recreation activities for the past 40 years. The appeal of scenic roads is the intrinsic quality of Virginia's diverse landscapes and the ease of connecting with nature from the automobile. Traveling scenic byways provides an opportunity to have a relaxing, comfortable outdoor experience that nourishes the need for a connection with nature. In fact, the 2006 Virginia Outdoors Survey (VOS) ranks driving for pleasure as the third most popular outdoor recreation activity.

There are both national and state sponsored scenic roads programs. The Virginia Byways program in Virginia recognizes natural, cultural, historical, recreational and archeological amenities of the Commonwealth's scenic roads. In addition, the unique and varied culture and character of the geographic regions of the Commonwealth are represented by designated Virginia Byways.

Scenic Highway and Virginia Byway benefits

Scenic byways add economic benefits to the community. For example, the Blue Ridge Parkway, one of the state's three All-American Roads, adds more than \$945 million annually to Virginia's economy. The Virginia Byway program also:

- Promotes adjacent communities and the scenic byway corridor by including designated road segments on the state map for *Scenic Roads of Virginia* as well as information included on the Virginia Byways web site.
- Creates an awareness of the unique qualities surrounding scenic byways.
- Recognizes the beauty of unique places and may offer special funding opportunities for scenic roads projects with clear planning objectives.
- Provides additional economic opportunities, including being part of the coordinated promotional strategy for Virginia tourism.



Fall along Virginia Byway Route 22 in Louisa County. Photo by VDOT.

- Affords localities the opportunity to participate in the National Scenic Byway Program.
- Insures environmental review consideration for all federal and state funded projects.
- Restricts placement of outdoor signage along Byways corridors.

Findings

- The 2006 VOS listed driving for pleasure as the third most popular outdoor recreation activity with 56 percent of Virginians participating.
- The 2006 VOS also identified visiting historic sites and visiting natural areas as important outdoor recreational pursuits with 56.1 percent and 44.3 percent, respectively, of Virginians participating.
- Scenic roads are key community assets, and communities are often interested in designation and promotion of these scenic resources.
- Increased development threatens the integrity of Virginia Byway corridors.
- The Virginia Department of Transportation (VDOT) is working with Virginia Tourism Corp. (VTC) and others to develop a scenic byways website to promote the program attractions and connect communities.
- For the first time in Virginia history, four roads were designated as National Scenic Byways: Blue Ridge Parkway, George Washington Memorial Parkway, Skyline Drive and Colonial Parkway.
- For the first time in Virginia history, three roads were designated as All-American Roads: Blue Ridge Parkway, George Washington Parkway and Colonial Parkway.

Recommendations

- Update Virginia Scenic Byway designation procedures and program in cooperation with Scenic Virginia, VDOT and others. Consider adding a historic or heritage category to the program.
- Establish a process for benchmarking byway corridors, which will result in a more unified acceptance or denial of corridors for designation.
- Track changes and provide a basis for technical assistance opportunities for corridor management through annual visual inspections of designated byways.

- The Virginia Department of Conservation and Recreation (DCR) should incorporate Scenic Byway Corridors, existing and qualified, in the green infrastructure land planning effort, and management plans should be developed to support donation of conservation easements along designated byways.
- DCR, in partnership with VDOT and other agencies, should hold a workshop on scenic/aesthetics issues and develop a Scenic Byways Management Manual for localities.
- DCR and VDOT should assist local governments with the development of land use planning tools (i.e., overlay zones) along scenic highways and Virginia Byways to protect the attractive character of the scenic byways.
- Localities should partner with state, local and professional organizations to determine implementation strategies to protect the scenic assets of byway corridors.
- VTC and VDOT should continue to identify and employ funding opportunities for scenic byways promotion, corridor management plans, safety, maintenance and placement of visitor aids.
- The Commonwealth should establish a dedicated source of funds to maintain the integrity of Scenic Byways without using funds from other transportation programs.
- VDOT and the Commonwealth Transportation Board should implement the recommendations of the 1995 report to the General Assembly on "Road Design Standards in Scenic and Historic Areas."
- VDOT should incorporate accommodations to meet the needs of pedestrians and bicyclists when making improvements to designated scenic byways.
- DCR should continue to review and comment on permit applications to protect scenic roads and rivers, especially at bridge crossings and at major primary and interstate road crossings.
- DCR should partner with VTC, VDOT and others to promote and manage thematic driving trails.

Adventure beckons on the roads and highways designated as Virginia Byways. More than mere pavement between points A and B, a Virginia Byway offers travelers a side of the Commonwealth that is uncommon and enlightening. Each byway leads to scenes of natural beauty and places of historical and social significance.

(VDOT website, Virginia's Scenic Byways)

Scenic Highways and Virginia Byways

History of Virginia Byways

The Virginia Byways recognition program began in 1966, when the Virginia General Assembly passed the Scenic Highways and Virginia Byways Act (*Code of Virginia* §33.1-62). The Act authorizes the Commonwealth Transportation Board (CTB) to recognize roads for their outstanding features. Two legislated definitions apply to Virginia scenic roads designations. A Scenic Highway is a road designed and built within a protected corridor. While some roads in Virginia qualify as Scenic Highways, the more common designation is Virginia Byways. Virginia Byways are existing roads with significant aesthetic and cultural values that connect areas of historical, natural or recreational significance.

The Scenic Highways and Virginia Byways Act requires DCR, along with VDOT, to determine roads eligible for designation. Existing and potential Virginia Byways are shown on the regional recreation maps in Chapter X. As of spring 2006, over 2,780 miles of roads have been designated Virginia Byways. In addition, four National Scenic Byways totaling approximately 369 miles and the three U.S. Forest Service (USFS) byways totaling about 96 miles have also been recognized in Virginia.

While the Scenic Highways and Virginia Byways Act was passed by the General Assembly in 1966, the first Virginia Byway was not designated until 1974. This designation occurred after VDOT surveyed the more than 52,000 highway miles throughout the Commonwealth to identify potential byways. The initial list of Virginia Byways recommended more than 1,600 road miles for designation. Of that original 1,600 road

miles, all but 450 miles have been designated and are included in the total 2,782 miles included in the Virginia Byways system. Recommendations for Virginia Byway designation are based on visual qualities, historic interest and recreational opportunities. Potential Virginia Byway designations are revised every five years and included in the *Virginia Outdoors Plan*.

Many roads from the initial list of Virginia Byways have been designated; however, efforts are needed to geographically balance the distribution of Virginia Byways across the Commonwealth. Statewide interest in celebrating Jamestown 2007 has promoted a flurry of applications for Virginia Byway designation. Since June of 2005, over 700 miles of roads have been studied resulting in an additional 460 miles being recommended for Virginia Byway designation. Among the most notable designations are the four national parkways recognized in 2006 as National Scenic Byways. Three of these parkways were also designated All-American Roads.

Process for designation of Virginia Byways

Scenic quality is defined by the contribution of resources to the overall visual quality of the landscape. Elements of the landscape including landform, water, vegetation, community design and gray infrastructure influence scenic quality. Intrinsic qualities along Virginia Byways include cultural, historical and recreational features along the road corridor creating significant scenic views without interruption from detracting features. A byway's features must be representative of the intrinsic qualities, unique, irreplaceable or distinct characteristics of the area. A byway most often represents an exceptional example of a common regional landscape.

All Virginia Byways should share three characteristics of scenic quality:

- *Frequency* - Scenic features and views should be frequent enough to give a sense of continuity to the drive along the byway.
- *Consistency* - Along the road corridor, scenic features should consistently relate to each other as well as to cultural, historical and recreational attributes. A scenic road's relationship to the surrounding environment is important to the sense of cohesiveness and quality of the visual experience.
- *Variety* - A variety of viewing opportunities enhance the experience of a byway, including seasonal changes.



Peaks of Otter along Route 43 in Bedford County. Photo by VDOT.



Virginia Byway Route 39 in Alleghany County. Photo by VDOT.

The process of designating a road a Virginia Byway is initiated at the local level and generally follows the procedure outlined below.

1. A request for study is submitted by the locality to DCR or VDOT.
2. Land use, zoning information and historical documentation along the road corridor is submitted by the locality.
3. VDOT and DCR review traffic volumes and accident reports along the road corridor.
4. A field study is conducted by DCR and VDOT.
5. Field study results and preliminary recommendations are shared with the locality.
6. The locality holds a public hearing to receive input on supporting a local resolution for the Virginia Byway designation.
7. DCR and VDOT forward the recommendation and local resolution to the Commonwealth Transportation Board (CTB).
8. The CTB approves the designation.
9. VDOT erects Virginia Byway signage along the corridor and adds the road segment to informational materials.

Re-evaluation of Virginia Byways

Since Virginia Byways is a recognition program, designation is only the first step in protecting the Virginia Byway corridors. Over time, land uses and scenic road corridors may change. These changes cause concern about the continued eligibility of Virginia Byways to meet designation criteria. To assist with long-term tracking of the condition and scenic quality of Virginia Byways, VDOT district offices are responsible for conducting annual evaluations of all designated Virginia Byways.

In conjunction with VDOT, a cooperative initiative aimed at maintaining the integrity of the Virginia Byway program should be implemented throughout the Virginia Byways system to involve local governments, planning district commissions (PDCs), VTC and DCR. This cooperative initiative would establish scenic corridor baselines for Virginia Byways defining values and resources that determine the acceptance or denial for Virginia Byway designation. Local and regional land use and transportation plans would be referenced as part of the evaluation. This data and evaluation is key to maintaining the consistency of the program. Initial assessments could use car-mounted video cameras to document scenic and land use conditions. Follow-up recordings could be done every three to five years to provide comparative data and clearly articulate the unique characteristics of the corridor. Based on the baseline assessment and evaluations, recommendations for future additions or removals from the Virginia Byways system would be made and planning tools implemented for corridor protection.

Information about the Virginia Byways program and a statewide map may be referenced on the Virginia Byways website:
www.virginiadot.org/infoservice/faq-byways.asp.

A Virginia map for touring Virginia's Byways may be ordered at
www.virginiadot.org/infoservice/maporder.asp.

Federal Highway Administration National Scenic Byways Program in Virginia:
www.byways.org/browse/states/VA

Table VII-5. Scenic Roads Designations

Title	American Byways			Virginia Scenic Byways Program	National Forest Scenic Byways	American Automobile Assoc.
	National Scenic Byways Program	All-American Roads Program				
Mission/ Vision	Create a distinctive collection of roads, stories & treasured places; provide resources to the byway community to enhance local quality of life through efforts to preserve, protect, interpret, and promote the intrinsic qualities of designated byways.	Identify national scenic byways with multiple intrinsic qualities and that are destinations in and of themselves with exceptional traveling experiences to be had.		Identify road corridors containing aesthetic or cultural value near areas of historical, natural or recreational significance for designation. The program intent is to encourage travel throughout the state to interesting destinations and away from traffic corridors.	Officially designated byways represent the best of the 100,000 miles of roads running through US National Forests.	Identifies off the beaten driving pathways to interesting places and road corridors of scenic value.
Designation From	U.S. Secretary of Transportation	U.S. Secretary of Transportation		Commonwealth Transportation Board or General Assembly	U.S. Forest Service	AAA
Administrator	U.S. Department of Transportation, Federal Highway Administration	U.S. Department of Transportation, Federal Highway Administration		Dept. of Conservation & Recreation and Va Dept. of Transportation	U.S. Forest Service	AAA
Date Enacted	1991	1991	1991	1966	1988	1988
# Byways; # miles in Virginia	99 byways; 110 mi. in Va. Skyline Drive	27 roads; 277 mi. in Va. - Blue Ridge, Colonial, George Washington Parkways		2782 miles of designated Va. Byways	100 byways, 5,157 miles; 100 mi. Va.- Big Walker Mt.; Highlands, Mt Rogers	650 roads; 983 mi. for 15 in Va.; some highways & w/ other designations
Criteria for Designation	A road is to be of regional significance, and have 1 intrinsic quality that is distinct and represents the region. The 6 intrinsic qualities are: Archeological, Cultural, Historic, Natural, Recreational and Scenic.	It must have at least 2 intrinsic qualities, be a 'destination unto itself' and it must provide an exceptional traveling experience. Which is defined as one that driving the road is the primary reason for their trip.		It has important scenic values & a diversity experiences; links together & provides access to scenic, historical, recreational, cultural, natural and archeological elements; bypasses large roads; could have management along the route; safety features can be added to improve motorist experience; and local governments support the designation.	USFS Criteria Diverse landscape and vegetation, scenic views, unique geological formations, abundance of wildlife and numerous historic places.	A road can meet any of the 5 Classification: Traditional- that best represents the state, Cultural Heritage, Historic, natural beauty, and Classic/ Premier Drives that are derived from all of the classifications.
Impacts/ Restrictions	Must have a corridor management plan; no new outdoor advertising	Must have a corridor management plan; no new outdoor advertising		The only limitations could be the construction of new outdoor advertising signage.	Only those imposed by the forest service general management plan	None
Manager of Corridor	Localities or property owner, ie. USFS or NPS	Localities or property owner, ie. USFS or NPS		Localities	USFS	USFS, NPS, Localities depending
How to Add	Submissions are semi- annually as stated by FHWA & are complete digital reports.	During the selected time annually stated by FHWA a complete written and digital report.		Request from locality & completed report recommending designation by DCR		Added through Road Reporters Program of AAA
More Information	http://www.bywaysonline.org/	http://www.bywaysonline.org/		http://www.vdot.virginia.gov/info/service/faq-byways.asp	http://www.roadnotes.com/scenicdrives/va.htm	Call Local AAA Office

Other scenic roads

In addition to the Virginia Byways, there are other road designation programs including the Federal Highway Administration National Scenic Byways and All-American Roads Program, U.S. Forest Service byways, and the American Automobile Association program (see table VII-5).

The National Scenic Byways Program

(www.byways.org/learn) is part of the U.S. Department of Transportation, Federal Highway Administration. The program is a grassroots collaborative effort estab-

lished in 1991 to help recognize, preserve and enhance selected roads throughout the United States. The U.S. Secretary of Transportation recognizes certain roads as All-American Roads or National Scenic Byways based on one or more archeological, cultural, historic, natural, recreational and scenic qualities. Both designations involve lengthy processes and require corridor management plans.

- **National Scenic Byways** include the Skyline Drive, Blue Ridge Parkway and George Washington Memorial Parkway. Colonial Parkway also received this designation in 2005.

Intrinsic qualities of National Scenic Byways and All-American Roads

To be designated a National Scenic Byway, a road must possess characteristics of regional significance within at least one of the following intrinsic qualities. All-American Roads must possess characteristics of national significance in at least two of the following intrinsic qualities.

Archaeological

Archaeological quality involves those characteristics of the scenic byways corridor that are physical evidence of historic or prehistoric human life or activity that are visible and capable of being inventoried and interpreted. The scenic byway corridor's archeological interest, as identified through ruins, artifacts, structural remains and other physical evidence have scientific significance that educate the viewer and stir an appreciation for the past.

Cultural

Cultural quality is evidence and an expression of the customs or traditions of a distinct group of people. Cultural features including, but not limited to, crafts, music, dance, rituals, festivals, speech, food, special events and vernacular architecture are currently practiced. The cultural qualities of the corridor could highlight one or more significant communities or ethnic traditions.

Historic

Historic quality encompasses legacies of the past that are distinctly associated with physical elements of the landscape, whether natural or man-made, that are of such historic significance that they educate the viewer and stir an appreciation for the past. Historic elements reflect the actions of people and may include buildings, settlement patterns and other examples of human activity.

Historic features can be inventoried, mapped and interpreted. They possess integrity of location, design, setting, material, workmanship, feeling and association.

Natural

Natural quality applies to those features in the visual environment that are in a relatively undisturbed state. These features predate the arrival of human populations and may include geological formations, fossils, landforms, water bodies, vegetation and wildlife. There may be evidence of human activity, but the natural features reveal minimal disturbances.

Recreational

Recreational quality involves outdoor recreational activities directly associated with and dependent upon the natural and cultural elements of the corridor's landscape. Recreational activities provide opportunities for active and passive recreational experiences. They include, but are not limited to, downhill skiing, rafting, boating, fishing and hiking. Driving the road itself may qualify as a pleasurable recreational experience. The recreational activities may be seasonal, but the quality and importance of the recreational activities as seasonal operations must be recognized.

Scenic

Scenic quality is the heightened visual experience derived from the view of natural and manmade elements in the visual environment of the scenic byway corridor. The characteristics of the landscape are strikingly distinct and offer a pleasing and most memorable visual experience. All elements of the landscape—landform, water, vegetation and manmade development—contribute to the quality of the corridor's visual environment. Everything present is in harmony and shares in the intrinsic qualities.

Scenic Highways and Virginia Byways

- **All-American Roads** designated in Virginia in 2005 include the Blue Ridge Parkway, Colonial Parkway and George Washington Parkway.

U.S. Forest Service byways

The National Forest Service (USFS) began designating significant roads within forest boundaries in 1988. These roads are notably scenic and provide opportunities to experience nature first hand in the national forests. Three USFS byways traversing a portion of the USFS land in Virginia are also designated as Virginia Byways: Big Walker, Mount Rogers and the Blue Ridge Parkway. The Highlands Scenic Byway is another USFS scenic road designation, but it is unpaved and does not qualify for designation under the Virginia Program.

U.S. Forest Service Byways in Virginia

Big Walker Mountain Scenic Byway

An alternative to six miles of Interstate 77 and the Big Walker Interstate tunnel, the Big Walker Mountain Scenic Byway traverses 16.2 miles of State Highway 717 and US 52/21 in the Jefferson National Forest.

Highlands Scenic Byway

This National Forest Scenic Byway weaves through a landscape of diverse vegetation, scenic views, unique geological formations and an abundance of wildlife. In addition, there are numerous historic places, including the remnants of a once-thriving mining community.

Mount Rogers Scenic Byway

The Mount Rogers Scenic Byway traverses approximately 60 miles of the Jefferson National Forest and offers scenic views of mountains and rural America.

American Automobile Association

The American Automobile Association (AAA) program introduces travelers to Virginia's scenic amenities. This program has been in existence since 1988 and emphasizes directing travelers to little-known interesting places. Under the AAA program, there are five classifications of roads. These include Traditional roads that best represent the state, Cultural Heritage, Historic, Natural Beauty, and Classic roads, which are premier drives derived from all of the classifications. Virginia is host to 15 AAA roads. Some AAA designated roads include interstates that traverse through scenic areas lightly developed of the state, like U.S. Interstate 81.

Thematic driving trails

Thematic driving trails are growing in popularity and many more are being recognized and promoted for tourism. Most of Virginia's thematic trails help tell historical stories that crisscross the state tying small and large communities together through the experience of past events. Growing popularity for thematic trails inclusive of Virginia Byways may present opportunities for partnerships with DCR, VTC, VDOT and other organizations for promotion and management of these corridors.

A new and exciting effort is exemplified in the Journey Through Hallowed Ground (JTHG) partnership. The JTHG is a four-state, nonprofit, organization dedicated to raising regional, national and international awareness of the historic, cultural and natural resources in the region, which generally follows the Old Carolina Road (Routes 15 and 231) from Gettysburg, through Maryland, to Monticello in Albemarle County. Formed originally as a partnership between the National Park Service, the Virginia Department of Historic Resources, local, regional and national grassroots organizations, this partnership has the support of nearly every governmental body within the corridor. JTHG works to create educational leadership programs to increase civic engagement for students of every age and by creating heritage programs for every citizen within, and visitor to, the region.

National Park Service Parkways are managed as scenic routes, emphasizing scenic values, recreational features, wildlife viewing, cultural and historical features with scenic overlooks, waysides and interpretive sites. NPS works with adjacent property owners and localities to preserve and protect the views, vistas and environment along its roads.



Spring on the George Washington Parkway, an All-American Road. Photo by National Scenic Byways Program.

Thematic Driving Trails

- Civil Rights In Education Heritage Trail - www.varetreat.com
- Civil War Trails (10+ tours) - 1-888-CIVIL WAR, www.civilwar-va.com/virginia or www.virginiadot.org/programs/prog-byways-civil-war.asp
- Virginia Birding and Wildlife Trails - www.dgif.virginia.gov
- Journey Through Hallowed Ground - www.HallowedGround.org
- Crooked Road Music Trail - www.thecrookedroad.org
- Captain John Smith James River Trail - www.JohnSmithTrail.org
- Regional driving tours - www.virginia.org/site/features.asp?FeatureID=182
 - Blue Ridge Highlands — Music, Crafts and Mountain Memories!
 - Central Virginia — An African-American Heritage Tour
 - Chesapeake Bay — A Water-Lover's Dream
 - Eastern Shore — Birdwatchers' Paradise
 - Hampton Roads — Driving Tour Through Military History
 - Heart of Appalachia — Daniel Boone Territory
 - Northern Virginia — The World War II Heritage Trail
 - Shenandoah Valley — Southern Driving Tour Through History and Culture
- Daniel Boone Wilderness Trail - www.danielboonetrail.com
- George Washington - www.virginia.org/site/features.asp?FeatureID=200
- World War II - www.virginia.org/site/features.asp?FeatureID=181
- African-American Heritage - www.virginia.org/site/features.asp?FeatureID=196
- Alleghany Highlands - www.virginiadot.org/programs/prog-byways-alleghany-highlands.asp
- Capital Country - www.virginiadot.org/programs/prog-byways-cap-sites.asp
- Virginia's Millennium Legacy Trails - www.virginiadot.org/programs/prog-byways-legacy.asp
- Northern Virginia - www.virginiadot.org/programs/prog-byways-nova-sites.asp
- Southern Highlands - www.virginiadot.org/programs/prog-byways-so-highlands.asp

As more emphasis is put on traveling and tourism, it becomes increasingly important to protect the resources that provide pleasurable, scenic experiences for travelers. The challenge for scenic byways corridors is to integrate community development and growth into the protection of the scenic integrity of designated and potential byway corridors throughout the Commonwealth.

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Introduction

Region 2000 Regional Commission includes 2,147 square miles and encompasses the counties of Amherst, Appomattox, Bedford and Campbell; the cities of Bedford and Lynchburg; and the towns of Altavista, Amherst, Appomattox, Brookneal and Pamplin City. The central region is flanked by two major rivers, the James River to the north and the Staunton River on the south. These rivers offer a multitude of recreational and historically significant resources such as the Kanawha Canal. Portions of the Staunton River are designated Virginia Scenic Rivers. In addition, Smith Mountain Lake and Holliday Lake state parks serve this region. Moving from west to east, the topography of the region ranges from mountainous to gently rolling farmland. These varieties of landscapes offer many different recreational activities.

Region 11 has a diverse base of industries including engineering, technical, health care, agricultural, forestry, education and tourism. The Blue Ridge Parkway, the Appalachian National Scenic Trail (AT), George Washington and Jefferson National Forests, and Smith Mountain Lake contribute to tourism. The 2005 estimated population for Region 11 is 234,900. In general, the area's growth rate between 2000 and 2005 has been about 2.6 percent. Future regional growth is anticipated to be steady, with the population in the region projected to increase 11.6 percent to 255,200 in 2020 from its 2000 census level of 228,616. As the population of Region 11 grows so do the recreational needs of its residents. While predominant land use is agricultural, several pockets of heavy industrial development create population centers with demands for recreational facilities and activities.

Recommendations applicable to all regions are found in chapters III through IX. To meet needs established in the 2007 *Virginia Outdoors Plan (VOP)*, it is important to integrate these recommendations with those that follow for Region 11 into regional and local planning and development strategies.

Outdoor recreation

For a general discussion of outdoor recreation trends, issues and planning considerations in Virginia, see Chapter II: Outdoor Recreation Issues, Trends and Survey Findings, and Chapter VII: Outdoor Recreation Planning and Related Issues.

Based on the findings of the 2006 Virginia Outdoors Survey (VOS), the top ten outdoor activities in the region are – in order of their popularity — walking for pleasure, driving for pleasure, swimming, visiting historic sites, visiting natural areas, sunbathing, fishing, picnicking, boating, and using a playground. These, though in a different priority order, are the same as the statewide top ten rankings.

The most needed facilities are walking and jogging trails located close to home. Access to recreational waters is also in high demand in this region, especially for swimming, sunbathing, fishing and boating. One of the unique outdoor recreation findings in Region 11 is the importance of hunting. Though the frequency of participation has dropped relative to the 2002 Virginia Outdoors Survey, participation has not declined as much as in the rest of the state. In Region 11 there continues to be a need for open lands for this activity.

The results of the 2006 Demand, Supply and Needs Analysis for Region 11 identify the areas of greatest unmet recreational facility needs: tent camping sites, outdoor swimming, basketball courts, campsites, soccer fields, baseball fields, sunbathing opportunities, softball fields, and outdoor swimming pools see Table X-11).

All localities in Region 11 are served by a parks and recreation department. The urbanized areas within Region 11 have a better supply of recreational facilities, in terms of both quality and quantity than the rural areas. According to the Commonwealth of Virginia Auditor of Public Accounts, *Comparative Report on Local Government Revenues and Expenditures*, year ended June 30, 2005, per capita spending on parks and recreation for each locality in this region was: Bedford City, \$116.62; Lynchburg, 95.71; Amherst County, \$10.60; Bedford County, \$19.47; Appomattox County, \$15.19 and Campbell County, \$15.36. The budgetary and actual expenditures for the region indicate that spending for recreation in the urban areas, at an average of \$105.86, which is almost four times higher the average spent in the counties. The counties average expenditure is \$15.15, which is well below the statewide county average of \$43.75.

Land Conservation

Land Conservation is receiving greater attention from Virginia residents as urban sprawl threatens the eco-

logical health of natural systems, cultural resources and the beauty of the state's scenic landscapes. With population and associated development increasing at unprecedented rates, the conservation of farmland, parks, cultural resources and natural areas is essential to quality of life and economic viability of the state. Regional and local initiatives for land conservation are needed to save Virginia's outdoors (see Map X-22).

Large blocks of public lands provide much of the open space in Region 11. Federal land holdings include the George Washington and Jefferson National Forests (GW-Jeff National Forests), the Appalachian National Scenic Trail (AT), the Blue Ridge Parkway, Appomattox Court House National Historical Park, Holliday Lake and Smith Mountain Lake State Parks, natural area preserves, state wildlife management areas, state forests, and other state resources provide additional open space in the region. Many organizations work together with localities and the region to provide an array of land conservation mechanisms.

Amherst County is leading the way with a mapping system that can identify lands for conservation. This system identifies target areas for conservation and recommends development in areas where infrastructure is already in place.

Land Trusts and Conservation Programs Operating in Region 11

- Appalachian Trail Conservancy
- APVA Preservation Virginia
- Chesapeake Bay Foundation
- Civil War Preservation Trust
- Department of Historic Resources
- James River Association
- The 500-Year Forest Foundation
- The Conservation Fund
- The Nature Conservancy
- Virginia Outdoors Foundation
- Western Virginia Land Trust

Land conservation recommendations include:

- Localities that lie within the viewshed of the Blue Ridge Parkway and the AT should work to protect their scenic views. The National Park Service (NPS) has developed viewshed management and landscape design guidelines that may be useful in this endeavor.
- Regional and local organizations should encourage development away from mountaintops to protect significant scenic views.

- Regional and local organizations should provide adequate protection for existing working lands, including farmland and forestal lands.

Green infrastructure

Information about green infrastructure is found in Chapter IV: Green Infrastructure. Regional recommendations for green infrastructure include:

- Local and regional agencies should become informed and educate constituents about green infrastructure planning, including guidance on local zoning initiatives for changing community design and transportation systems.
- Regional and local governments should protect the management of watersheds by integrating watershed management planning with local land use ordinances and comprehensive plans.
- Regional and local agencies should evaluate the proposed drinking water reservoir on the Buffalo River for its potential to provide recreational opportunities.

Programs

The following recommendations integrate statewide program initiatives into responsive regional strategies for outdoor recreation and conservation. The statewide program areas addressed in this section include: trails and greenways, blueways and water access, historic and landscape resources, scenic resources, Scenic Highways and Virginia Byways, scenic rivers, watersheds, environmental and land stewardship education, and the private sector. Recommendations are bulleted or numbered and are not sequenced by state or local priorities. Numbered recommendations are site specific to the regional map at the end of this section (see Map X-23).

Trails and greenways

For more detailed information, see Chapter VII: Outdoor Recreation Programs and Initiatives, Greenways and Trails.

- Local agencies should support the implementation of the *Region 2000 Greenways and Blueways Plan*.
- Regional and local organizations should evaluate utility easements and private trails for public use according to the adopted *Region 2000 Greenways and Blueways Plan*.
- Regional and local organizations should connect trail facilities located in the adjacent counties.

- Regional and local organizations should consider using abandoned railroad corridors and private lands for a Lynchburg to Appomattox Trail. This trail could connect Lynchburg's Blackwater Creek Bikeway to the proposed James River Heritage Trail through Amherst, Campbell and Appomattox counties. The trail may also include an extension of the trail along Blackwater Creek to Linkhorn School. The Concord to Appomattox Trail would bridge the gap between the proposed Cumberland to Appomattox Trail and the James River Trail being built from the City of Lynchburg across southern Amherst County to the Mount Athos area of Campbell County.
- Regional and local organizations and agencies should develop a Lynchburg to Bedford trail along the corridor identified in the *Region 2000 Greenways and Blueways Plan*.
- Regional and local organizations and agencies should continue to expand the Blackwater Creek Trail System to link Lynchburg College Reservoir with Sandusky Park and Percival's Island. This trail would provide outdoor environmental education for Lynchburg College programs and the public. As part of the James River Heritage Trail System, the trail could include connections to the Ivy Creek Nature Center at the Lynchpin Industrial Center.
- Regional and local organizations should develop the Appomattox Heritage and Recreational Trail, a trail system that links historic resources, enhances tourism opportunities, and provides for improved wellness and quality of life benefits for area residents.
- Federal, state, regional and local agencies should continue collaborative efforts to create a trail connection between the Appomattox Courthouse National Historical Park and the High Bridge Trail State Park. The network would include pedestrian and bike facilities that link the park to key destinations in Appomattox County and the Town of Appomattox for recreation, wellness, transportation and heritage tourism.
- State, regional and local agencies should develop the Cumberland to Appomattox Trail connecting the Cumberland State Forest and the Appomattox Courthouse National Historical Park through the Buckingham-Appomattox State Forest. The existing Willis River Trail could be linked to this trail by using forest roads and short sections of trail across private land.

Statewide trunkline trails

- 1 The **Appalachian National Scenic Trail (AT)** was designated by Congress and is managed by the National Park Service (NPS). The AT runs through the

western portion of Region 11 along the Blue Ridge. Federal, state, regional and local agency efforts within Region 11 should continue to protect the setting and viewsheds along the AT to preserve the experience of a footpath in the wilderness.

- 2 State, regional and local organizations should develop the **James River Heritage Trail** in recognition of the 2007 commemoration of Jamestown and the James River. The trail along America's Founding River will ultimately stretch from the Chesapeake Bay to the foothills of the Appalachian Mountains. The trail would parallel the old Kanawha Canal towpath connecting park trails, scenic riverside roadways and urban riverfront trails deep into the heart of Virginia, including Glasgow Landing. Additional public access sites along the James River should be included along this trail.

Other Trails

- 3 The proposed **Central Virginia Greenway** should be developed by state, regional and local organizations to extend from the AT at the Peaks of Otter to the Appomattox Heritage and Recreation Trail. The trail would then connect to the Cumberland State Forest and link Bedford, Amherst, Campbell, Appomattox and Buckingham counties, and the cities of Bedford and Lynchburg.
- 4 State, regional and local organizations should develop a **Staunton River Trail** featuring Native American campsites and other historic and aesthetic points of interest along the scenic Staunton River from Altavista to Staunton River State Park.
- 5 National, state, regional and local organizations should extend the **Virginia Blue Ridge Railway Trail** along the old railroad right of way along the Piney and Tye Rivers to the AT.

Water access and blueways

A discussion of the water access in the Commonwealth can be found in Chapter VII: Outdoor Programs and Initiatives, Water Access and Blueways. Local and regional recommendations include:

- Regional and local agencies should establish cooperative agreements among localities, other agencies and private landowners to meet the increasing need for public access to recreational waters.
- Regional and local agencies should identify strategies to make additional waterfront resources available for public use.
- Regional and local agencies should provide adequate support facilities and services, such as rest-

rooms, concessions, parking and maintenance for existing and proposed public water and beach access areas.

- Regional and local agencies should acquire or maintain access to existing public beaches and water access sites that may be jeopardized by changes in land use or development activities.
- State, regional and local organizations should identify and increase water access opportunities to Virginia's southern rivers.
- Regional and local organizations should sponsor clean up days and education on litter and dumping to preserve water quality for all users and promote public access to the region's waters.

6 The **James River Water Trail** should be continued to the Upper James River. Additional public access areas are needed on the James River between Eagle Rock and Snowden and between Lynchburg and Bent Creek. Public access is also needed at the Cushaw hydropower project near Snowden. The Department of Conservation and Recreation (DCR), the United States Forest Service (USFS), and the Department of Game and Inland Fisheries (DGIF) should continue to work with localities to finalize and implement plans to acquire and develop a series of boating and fishing access sites and canoe-in campsites along the James River. Portage opportunities should be provided when possible around dams located on the James River.

7 State, regional and local organizations should develop a blueway on the **Staunton River**. Public access is needed on the Staunton River between the existing access points at Altavista, Long Island and Brookneal.

8 Appalachian Power Company should implement the **Smith Mountain Lake Shoreline Management Plan**, which considers public access opportunities and guidelines for protecting the scenic, recreational and environmental values of the lake.

Historic and landscape resources

Consideration should be given to evaluating potential historic and landscape recommendations in this region. For more detailed information, see Chapter VII: Outdoor Programs and Initiatives, Historic and Landscape Resources. Local and regional recommendations include:

- Regional and local agencies should identify historic and archaeological resources that can be used for tourism, recreation and education. These resources should be included in local land use planning and

decision-making processes to promote preservation and protection.

- Regional and local agencies should build local historic attractions, historical societies, museums and other tourism organizations in the region to include the Virginia Association of Museums, Virginia Civil War Trails, APVA Preservation Virginia, the Virginia Main Street Program and others to enhance local heritage tourism, educational and recreational offerings.
- Regional and local agencies should encourage local governments and private organizations that own historic properties in the region to manage properties effectively for long-term protection and to maximize public benefit consistent with the nature of the historic property.
- Regional and local agencies should recognize the multiple historic and cultural resources within the rural landscape through rural historic districts.
- Regional and local agencies should support the creation of other heritage area programs to promote tourism and preservation in distinctive regions.
- There is a critical need for countywide surveys of the historic and architectural resources of Amherst, Appomattox and Campbell counties. State, regional and local organizations should partner to conduct this assessment.
- There is a critical need for an archaeological survey in Appomattox County and for an assessment of the county's archaeological resources. State, regional and local organizations should partner to conduct this assessment.
- State, regional and local organizations should evaluate Monacan Indian lands in the region for protection.
- 9** State, regional and local organizations should designate the **Curtis Community** as an historic district.

Scenic resources

Throughout Region 11, localities recognize the value of tourism. In Bedford and Amherst, there is a special recognition of the link between scenic vistas and tourism dollars. These localities are proposing viewshed ordinances to protect the setting of the Blue Ridge Parkway, a national treasure. Consideration should be given to potential scenic recommendations in this region. For more detailed information, see Chapter VII: Outdoor Programs and Initiatives, Scenic Resources. Local and regional recommendations include:

- Regional and local agencies should develop corridor management plans for scenic byways,

blueways, greenways and scenic rivers to assure preservation of the scenic quality of the corridor.

- Regional and local agencies should protect the scenic value of lands adjacent to publicly owned properties, as well as the scenic value of working agricultural and forestal areas key to maintaining a sense of place and economic vitality of the region. Scenic attributes to be considered include:
 - Encourage development away from mountaintops to protect significant vistas.
 - Consider timber-harvesting impacts on key viewsheds.
 - Protect viewsheds along river corridors and scenic byways.
 - Create scenic overlooks and vista cuts along Virginia byways and scenic highways to enhance the visual experience of traveling.
 - Efforts should be continued to protect the natural and scenic resources of the Blue Ridge Parkway, AT, and George Washington-Jefferson National Forests. Local governments should support efforts to encourage adjacent landowners, localities and planning district commissions to develop a scenic overlay zone adjacent to and within the viewsheds as part of a multi-regional viewshed planning process. Federal and state agencies should coordinate with localities to help protect these resources.

Scenic highways and Virginia byways

On September 22, 2005, for the first time ever, four new national byway designations were given to Virginia roads. The Blue Ridge Parkway, a portion of which is located in Region 11, was given the highest designation as an All-American Road. This designation allows localities along the routes to access federal dollars for byway corridor projects (see Chapter VI). These major scenic highways attract tourists from throughout the nation, as well as international visitors. The character of the Blue Ridge Parkway is continually being altered from that of a pastoral scene to landscapes that are sometimes marked by incompatible development. Overlooks that once featured breathtaking vistas of farmsteads or forests now reveal factories and exploding suburban residential development. Subdivisions are already within a few hundred feet of this magnificent corridor, and as development continues, there will be additional impacts on the quality of the visitor experience.

Opportunities to traverse Virginia's scenic and cultural landscapes are enhanced through nationally recog-

nized designation. For more detailed information, see Chapter VII: Outdoor Programs and Initiatives, Scenic Highways and Virginia Byways.

Scenic roads recommendations for the region include:

- Regional and local agencies should recognize and nominate scenic roads for designation as Virginia byways.
- Regional and local agencies should partner with other state, local and professional organizations to develop corridor management plans to protect the scenic assets of byway corridors.
- Regional and local agencies should incorporate Virginia byways and scenic highways into local comprehensive plans and zoning ordinances to ensure viewsheds are conserved and the sense of place is retained along these corridors.
- Regional and local agencies should support designation of nationally qualified historic corridors to increase civic engagement and foster heritage tourism.

10 The diverse history and culture of the southern Appalachian Mountains is showcased along the **Blue Ridge Parkway**. Protection of the scenic viewsheds and natural, historical and cultural resources for the Blue Ridge Parkway corridor is critical to the continued beauty and uniqueness of these corridors and their environs. Increasing encroachment has a major impact on the quality of the visitor's recreational experience. Local governments should develop comprehensive plans and zoning ordinances to ensure that the intrinsic value of the parkway and its viewsheds are conserved.

The following road segments are potential and should be evaluated for consideration as Virginia Byways:

- 11** The portion of **US Route 29** that connects with Route 43 in Campbell County.
- 12** The portion of **Route 622** from Lynchburg to Nelson County.
- 13** The continuation of **Route 624** to create a loop.
- 14** **Routes 24 and 614** in Appomattox County from the Appomattox County and Campbell County line to the Buckingham County and Appomattox County line are elements of "Lee's Retreat Route."
- 15** A **James River Byway** would consist of roads that closely parallel the James River Bateau Festival Trail.

The corridor would include Route 622 and Route 130 in Amherst County.

Scenic rivers

In Region 11, the Staunton River is the only designated scenic river. For detailed information about the Virginia's Scenic Rivers Program and its purpose, benefits and designation process, see Chapter VII: Outdoor Recreation Programs and Initiative, Scenic Rivers. Regional and local recommendations include:

- Localities should adopt planning tools (e.g., land use overlays, corridor management plans) that will afford special recognition and protection to Virginia's scenic rivers.

The following river segment has been evaluated and found to qualify for designation as Virginia Scenic Rivers:

- 16** The **Staunton River** in Campbell County from the Town of Altavista to the beginning of the current designation at Long Island.

The following river segment is a potential Virginia Scenic River and should be evaluated to determine its suitability for designation:

- 17** The **James River** in Campbell, Amherst and Appomattox counties from Lynchburg to Bent Creek.

Watershed resources

For information about Virginia's watershed programs, see Chapter VII: Outdoor Programs and Initiatives, Virginia's Watershed Programs.

Watershed groups in Region 11

- Alliance for the Chesapeake Bay
- Blackwater Creek Watershed Initiative at Lynchburg College
- Chesapeake Bay Foundation
- Friends of the Rivers of Virginia
- Greater Lynchburg Environmental Network
- James River Association
- Middle James Roundtable
- Roanoke River Basin Association
- Smith Mountain Lake Association
- Upper Roanoke River Roundtable
- Virginia Conservation Network

Watershed recommendations for this region include:

- 18** Lynchburg College, in partnership with stakeholders representing local government, governmental

agencies, and private groups, should develop a **Blackwater Creek Watershed Management Plan**. The Blackwater Creek Watershed is within the James River Watershed. This watershed plan will address goals and commitments contained within the Chesapeake 2000 Agreement.

Environmental and land stewardship education

For detailed information on Environmental and Land Stewardship education, see Chapter VII: Outdoor Programs and Initiatives, Environmental and Land Stewardship Education. Environmental and land stewardship recommendations for this region include:

- 19** The **Claytor Nature Study Center** of Lynchburg College should continue to offer environmental and stewardship education and research programs to all age groups on this 470-acre Bedford County facility. Lynchburg College faculty and staff, federal and state agency staff, local conservation nonprofit organizations, and volunteers will partner on educational programming and research in developing this outdoor classroom as a central Virginia regional facility for K-12, college and adult populations.

- 20** Local organizations should continue development of the **Pedlar Riparian Trail** as an environmental education site to educate citizens about habitat protection and the environment.

Federal programs

For information on federal programs affecting Virginia's outdoor recreation and conservation opportunities, see Chapter IX-A: Resource Agencies. Local and regional recommendations are listed by agency.

National parks

- Local and regional government, user groups and nonprofits should work with NPS to revise policy that allows mountain bikes to use appropriate national park trails.

- 21** The **Appomattox Court House National Historical Park** has management concerns that include the increasing traffic and adverse impact of State Road 24, protection of cultural resources and lands not currently within the park, and accelerated development on the park's boundaries. The state and local government should continue to work with NPS to address these issues.

- 22** The **Blue Ridge Parkway** and adjacent localities should continue to collaborate on enhancing heritage

tourism and guiding community gateway development and growth.

National forests

- New partnerships should continue to be developed to market recreational opportunities and rural economic development through tourism. The U. S. Forest Service should work with DCR, Virginia's Blue Ridge Highlands Tourism, Inc., and the Virginia Tourism Corporation to develop regional and international marketing strategies to showcase Virginia's outdoor recreation opportunities.
- Regional and local organizations should continue to place program emphasis on areas designated by Congress, such as the AT and Mount Pleasant National Scenic Area.

State facilities and programs

For a discussion of state facilities and programs throughout the entire Commonwealth, see Chapter IX-B: Resource Agencies. Local and regional recommendations are listed by agency or program.

State Parks

23 Smith Mountain Lake State Park (1,248 acres) is located in Bedford County. Situated on the second largest body of freshwater in the state, the park offers a wide range of activities including swimming, fishing, boating, trails, camping, cabins, picnicking, and a visitor center, as well as interpretive and educational programming and special events. The Friends of Smith Mountain Lake State Park sponsor the park's Junior Ranger Program and assist in operating the visitor center. The park works cooperatively with community organizations in developing special events and programs. Through the 2002 General Obligation Bond (GOB), funding has been allocated for an improved visitor center and campground and for an improved boat launch parking lot. The approved park master plan proposes expanding the park office, converting the existing visitor center into an environmental education and discovery center, adding additional cabins and camping, and constructing an amphitheater. Additional funding will be needed for these proposed facilities.

24 Holliday Lake State Park (255 acres including 150 acre lake) is located in the middle of the Appomattox – Buckingham State Forest. The park facilities include a 30-site campground, a large shaded picnic area, two picnic shelters, two playgrounds, a boat ramp, a seasonal full-service concession stand

and camp store, and canoe, kayak, rowboat and paddle boat rentals. Fishing and swimming are popular activities. Educational and interpretive programs are available to area schools, youth and scout groups. The park has five hiking trails and one aquatic trail. A trailhead for the Carter Taylor can also be found in the park. This trail is a 12-mile loop in the Appomattox-Buckingham State Forest for hikers, bicycle riders and equestrians. The Holiday Lake 4-H Center is located across the lake from the park. Efforts should continue to develop cooperative activities and programs with the 4-H center and the state forest. Through the 2002 GOB, funds were allocated for an expanded campground.

State natural area preserves

There are currently no dedicated natural area preserves within Region 11. DCR has, as of November 2006, documented 109 occurrences of 67 rare species and natural communities in the Region 2000 Regional Commission. Twenty species are globally rare and five are federally threatened or endangered. Forty-four conservation sites have been identified in the district; 29 (66 percent) have received some level of protection through ownership or management by state, federal and non-government organizations. However, only three sites are protected well enough to ensure the long-term viability of the rare species and natural communities they support.

DCR recommends that all unprotected conservation sites, and all unprotected portions of partially protected sites, be targeted for future land conservation efforts. The appropriate method of protection will vary with each site but may include placing the site on Virginia's Registry of Natural Areas, developing a voluntary management agreement with the landowner, securing a conservation easement through a local land trust, acquiring the site through a locality or local land trust, dedicating the site as a natural area preserve with the current owner, or acquiring the site as a state-owned natural area preserve.

Within Region 11, DCR is particularly interested in protecting:

- Habitat for the globally rare Kankakee globe-mallow.
- Riparian areas in watersheds that support the federally endangered Roanoke logperch and other rare aquatic species.
- Riverside prairies.

State Fish and Wildlife Management Areas (WMA)

- DGIF should continue to work with local and regional governments to support the Birding and Wildlife Trail program.
- DGIF should acquire additional lands wherever feasible to provide additional access for public hunting, fishing and wildlife viewing recreation.

25 DGIF should continue to investigate opportunities at the **Featherfin WMA** to acquire in-holdings and to improve the area with trails and structures for wildlife viewing and other outdoor recreation.

State forests

- Local and regional agencies should encourage the use of Department of Forestry (DOF) Best Management Practices in floodplain forest areas, particularly those adjacent to state-designated scenic waterways.
- Local and regional agencies should use DOF properties as field classrooms to help with educational programs.
- Local and regional agencies should coordinate with DOF and seek the assistance of local trail and river user organizations to develop forest trails and publish maps for each state forest, as well as to establish greenways and blueways for public use.
- Local and regional agencies should investigate opportunities to acquire fee simple ownership or easements to conserve working farms and forests in the region.
- Local and regional agencies should work with DOF to create defensible space around buildings to reduce the risk of wild fires through the DOF Fire Wise Program.
- Localities should work with DOF on education and monitoring of tree diseases and other pests that could weaken the forested environments.
- Agricultural lands should be targeted for reforestation to protect the water quality of the area and limit the effects of erosion on these lands.

26 DOF should continue development of the **Appomattox-Buckingham State Forest to Cumberland State Forest** trail, which is part of the Cumberland to Appomattox Trail. The DOF trail will offer opportunities for horseback riding and establish primitive camping in the Appomattox-Buckingham State Forest.

Transportation programs

- Regional and local agencies should develop alternatives to the use of private automobiles for daily activities. Transit systems, bicycle and pedestrian accommodations, improved community design, as well as a change in people's attitudes toward transportation alternatives will be needed for the transportation system of the future to meet capacity needs and energy constraints.
- Regional and local agencies should work with the Virginia Department of Transportation (VDOT) to implement Context Sensitive Solutions that accommodate multiple transportation modes.
- Regional and local agencies should recognize the need for a network of low-speed, low-volume roadways used by equestrians, pedestrians and cyclists, and they should include protections for this network in their comprehensive plans.
- Regional and local agencies should encourage the development of a permanent process for integrating the recommendations of local public health agencies, and they should include "active living" opportunities into all phases of transportation planning, land use planning and project design.
- Regional and local agencies should implement the *Region 2000: Greenways and Blueways Plan*.

Other state lands

For a discussion of other state lands, see Chapter IX-C: Resource Agencies.

The following state-owned lands contain significant undeveloped open space that may have some potential for local recreational use. Each site should be assessed and, where appropriate, a cooperative agreement should be developed to make these resources available for local use as parks and open space.

27 The **Lynchburg Training School and Hospital** in Amherst County has approximately 100 acres of undeveloped land. Consideration for future use of the undeveloped land should include the preservation of open space, trails and connections to the James River.

28 Approximately 58 acres of the **Central Virginia Community College** tract in the City of Lynchburg are undeveloped and may have potential for recreational use.

Local and regional parks and recreation departments

For a discussion of local and regional parks and recreation departments, see Chapter IX-D: Resource Agencies. Local and regional recommendations include:

- Explore reclamation of abandoned landfills into new and needed parks.
- Consider cooperative management for the recreational use of private, corporate, state or federally owned lands in order to increase local access and meet outdoor recreation needs.
- The presence of Smith Mountain Lake has attracted a large retired population. Appalachian Power Company's (APCO) recreation plan emphasizes acquisition of land for recreational purposes and long-term leases with private entities to provide recreation services.
- Bedford County's major recreational need is athletic fields and courts, particularly in the fast growing Forest, Smith Mountain, Moneta and Stewartsville areas. These needs could be met through the development of a regional open space and park plan.
- When private recreational lands are converted to other uses, the localities will need to identify and evaluate other lands to replace the services provided by those sites.
- Regional and local agencies should provide three regional parks; one to be located near Montvale Elementary School, one near Route 714 adjacent to the landfill and the third near Route 460. The latter would be developed jointly by Campbell County and the City of Lynchburg.
- Bedford City should explore a cooperative agreement with Bedford County to share resources, since the city is landlocked and land resources are not available.

29 Continued funding and development of **Riveredge Park** (acquired by DCR as the Smiley Block property and leased to Amherst County) should provide enhanced public recreation and river access opportu-

nities. Initial park development includes a boat launching facility funded by the Commonwealth, City of Lynchburg, and Amherst County. A connector trail will link this park to the James River Heritage Trail.

30 Regional and local organizations should consider recreational development of the public land surrounding **Falling Creek and Beaver Dam reservoirs**, which are water sources for the inhabitants of the Roanoke and Staunton River Valley.

Private sector

Much of the demand for outdoor recreation is met by the private sector. For a discussion of the private sector role, see Chapter IX-E: Resource Agencies. The following recommendations pertain to this region:

- Developed campgrounds, resident summer camps for children, golf courses, tennis courts, swimming pools, marinas and indoor recreational facilities help meet the needs identified in the 2006 *Virginia Outdoors Survey*. Entrepreneurial opportunities should be evaluated for the establishment of outfitter services for canoeing and kayaking, boat launches, canoe-in campgrounds, fee-based hunting and fishing opportunities, multi-field sports complexes and swimming pools. Many of the needs could be met through the efforts of private enterprise, organizations or through partnerships and cooperative efforts by the private sector and units of governments to provide picnicking, camping and environmental education. These services could be linked to bed and breakfast opportunities, nursery and garden center operations, game farms, and historical restorations. This concept could be expanded to farmers markets, pick-your-own operations, wineries and craft fairs.

31 Lynchburg College should consider preservation strategies to allow College Lake to be available for public use. As **College Lake** has filled with sediment, wetlands have developed on Lynchburg College properties. These wetlands offer significant opportunities in research and learning. A system of boardwalks should be developed so that these wetlands can be accessed for environmental preservation and other educational programs.



Percival's Island Trail in the City of Lynchburg. Photo by BikeWalk Virginia.

Table X-11. Region 11 (Region 2000 Regional Commission) Existing and Projected Outdoor Recreation Needs

Activity	Activity Days	Demand	Units	Supply	2010 Needs	2020 Needs
Baseball	558,091	110	fields	72	38	49
Basketball	497,631	118	goals	53	65	77
Bicycling	388,338	28	miles	NI		
Mountain	55,809	4	miles	NI		
Other	332,529	24	miles	NI		
Lake, river and bay use (combined)	738,541	14,157	water acres	11,978	2,179	3,559
Power boating	367,875	8,867	water acres	S		
Sailing	52,089	451	water acres	S		
Saltwater fishing	167,427	942	water acres	S		
Jet ski, personal watercraft	53,484	838	water acres	S		
Water skiing, towed on water	97,666	3,060	water acres	S		
Camping	255,327	1,506	sites	1,569	-63	84
Tent camping	108,828	642	sites	486	156	218
Developed camping	146,499	864	sites	1,083	-219	-135
Fitness trail use	115,571	9	mile trails	8	1	2
Fields (combined)	553,208	116	fields	54	62	74
Football	313,926	66	fields	54	12	18
Soccer	239,282	50	fields	-	50	55
Stream use (combined)	888,063	566	stream miles	168	398	454
Freshwater fishing	772,026	543	stream miles	S		
Human-powered boating	64,878	17	stream miles	S		
Rafting	9,302	2	stream miles	S		
Tubing	41,857	5	stream miles	S		
Golfing	243,700	8	courses	217	-4	-3
Hiking, backpacking	388,338	199	trail miles	230	-31	-11
Horseback riding	65,111	28	miles	56	-28	-25
In-line skating	53,484	4	miles	NI		
Jogging, running	3,118,335	250	mile trails	NI		
Nature study, programs	74,412	11	sites	3	8	9

Note: Demand multipliers used to create this chart are based on the Virginia Department of Conservation and Recreation's 2006 *Virginia Outdoors Survey* as measured at the regional level. Additional analysis is required to adjust these results for local conditions.

NA: not applicable, no standard needed

S: same as combined

NS: not inventoried separately

NI: not inventoried

(-) indicates surplus

Table X-11. Region 11 (Region 2000 Regional Commission) Existing and Projected Outdoor Recreation Needs – continued

Activity	Activity Days	Demand	Units	Supply	2010 Needs	2020 Needs
Picnicking away from home	258,582	671	tables	1,256	-585	-519
Skateboarding	90,690	28	sites	NI		
Snow skiing or snowboarding	48,833	1	ski lifts	-	1	1
Softball	367,410	65	fields	45	20	27
Sunbathing, relaxing on beach	551,813	40	beach acres	16	24	27
Swimming	2,325,380	162		NI		
Outdoor area	1,251,054	128	beach acres	16	112	125
Outdoor pools	692,963	29	pools	16	13	16
Indoor pools	381,362	4	pools	3	1	2
Tennis	146,266	91	courts	110	-19	-10
Used a playground	588,786	84	sites	118	-34	-26
Visiting gardens	115,106	13	sites	NI		
Visiting historic sites	362,062	31	sites	NI		
Visiting natural areas	412,057	70	sites	NI		
Volleyball	25,812	8	courts	3	5	5
Hunting	533,907	87,555	acres	83,299	4,256	12,789
Drive for pleasure	1,420,807	NA	NA	NI		
Driving motorcycle off road	88,364	40	miles	19	21	25
Driving 4-wheel-drive off road	128,361	NA	NA	NS		
Walking for pleasure	7,406,335	NA	NA	NI		
Bird watching	58,600	NA	NA	NI		
Other	10,232	NA	NA	NI		

Note: Demand multipliers used to create this chart are based on the Virginia Department of Conservation and Recreation's 2006 *Virginia Outdoors Survey* as measured at the regional level. Additional analysis is required to adjust these results for local conditions.

NA: not applicable, no standard needed

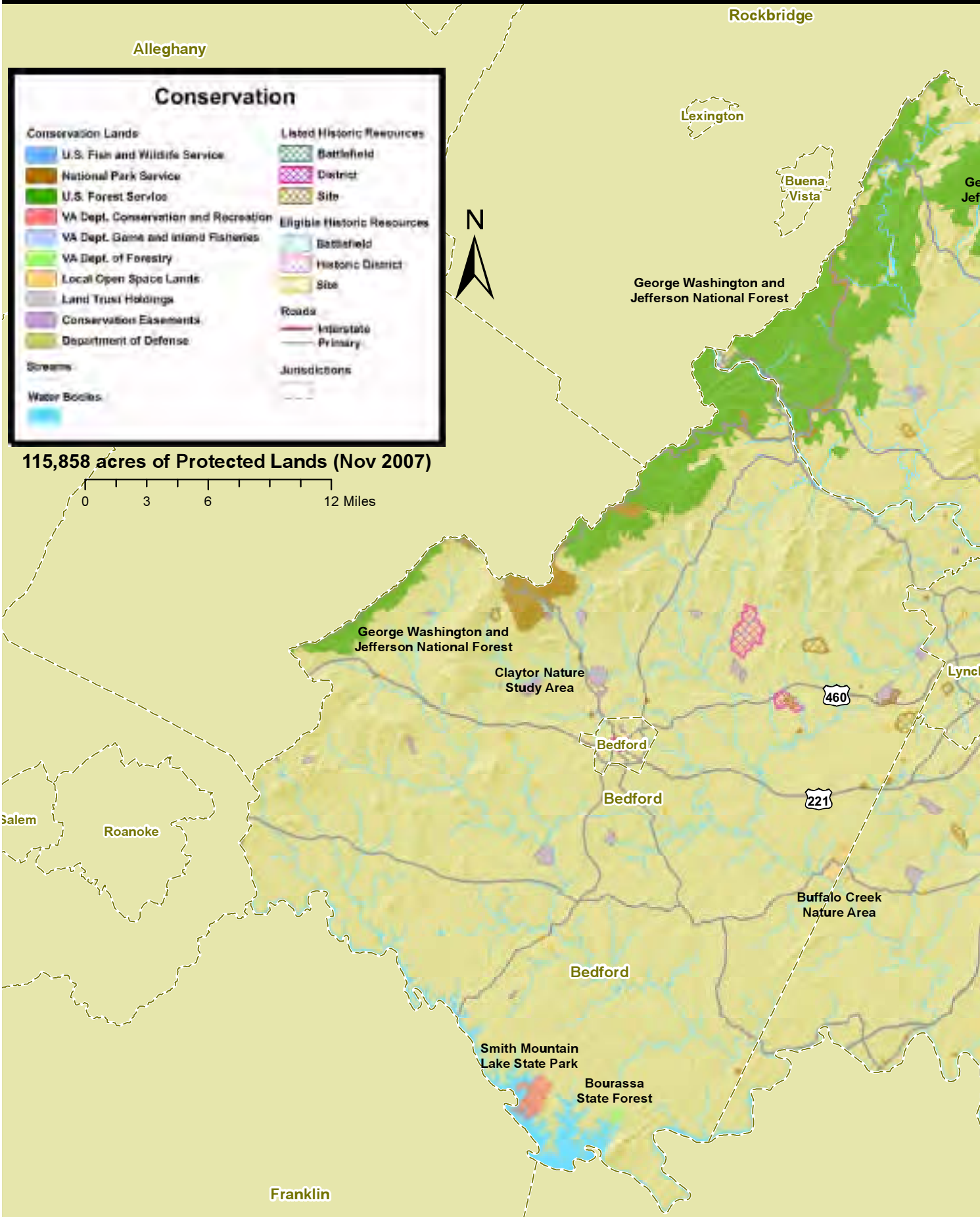
S: same as combined

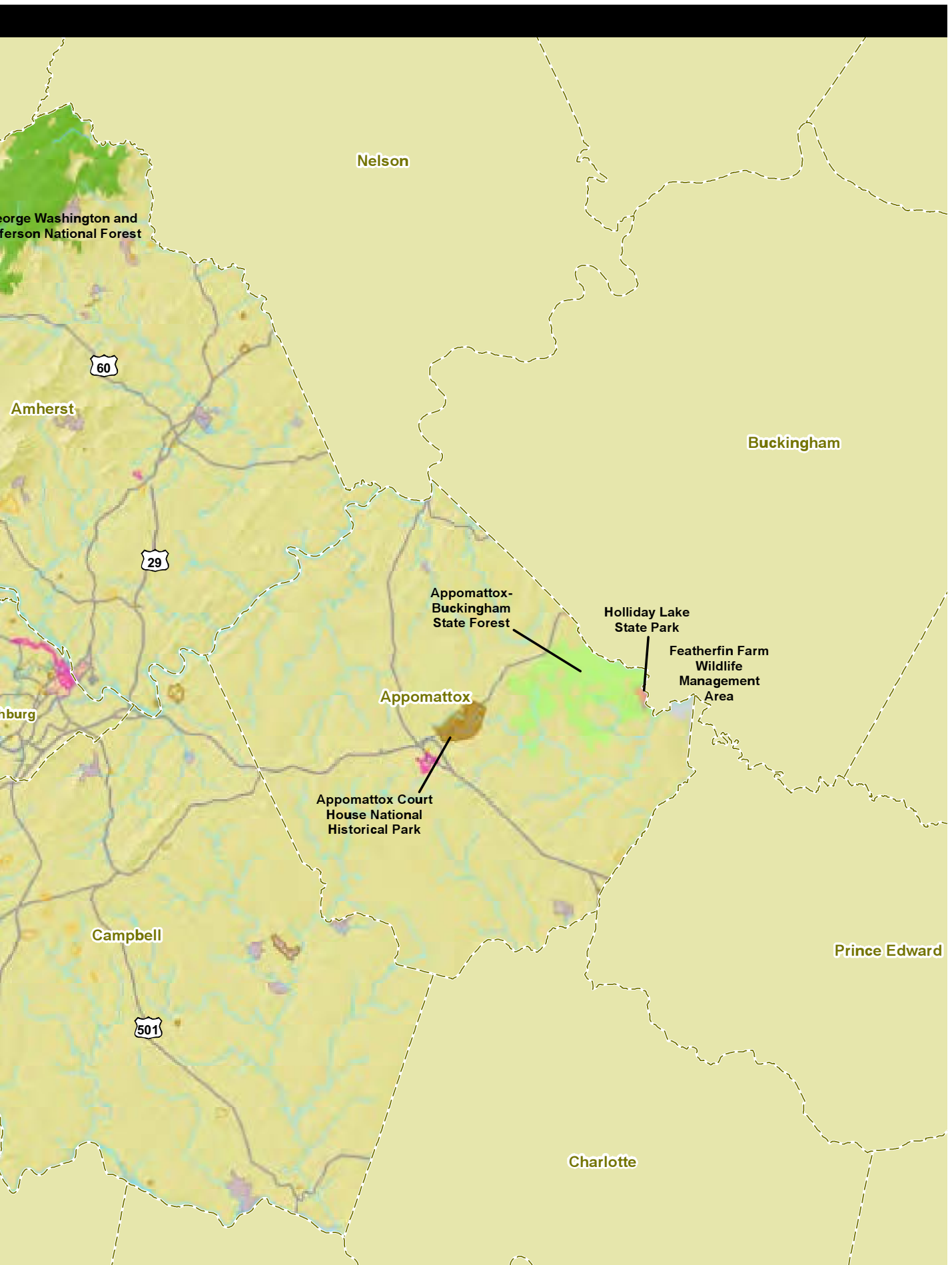
NS: not inventoried separately

NI: not inventoried

(-) indicates surplus

Map X-22. Region 11 (Region 2000 Regional Commission) Conservation Lands





Map X-23. Region 11 (Region 2000 Regional Commission) Outdoor Recreation

