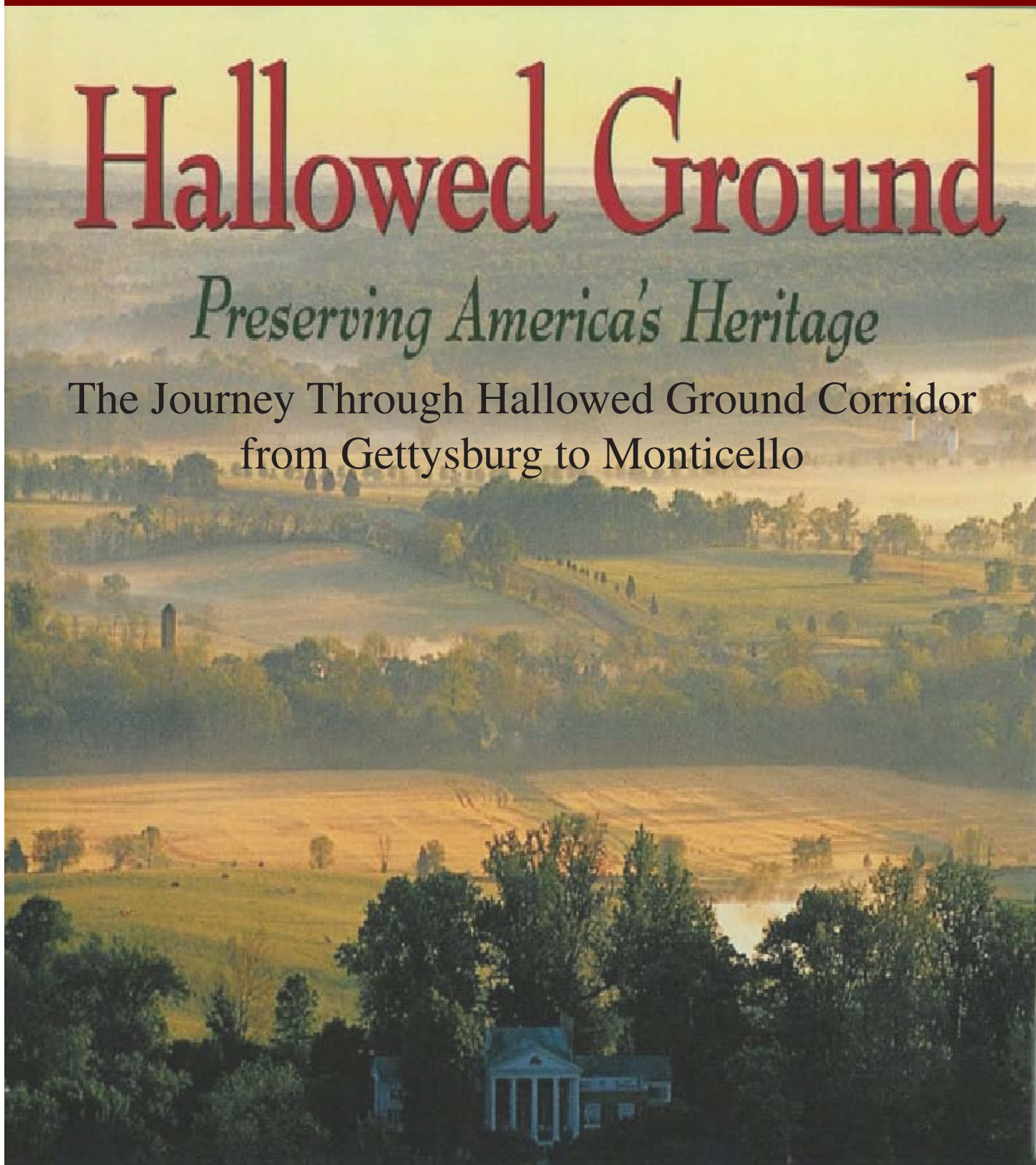


**The Journey Through Hallowed Ground National Heritage Area
Corridor Management Plan
October 2008**

Hallowed Ground

Preserving America's Heritage

The Journey Through Hallowed Ground Corridor
from Gettysburg to Monticello



Corridor Management Plan
for the
**Journey Through Hallowed Ground
Corridor**

Pennsylvania Route 394
US Route 15
US Business Route 15
Virginia Route 20
Virginia Route 231
Virginia Route 22
Virginia Route 250
Virginia Route 53
Milton Road

Prepared for:
The JTHG Partnership

Prepared by:
Lardner/Klein Landscape Architects, P.C.

Corridor Planning and Design

In association with

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Heritage Tourism Program,
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Transportation Planning
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October 2008

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Digital (Adobe PDF) copies of the final draft plan can be downloaded at [www.lardnerklein.com /jthg_index.html](http://www.lardnerklein.com/jthg_index.html)

PREFACE

The Journey Through Hallowed Ground Corridor Management Plan has been prepared in accordance with Paragraph 9 of Federal Register / Vol. 60, No. 96 / Thursday, May 18, 1995 (referred to as the Interim Policy) in order for the routes from Gettysburg, PA, generally following PA Route 394, US Route 15, US Route 15 Business, VA Route 20, VA Route 231, VA Route 22 and connecting routes to Monticello—the spine of the Journey Through Hallowed Ground National Heritage Area—to be considered for nomination as an All-American Road by the Federal Highway Administration.

According to the policy

“A corridor management plan, developed with community involvement, must be prepared for the scenic Byway corridor proposed for national designation. It should provide for the conservation and enhancement of the Byway’s intrinsic qualities as well as the promotion of tourism and economic development. The plan should provide an effective management strategy to balance these concerns while providing for the users’ enjoyment of the Byway. The corridor management plan is very important to the designation process, as it provides an understanding of how a road or highway possesses characteristics vital for designation as a National Scenic Byway or an All-American Road.”

Based on guidance provided by the Federal Highway Administration, this corridor management plan has been organized to address the four core elements that must be addressed as part of the nomination process:

- the significance either regionally or nationally of the Intrinsic Quality(s) along your Byway that merit national designation;
- planning to support the preservation, enhancement and promotion of the Intrinsic Quality(s) along your route;
- providing a quality visitor experience; and
- sustainability in the form of community and organizational support to continue to preserve, enhance and promote your Byway.

The Corridor Management Plan was developed with extensive citizen input, both through the contributions of the Advisory Committee and numerous public meetings. Altogether, more than 50 meetings with citizens throughout the corridor were held to develop the plan, as discussed further in Chapter 1.

The plan is organized to make it easier to ascertain the core elements and the FHWA interim policy, both noted above.

Chapter 1 – explains how the plan was developed with community involvement including its resulting vision and goals.

Chapter 2 – first defines the corridor and then explains the national significance of the intrinsic qualities of the Byway. The corridor definition includes a description of the route, defines the width of the corridor, incorporates the places to visit along the corridor that are related to its themes, and incorporates the linkages associated with other regional resources that cross the Byway, such as recreational trails, other Byways, and travel corridors. Next, the primary intrinsic qualities are described that qualify the route for designation as an All-American Road. Historic qualities are nationally significant across all three states, while scenic qualities are nationally significant in Pennsylvania and Virginia. Recreational qualities are nationally significant in Maryland. Chapter 2 concludes with a section on other supporting intrinsic qualities that contribute to a high quality visitor experience.

Chapter 3 – describes the existing Byway conditions and its readiness for visitors. It describes how a combination of existing Byway and wayfinding signage, coupled with widely distributed tear-off maps and an official guidebook, can help the visitor find and follow the Byway. Chapter 3 lists over 30 nationally significant anchor sites along the Byway that interpret its themes, are safe and accessible, are open 300 or more days, and have full service facilities capable of handling group tours and international visitors. Chapter 3 describes the existing roadway conditions as well as the currently planned and programmed projects that are likely to be constructed along the roadway and the range of existing management and maintenance practices currently used along the roadway itself. Finally, Chapter 3 describes the general nature of growth and development along the Byway and a summary of the policies that are in place now to guide that growth.

Chapter 4 – documents the broad range of existing programs that are available to help preserve and maintain the intrinsic qualities of the Byway including priorities to be used for implementing those conservation and preservation measures. Chapter 4 notes that over 44% of the 1.8 million acres of land that can be seen from the Byway or historic sites and features related to its themes are permanently protected by conservation easements with an additional 9% of that land protected by some kind of temporary measure such as land use taxation program or overlay district. Chapter 4 also identifies measures to manage the potential effects of intrusions to the Byway experience, especially focused on those issues where permanent preservation or conservation measures are unlikely to occur.

Chapter 5 – describes how the visitor experience will be managed over time including a description of how the Byway is currently marketed and promoted, and additional measures that are planned to market the Byway, including to international visitors. Chapter 5 further describes both the existing and planned interpretive strategies for the Byway. Chapter 5 discusses the three primary themes for the Byway: Land of Conflict, Reunification and Rebuilding; Land of Leadership; and Place of National Beauty and Rural Character, and the sites along the Byway that currently interpret those themes. Chapter 5, then further elaborates how the Byway can help to coordinate interpretation among the various sites, attractions, programs and product development. Potential storylines are developed for each of the primary themes as a way to lay the foundation for the development of an interpretive plan, which will be accomplished for the entire National Heritage Area.

Chapter 6 – discusses how the roadway itself will be managed over time to ensure that the Byway will be safe and will meet the wide range of needs for all its users in a manner that will maintain the Byway’s intrinsic qualities and enhance the user’s travel experience. Chapter 6 starts with a discussion of using context sensitive solutions and smart transportation as an approach for addressing both travel safety and travel capacity issues as they arise along the Byway. Illustrative and conceptual examples are included for two areas that exemplify typical transportation challenges along the Byway: one approaching Culpeper, Virginia, along US Route 15 Business and one approaching Orange, Virginia, along US Route 15. Finally, Chapter 6 includes a set of design, maintenance and management guidelines that can be used to help achieve the desired character of the Byway over time.

Chapter 6 also includes many drawings, renderings, and representative photos to assist the reader in better understanding the proposed concepts. These illustrations are not intended to imply a specific solution, and should not be construed to mean that a particular solution can be applied anywhere in the corridor. Ultimately, the appearance of this corridor, if it is arrived at using appropriate CSS methodology and approaches, will be developed with all pertinent and relevant stakeholder participation being sought, and if provided, given appropriate consideration. The CSS processes and approaches outlined in this Chapter are intended to be inclusive of all stakeholders including each state’s DOT, localities, neighbors, commuters, and that cover the widest range of points of view.

Chapter 7 - discusses how the JTHG Partnership has organized themselves to manage the Byway as the main spine around which a visit to the National Heritage Area will be organized. Chapter 7 describes the continuing roles and responsibilities of the Advisory Committee, subcommittees, and the Byway Manager, and identifies additional professional assistance that will be needed in several areas to monitor the implementation of the plan. Finally, Chapter 7 establishes criteria for determining priorities for implementation and identifies top priorities. A responsibility table is included in Appendix 4, along with potential funding opportunities for each of the main strategies for implementing the plan.

The Corridor Management Plan recognizes that we are in an era of very serious budget and resource constraints. Rather than sit back and wait it out, the plan suggests the formation of a wide range of unique partnerships and collaborations as a way to overcome these constraints. The corridor management plan provides a blueprint for the necessary partnerships to bring more resources to help preserve, maintain and enhance this 175-mile corridor for sustainable heritage tourism development.

As a cross-reference, the table on the following page identifies the fourteen requirements of the corridor management plan and the corresponding pages that address those requirements.

Federal Requirement**CMP Pages**

(1) A map identifying the corridor boundaries and the location of intrinsic qualities and different land uses within the corridor.	Chapter 2; Appendix 1
(2) An assessment of such intrinsic qualities and of their context.	Chapter 2; Appendix 1 ¹
(3) A strategy for maintaining and enhancing those intrinsic qualities. The level of protection for different parts of a National Scenic Byway or All-American Road can vary, with the highest level of protection afforded those parts which most reflect their intrinsic values. All nationally recognized scenic Byways should, however, be maintained with particularly high standards, not only for travelers' safety and comfort, but also for preserving the highest levels of visual integrity and attractiveness.	Chapter 4, pp 63-86; Appendix 1
(4) A schedule and a listing of all agency, group, and individual responsibilities in the implementation of the corridor management plan, and a description of enforcement and review mechanisms, including a schedule for the continuing review of how well those responsibilities are being met.	Chapter 7; Appendix 4
(5) A strategy describing how existing development might be enhanced and new development might be accommodated while still preserving the intrinsic qualities of the corridor.	Roadside Character, pp 82-86; Transportation and Land Use, pp125-139; Roadway Design, pp 140-163
(6) A plan to assure on-going public participation in the implementation of corridor management objectives.	Chapter 7
(7) A general review of the road's or highway's safety and accident record to identify any correctable faults in highway design, maintenance, or operation.	Chapter 3, pp 53-61; Appendix 2 (maps)
(8) A plan to accommodate commerce while maintaining a safe and efficient level of highway service, including convenient user facilities.	CSS Approach, pp 115-163
(9) A demonstration that intrusions on the visitor experience have been minimized to the extent feasible, and a plan for making improvements to enhance that experience.	Intrusions minimized: Chapter 4 Enhancements: pp 169-172
(10) A demonstration of compliance with all existing local, State, and Federal laws on the control of outdoor advertising.	Chapter 4, pp 82-83
(11) A signage plan that demonstrates how the State will insure and make the number and placement of signs more supportive of the visitor experience.	Chapter 6, pp164-168
(12) A narrative describing how the National Scenic Byway will be positioned for marketing.	Chapter 5, pp 87-106
(13) A discussion of design standards relating to any proposed modification of the roadway. This discussion should include an evaluation of how the proposed changes may affect on the intrinsic qualities of the Byway corridor.	Chapter 6, pp143-163
(14) A description of plans to interpret the significant resources of the scenic Byway.	Chapter 5, pp 98-114

¹Also see "Journey Through Hallowed Ground National Heritage Feasibility Study", Chapter 2, pages 15-17; Chapter 3; and Chapter 4, pages 45-48.

Federal Requirement	CMP Pages
(15) A narrative on how the All-American Road would be promoted, interpreted, and marketed in order to attract travelers, especially those from other countries. The agencies responsible for these activities should be identified.	Chapter 5, pp 91-101
(16) A plan to encourage the accommodation of increased tourism, if this is projected. Some demonstration that the roadway, lodging and dining facilities, roadside rest areas, and other tourist necessities will be adequate for the number of visitors induced by the byway's designation as an All-American Road.	Chapter 1, p 6; Chapter 5
(17) A plan for addressing multi-lingual information needs.	Chapter 5, pp 95-96
(18) A demonstration of the extent to which enforcement mechanisms are being implemented in accordance with the corridor management plan.	Chapter 7

CHAPTER 1: INTRODUCTION

1.1 THE JOURNEY THROUGH HALLOWED GROUND

The Journey Through Hallowed Ground Byway (the Journey) follows US Route 15, US Route 15 Business and Virginia Routes 20, 231, 22 and 53 from Gettysburg, Pennsylvania, to Monticello in Charlottesville, Virginia. The Journey is the primary touring route from which visitors can explore this scenic and historically rich landscape that, according to the late historian C. Vann Woodward, has “soaked up more of the blood, sweat, and tears of American history than any other part of the country.”

The Journey makes it easy for the visitor to discover “Where America Happened” and includes nine Presidential homes, the largest concentration of Civil War Battlefield sites in the country, 18 historic Main Street communities along with the magnificent views, historic sites and natural landscapes of the Piedmont countryside.

1.2 PURPOSE OF THE PLAN

In 2006, the Journey Through Hallowed Ground (JTHG) Partnership received federal funding to prepare a corridor management plan for this travel route. Serving as a “spine along the chapters of our American history,” the route truly is a journey through hallowed ground.

Given the significance of the sites, towns and landscapes along the Journey, the JTHG Partnership is seeking America’s Byways™ designation through the Federal Highway Administration to ensure that the visitor travel experience on the Byway receives as much respect and intentional planning as do the individual destinations along the route.

The purpose of the corridor management plan is not more regulations. Instead, this planning effort is designed to reflect the desires of each town and county along the Byway in its effort to promote, conserve and enhance the Byway corridor’s scenic, historic, archaeological, cultural, natural and recreational resources and to implement strategies for sustainable tourism development based on those resources.

The plan is also designed to serve as the basis for submittal of the route for nomination as an All-American Road through the Federal Highway Administration’s America’s Byways Program. The plan meets the fourteen requirements of a corridor management plan as spelled



Fig. 1-1: Virginia Route 231 in Albemarle County

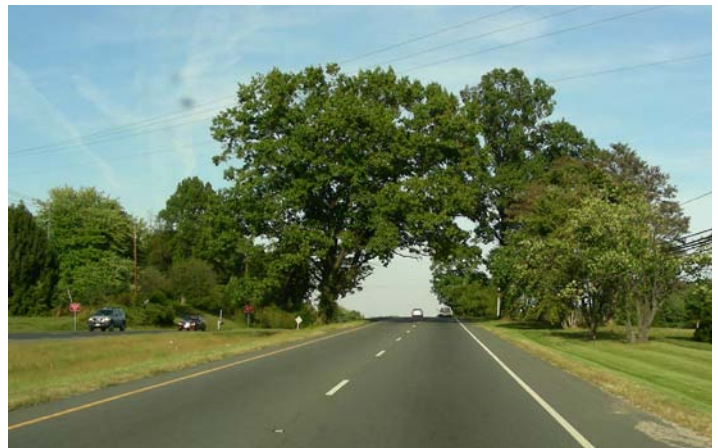


Fig. 1-2: US Route 15/29 in Fauquier County, Virginia, one of few remaining locations where tree canopy covers a four-lane road



Fig. 1-3: US Route 15 Business/Main Street, Downtown Leesburg

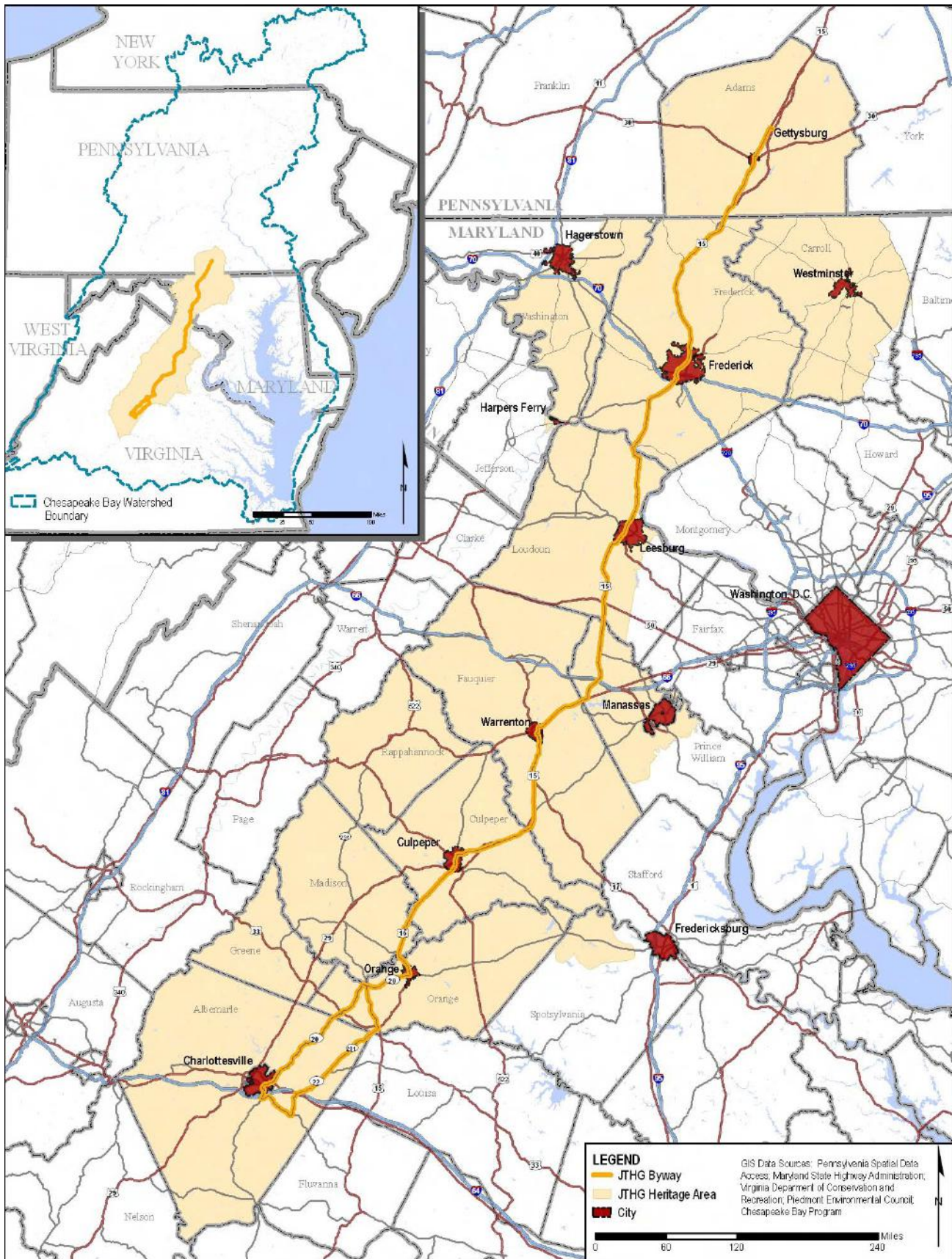


Fig. 1-4: The primary travel route for the Journey Through Hallowed Ground and its location within the National Heritage Area (tan) and the Chesapeake Bay Watershed (inset)

out in the May 18, 1995, Interim Policy published in the Federal Register. The plan is a statement about how the JTHG Partnership – which includes every local government, the three states’ transportation, conservation, and historic resources agencies, along with the Destination Marketing Organizations (DMOs) from each community, over 150 civic organizations, 18 historic Main Street communities, numerous businesses, landowners, the operators of historic sites, and the owners of cultural/recreational attractions – will work together to achieve the Byway’s goals.

1.3 PLANNING CONTEXT AND PROCESS

The corridor management plan has been developed through the concerted efforts of the JTHG Partnership and the many hours of thoughtful input provided by its Byway Advisory Committee. The strategies and actions included in the plan have been developed over a series of 26 public and Advisory Committee meetings targeted to each of five major goal areas. Below is a brief summary of the meetings that have taken place to develop the corridor management plan.

Vision and Goals – a meeting was held on June 15, 2007, in Leesburg, Virginia, with the JTHG Leadership Council to collect direct input for the vision statement on page 5. Public meetings were conducted in September 2007, in Charlottesville, Culpeper, and Leesburg, Virginia, and Gettysburg, Pennsylvania. Two additional public meetings were held in October 2007, in Loudoun County, Virginia, to gather further input for the vision for the Byway and to brainstorm about how to manage the Byway to achieve this vision. The resulting goals have been used to organize the strategies and actions recommended for the Byway.

Corridor Definition, Land Use and Preservation Strategies – a meeting was held on October 12, 2007, in Middleburg, Virginia, to discuss the corridor definition outlined on pages 8-10 and to discuss conservation/preservation strategies. (See page 63.) Small group meetings and email correspondence were used to inventory current conservation and preservation practices in each jurisdiction, identify model practices that could be used in other jurisdictions, and outline appropriate strategies for preserving and maintaining the intrinsic qualities of the Byway.

Byway Enhancement Strategies – small group meetings in Culpeper, Orange, Fauquier, Prince William,

and Loudoun Counties in Virginia, and Gettysburg, Pennsylvania, in the months of January, February and March 2008, and email correspondence with other jurisdictions were used to identify existing enhancement projects and potential enhancement projects and opportunities. The resulting enhancement projects and opportunities are listed by county starting on page 172 (including independent localities). A list of best practices already occurring along the Byway were compiled and shared with participants at a National Trust for Historic Preservation and JTHG Partnership “Community and Countryside” workshop in Culpeper, Virginia (November 2007). These practices are included as sidebars throughout the document and in Appendix 6 as examples for other jurisdictions along the Byway to consider.

Interpretation and Heritage Tourism Strategies – an Advisory Committee meeting was held on January 11, 2008 in Culpeper to discuss initial interpretive concepts and heritage tourism and marketing strategies. Meetings were held with the JTHG Partnership’s Destination Marketing Organization Committee (DMOC) in advance of and following the January 11 Advisory Committee meeting (October 30, December 14, January 25 and March 14). These meetings resulted in the recommendations that can be found starting on page 87.

Transportation Strategies – field inventory and data gathering resulted in the identification of existing planned and programmed projects in all three states and every jurisdiction along the Byway corridor. Kimley-Horn Associates performed a highway safety analysis to identify additional transportation issues. The planning team met with Virginia Department of Transportation (VDOT) representatives on October 2, 2007, and again on November 15, 2007, to discuss strategies. The planning team met with the Pennsylvania Department of Transportation (PennDOT) on February 5, 2008, to discuss strategies. Maryland State Highway Administration (MD SHA) strategies were developed and approved as part of the Catocin Mountain Scenic Byway Corridor Management Plan (2003) and as part of MD SHA’s document “Context Sensitive Solutions for Maryland’s Scenic Byways” (2006). VDOT and PennDOT reviewed a draft list of strategies for the Byway in the Spring of 2008, and communicated comments through email. The resulting strategies, starting on page 115, were presented and discussed at the February 14, 2008 meeting of the Advisory Committee held in Warrenton, Virginia, and subsequently were revised in response to suggestions made.

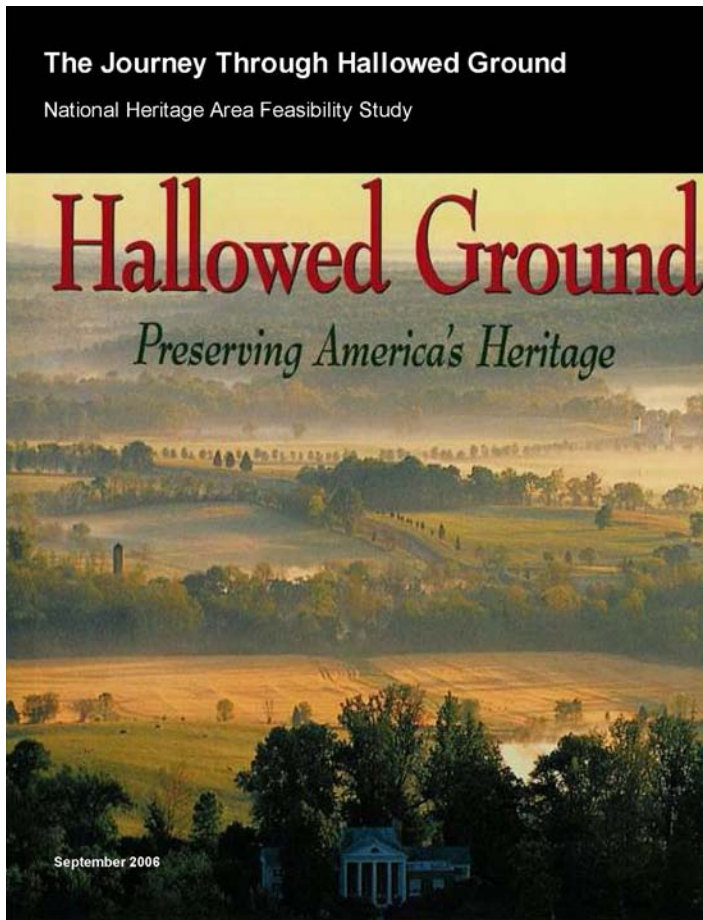


Fig. 1-5: Feasibility Study for Journey Through Hallowed Ground National Heritage Area

Coordination and Management – based on the results of the more than 50 meetings and correspondence noted above, implementation measures were discussed with the Advisory Committee at the April 9, 2008 meeting. Given the list of strategies and actions that was developed, the creation of four subcommittees within the Advisory Committee is recommended to take on the responsibilities of implementing the plan

- Preservation, Conservation and Land Use Committee
- Education and Interpretation Committee (an existing standing committee comprised of educators throughout the JTHG Corridor)
- Marketing Committee (an existing standing committee comprised of the Destination Marketing Organizations within the JTHG Corridor)
- Transportation, Enhancement, and Landscape Committee

1.4 JTHG NATIONAL HERITAGE AREA

The Byway is the primary touring route through the Journey Through Hallowed Ground National Heritage Area (NHA). (See map on page 2.) The JTHG NHA was designated through legislation passed on April 29, 2008, and signed by President Bush on May 8, 2008. The legislation, S. 2739, passed the House on April 29, 2008, by a vote of 291 to 117 and the Senate on April 10, 2008, by a vote of 91 to 4. The JTHG NHA recognizes the unparalleled cultural, historic and scenic resources within the entire JTHG corridor, encompassing all or part of 15 counties in Pennsylvania, Maryland, West Virginia, and Virginia.

JTHG PARTNERSHIP

The JTHG Partnership, a four-state non-profit organization created in 2005, is dedicated to encouraging both Americans and world visitors to appreciate, respect, and experience this historic, scenic, and natural landscape that makes it uniquely American.

The Partnership is committed to achieving this vision by:

- Building a strong network of local, regional and national partners to develop a common vision for the conservation and enhancement of the scenic, historic, recreational, cultural, and natural characteristics of the region.
- Developing education outreach programs to reach every student and teacher within the region as well as across the nation.
- Creating heritage tourism programs that will provide economic development opportunities through regional branding and cooperative marketing in communities throughout the corridor.
- Working in partnership with local, state and national leaders and residents to create and support a National Scenic Byway and a National Heritage Area that will sustain and strengthen our economy, heritage and quality of life in this region.
- Creating open cooperation with property owners, heritage sites, citizens, businesses, real estate leaders and public officials to help communities grow and prosper while preserving America's historic, natural and scenic heritage.
- Promoting the creation and maintenance of transportation systems that employ context sensitive design and foster efficient safe and enjoyable travel through the corridor.

1.5 VISION AND GOALS FOR THE BYWAY

The following vision statement and goals have evolved through the series of advisory committee and public meetings outlined on pages 3-4. The vision and goals for the Byway have guided the development of the plan and will serve as the overall framework for its implementation.

With the Blue Ridge Mountains (also known as South Mountain in Pennsylvania and Catoclin Mountain in Maryland) as a backdrop, the Journey Through Hallowed Ground Byway- connecting Gettysburg with Monticello - serves as the “spine on the chapters of our American history” with its easy-to-follow links to nearby battlefields, historic sites, Main Street communities, Byways and touring routes, regional trails and waterways, and national parks – links that allow visitors to delve more deeply into the unparalleled history and beauty of this national treasure.

New and exciting multi-media technologies will be used to create memorable and educational experiences, telling the story of how this sacred and beautiful landscape shaped some of our most historic turning points in American history, influencing its leadership and the outcomes of its conflicts. The Byway will emphasize the heritage of the everyday working landscape and what it was like to live through these most challenging chapters in our American history. The Byway’s heritage will be readily identifiable, recognizable, and authentic, whether that heritage is found in towns, parks, or rural working landscapes.

The Byway will be an inspiring and relaxing travel experience – whether by car, bicycle, train, on foot, or by horseback - highlighting the natural beauty and historic character of the corridor. The route will stay much the way it is today, largely rural interspersed by towns with vital and interesting Main Streets and beautiful views of the Blue Ridge and Piedmont landscapes. The roadway itself will continue to change over time while accommodating all modes of transportation and types of users within the corridor. The route will be attractive, safe and well-signed with plenty of pull-offs so people can take their time and not feel rushed by traffic. Land use along the route will also continue to change, but with new development designed to enhance and beautify the built portions of the corridor. The entire Byway corridor will serve as a model for how American communities can rebuild and rediscover the best of history including working farms; dense historic, walkable and sustainable communities; pristine natural areas; and irreplaceable cultural/historical resources worthy of the next generation’s protection and stewardship.

WHICH MOUNTAINS ARE WHICH?

There is no question that the Journey offers spectacular mountain views. There is some question, however, as to which mountains visitors view as they travel the Byway. In Virginia, the mountains visible west of the Byway are known as the Blue Ridge Mountains. In Maryland, residents refer to the ridge as Catocin Mountain (singular), and in Pennsylvania, it is South Mountain that dominates the westward view. The local terminology certainly indicates which state a traveler is in, but aren't these mountains all part of the same range?

While each state uses its own terminology, a review of the physiographic literature indicates that all three mountains are part of the Blue Ridge Physiographic Province. The Blue Ridge province includes both the Blue Ridge mountains (Skyline Drive and the Blue Ridge Parkway), and the strip of land to the east running through Charlottesville, Culpeper, and Warrenton. In Northern Virginia, the Blue Ridge physiographic province crossed by I-66 extends from about 5 miles east of Front Royal to Bull Run mountain just west of Manassas - about 20 miles wide.

According to the 2008 Maryland Geological Survey published by the Maryland Department of Natural Resources, the Blue Ridge Province "extends from southern Pennsylvania to northern Georgia." Within the so-called Blue Ridge Province, the Northern Blue Ridge Section "consists of two prominent ridges ([Maryland's] South and Catocin Mountains) that merge northeastward into a single hilly to mountainous area."

Not to be confused with the South Mountains in Maryland, according to the Pennsylvania Department of Conservation and Natural Resources, "South Mountain in Adams, Franklin, Cumberland and York counties is the Pennsylvania name for the northernmost extension of the Blue Ridge. The Blue Ridge is perhaps better known in Virginia, where it is higher, but the same geologic and physiographic feature extends northward, grazing the eastern edge of West Virginia, and continuing across Maryland to Pennsylvania. The Blue Ridge is made up of metamorphosed Pre-Cambrian volcanic rocks and early Cambrian sandstones, a bit older than the rocks in the Ridge and Valley physiographic province, which extends west and north from it."

Collectively known as the Blue Ridge, these mountains are one of many features that tie this region together. In each state, however, their names are distinctive – the Blue Ridge Mountains in Virginia, Catocin Mountain in Maryland and South Mountain in Pennsylvania – reflecting the varied experiences to be had throughout the Journey landscape.

When referring to the entire physiographic province, the term "Blue Ridge" will be used for all three states collectively. When referring to the specific mountains in each state, the local nomenclature will be used.

For more information, visit the Maryland Geological Survey at <http://www.mgs.md.gov/esic/brochures/mdgeology.html> or the Pennsylvania Department of Conservation and Natural Resources at <http://www.dcnr.state.pa.us/polycomm/may/mts5297.htm>.

The following are the goals for the Byway:

Conservation and Preservation: Work with existing and available tools, maintain the intrinsic qualities of the Byway primarily through private, voluntary land conservation efforts; existing and available tax incentives for historic preservation and land conservation; and the application of existing local land use plans, regulations, policies and design guidelines.

Byway Facilities and Enhancement: Work with local jurisdictions to leverage existing funding and gain new funding for those locally supported enhancement projects that serve to lengthen visitor stays and minimize existing and potential intrusions that detract from the special qualities of the Byway.

Interpretation and Education: Establish the Byway as a tool to extend visitor stays by coordinating the storytelling, interpretation and education associated with the themes of leadership, conflict, national beauty and rural character.

Heritage Tourism: Promote the Byway as a tool to create an exceptional visitor experience by coordinating the interpretation and education associated with the themes of the JTHG:

- 1) Land of Conflict, Reunification and Rebuilding
- 2) Land of Leadership
- 3) Place of National Beauty and Rural Character.

Through JTHG partnerships and participation in collaborative opportunities, the Byway will be promoted to visitors in order to extend and enhance the visitor experience, to increase positive economic impact and to improve the quality of life within the region.

Transportation: Promote the creation and maintenance of transportation systems that employ context sensitive design and protect efficient safe and enjoyable travel through the corridor for all modes of travel and types of users (while maintaining character defining features).

Coordination and Management: Utilize the resources and capacity of the JTHG Partnership to manage the Byway, assure that the Byway will be ready for visitors and assure that the Byway experience will be maintained at a high level.

CHAPTER 2: THE QUALITIES OF THE BYWAY



Fig. 2-1: Scenic view of the Piedmont and Blue Ridge Mountains from the Byway in Culpeper County, Virginia

The Journey tells the story of the landscape of the Inner Piedmont as it extends through three states, from Gettysburg, Pennsylvania, in the north, through Maryland, to Charlottesville, Virginia, in the south; the people who traveled and lived there; and the events that gave it greatness.

The All-American Road designation is sought because the JTHG Partnership has recognized from the onset the Route 15/20/231/22/53 corridor is just as important as the destinations it connects. First trod by Native Americans as a means of traveling from Pennsylvania through the Carolinas to the Eastern seaboard, the corridor passes through the Inner Piedmont, along the foothills of the Blue Ridge Mountains in Virginia, the Catoctin Mountains in Maryland, and South Mountain in Pennsylvania. The tracks of the Native Americans through this region were followed by early trappers, then colonial settlers, our American Founding Fathers, Civil War troops, and slaves who ran in the name of freedom. This early corridor, which we now request be designated an All-American Road, was the literal “roadbed” for the creation of our country and our American ideals.

The JTHG Partnership honors and recognizes that the unparalleled concentration of history, heritage and culture found along this corridor are neither random nor coincidental. Quite the contrary, the history, heritage and culture exist here because this footpath at the base of the Piedmont came first.

One of the main themes of the JTHG is **conflict, reunification, and rebuilding**. The JTHG was an active transportation route during the Revolutionary War and housed the headquarters of Generals Wayne, Lafayette, and Muhlenberg. It was a critical transition zone for the Underground Railroad and holds the largest collection of Civil War battlefields. Further, the JTHG was home to General George Marshall, crafter of the Marshall Plan, which was a cornerstone to the reconciliation and rebuilding of Europe after World War II. Camp David in the Catoctin Mountains of Maryland has been the site of numerous peace-talk meetings and the signing of such important peace agreements as the Camp David Accord.

A second theme of the JTHG is **leadership**, exemplified by Native American travelers, early European explorers, the region’s first settlers, the soldiers of the Revolutionary War and Civil War, the women who pioneered in medicine, education, and religion, and the African Americans who helped build the region and led the escape from slavery.

Notable are those who championed the revolutionary ideals of individual liberty, virtue, and self-government. These ideals inspired the American Revolution and became the foundation of the Declaration of Independence and the United States Constitution. Jefferson, Madison, and Monroe, all of whose homes were in the southern portion of the JTHG, led this movement and exemplified the new nation’s revolutionary ideals.

The culturally diverse peoples who settled the northern portion of the JTHG exemplified leadership in their independence, self-reliance, sense of equality, and participation in an interdependent economic and social community. They were a mixed group, best distinguished by their varied religious faiths, but their egalitarian way of life was a model of the American ideal.

At the heart of the Journey’s significance and experience, however, is its third major theme: its **scenic landscape**. The agricultural heritage of the region is evident in the rolling fields, hedgerows, woodlots, farmsteads, mills, country lanes, and historic villages and towns that are still present within the Journey landscape. The physical evidence of the region’s settlement patterns, cultural traditions, and historical development is clearly visible and is not only beautiful but also inspiring. From the natural history of the Inner Piedmont experienced in the Journey’s preserved natural areas, to the rural agricultural landscape, to the



Fig. 2-2: Historic Lincoln Square, Gettysburg, Pennsylvania

historic urban fabric of its distinctive towns, the story of the region and the nation can be read in the landscape of the JTHG.

These three themes are evident in the intrinsic qualities of the region. In seeking All-American Road designation, primary and supporting intrinsic qualities have been identified for each state. In Pennsylvania and Virginia, the Journey's primary intrinsic qualities for designation as an All-American Road are its historic and scenic qualities. In these two states its supporting intrinsic qualities include its cultural, archaeological, recreational, and natural qualities. In Maryland, the Journey's historic and recreational qualities are its primary intrinsic qualities, and its supporting intrinsic qualities include its cultural, archaeological, scenic, and natural qualities. These primary and supporting intrinsic qualities are described in more detail later in the chapter.

2.1 CORRIDOR DEFINITION

The Byway travel route connects Gettysburg and Monticello starting in Gettysburg, traveling through Gettysburg National Military Park on US 15 Business, and connecting with US 15 just north of the Maryland-Pennsylvania State Line. The Byway continues into Maryland along US Route 15 through Emmitsburg, Thurmont, and downtown Frederick before heading south to Point of Rocks. The Maryland portion of the route already was designated a National Scenic Byway in 2005. In Virginia, the Byway follows US Route 15 south through Lucketts to US Route 15 Business into downtown Leesburg. It then continues along US. Route 15 to Haymarket, Buckland, Warrenton, Culpeper, and Orange, following the business routes into each of those towns as well as through historic Brandy Station. At Orange, the Byway connects with Virginia Route 20 to Montpelier, and

then takes Virginia Route 231 and Virginia Route 22 to Charlottesville, connecting to downtown and Monticello.

The corridor also includes specific connections to Gettysburg and Monticello. In Pennsylvania, PA Route 394 serves as a northern entry to the Byway. From PA Route 394, US Route 15 Business guides travelers through Straban Township into Gettysburg's Lincoln Square. Several scenic roads radiate from the historic square and connect to natural, historic, cultural and scenic resources outside the downtown area. Recognizing the need to connect local sites and attractions, such as Hunterstown Battlefield, with the Byway, Straban Township sought state designation for its portion of US Route 15 Business. This northern entry route through the township is shown on the maps in Appendix 1 (and in green in Figure 2-3). Similarly, Figure 2-3 illustrates additional roads radiating from Gettysburg (shown as pink dotted lines) that could connect other Adams County resources to the Byway. These roads would serve as spokes and Gettysburg, the hub. Neighboring townships interested in seeking designation for their roads and establishing a connection with the

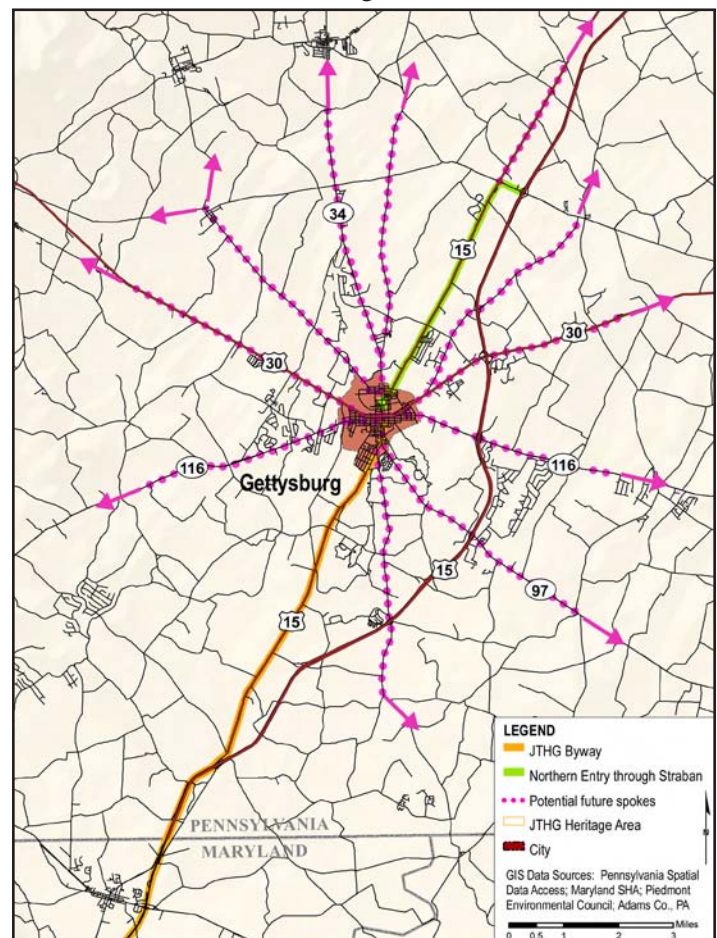


Fig. 2-3: Spoke and Hub – potential Byway extensions radiating from Lincoln Square in Gettysburg, PA

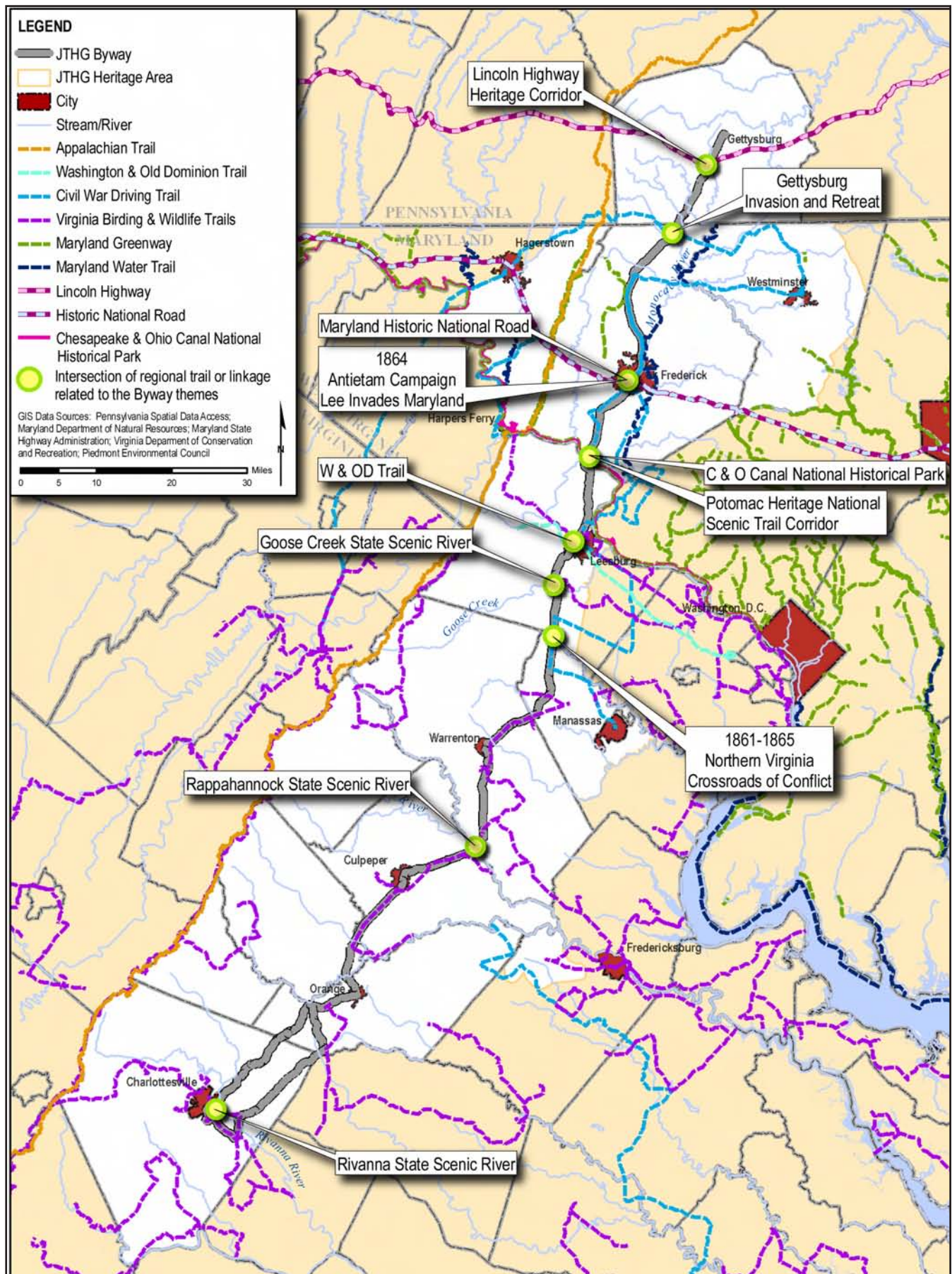


Fig. 2-4: Connecting linkages with the Journey Through Hallowed Ground



Fig. 2-5: Historic and scenic qualities of the Garden at Monticello

Journey can look to Straban Township as an example of how this can be done. The addition of other spokes should also be addressed in the forthcoming interpretive plan.

In Albemarle County, Virginia, the Byway has been extended to connect Virginia Route 22 with the southern endpoint of the Journey, Monticello. Just west of Charlottesville, Milton Road connects Virginia Routes 22 and 53 via a small stretch on US Route 250. Virginia Route 53 then takes visitors directly to Monticello. These routes received state scenic byway designation in November 2008.

The width of the corridor is defined by three criteria to include

- the road and right-of-way.
- adjacent properties with access and/or roadside frontage along the Byway travel route for the purpose of making sure the Byway neighbors are continually made aware of and given opportunities to be involved with the management of the Byway.
- lands that can be seen from the travel route, for the purpose of establishing a public benefit for private conservation efforts to conserve the setting of the Byway and its related historic sites. These lands are shown on Map 1 in Appendix 1.

Places to visit associated with the Byway themes (conflict/reunification, leadership, and beauty) are included in the Byway corridor for the purpose of marketing these sites to visitors and residents, including them in any comprehensive signage programs developed for the Byway, and developing coordinated interpretive materials and programs to

encourage longer visitor stays and more comprehensive educational programs.

Linkages to regional historic, natural and recreational resources that cross the Byway are included in the corridor where they intersect to ensure that there is good coordination among signage programs, interpretive programs, and in overall Byway management. These existing and planned regional resources that cross or will cross the Byway include

- Gettysburg National Military Park (National Military Park)
- Lincoln Highway Heritage Corridor (PA Heritage Area)
- Old Main Streets (Maryland State Scenic Byway)
- Maryland Historic National Road (All-American Road)
- Antietam Campaign (Maryland State Scenic Byway and Civil War Trail)
- Monocacy River (Maryland Scenic River)
- C&O Canal National Park
- C&O Canal (Maryland State Scenic Byway)
- Civil War Trails (Virginia, Maryland and Pennsylvania)
- Virginia Wildlife and Birding Trail
- Virginia Wine Trail
- Washington and Old Dominion Trail
- Virginia Route 7, Loudoun County (Virginia Scenic Byway)
- Potomac Heritage National Scenic Trail (NPS and local governments)
- Mosby Heritage Area (self-designated, signed Heritage Area)
- Goose Creek State Scenic River
- Rappahannock State Scenic River
- Virginia Route 231 (Virginia Scenic Byway)
- Virginia Route 20 (Virginia Scenic Byway)
- Rivanna River (Virginia Scenic River)
- National and state historic register sites and districts intersecting with the Byway (See Map 3 in Appendix 1, Cultural and Historic Resources Inventory.)
- Scenic roads throughout the JTHG NHA that intersect the Byway
- Proposed route of the JTHG bicycle and pedestrian paths
- Future equestrian routes

Future directional signage, maps and guides for the Byway will direct travelers to the nearest visitor information centers where they can get more detailed information about places to visit and connecting linkages.

See Appendix 3 for a complete list of sites included in the Byway corridor.

2.2 PRIMARY INTRINSIC QUALITIES

The Interim Policy that governs the designation of National Scenic Byways and All-American Roads establishes specific designation criteria for All-American Roads as follows:

b. All-American Road Criteria

In order to be designated as an All-American Road, the road or highway must meet the criteria for at least two of the intrinsic qualities. The road or highway must also be considered a destination unto itself. To be recognized as such, it must provide an exceptional traveling experience that is so recognized by travelers that they would make a drive along the highway a primary reason for their trip.

The characteristics associated with the intrinsic qualities are those which best represent the nation and which may contain one-of-a-kind features that do not exist elsewhere. The significance of the features contributing to the distinctive characteristics of the corridor's intrinsic quality are recognized nationally.

In both Virginia and Pennsylvania, the two intrinsic qualities that best represent the nation and that contain “one-of-a-kind features that do not exist elsewhere” for the JTHG are its historic and scenic qualities. In Maryland, the “one-of-a-kind features” are its historic qualities and its recreational features. Recreational features in Maryland have already been recognized as part of its designation as a National Scenic Byway.

The following documents the significance of the historic qualities for all three states, the scenic qualities for Virginia and Pennsylvania, and the recreational qualities of Maryland. Supporting intrinsic qualities are discussed in the next section, starting on page 31. Maps 1, 3, 4, 5 and 6 in Appendix 1 show the locations of qualities discussed in this Chapter.

2.2.1 HISTORIC QUALITIES

The Historic Quality of the JTHG is a primary intrinsic quality of the Byway. The Historic Quality traces the development of the Journey landscape and its peoples through four centuries, from the early seventeenth century to the present. The landscape's natural history and Native American occupation are also significant, establishing the context for later European settlement.

The JTHG played a distinct role in each phase of our nation's history. The story of its landscape is one of conflict, reunification, and renewal. Early settlement patterns established areas of conflicting social, economic, political, and religious traditions significant to our nation's history, which came to a head during the Civil War. The Journey's history was marked by outstanding examples of individual leadership that characterized national themes and in some cases deeply influenced the nation. Today, large areas of the Journey's historic rural landscape remain intact and convey the region's beauty and stories through their building and landscape resources.

Natural History

The natural history of the Journey landscape is important in understanding the context for the region's historical development. This landscape is known as the Inner Piedmont and, with respect to the Journey, extends from Albemarle County, Virginia, on the south to Adams County, Pennsylvania on the north. To the west, the Inner Piedmont is bordered by the Blue Ridge, Catocin and South Mountain ranges, a thin, rugged band of mountains that created a natural barrier to westward expansion and travel. To the east are the broader Outer Piedmont and the Coastal Plain.

In general, the Journey's landscape is comprised of two north-south physiographic bands with differing geologies and different topographic character. The eastern band is known as the Mesozoic Lowlands. On the west, it is bounded by the line of the Catocin, Hogback and Bull Run Mountains. Its eastern edge is just east of Gordonsville and Orange in the south and widens out to the north to include most of the Journey landscape in Maryland and all of Adams County in Pennsylvania.



Fig. 2-6: The Rappahannock River, one of four main river systems that cross the Journey landscape and enter the Chesapeake Bay

The Mesozoic Lowlands are comprised of Triassic (245-208 million years ago) sedimentary rock with igneous intrusions in various locations. The sedimentary rocks were created by erosion from a vast mountain range that once existing to the east during the early stage of rifting associated with the opening of the Atlantic Ocean. Rivers and streams carried sand, silt, and mud into the lowland rifts burying swamps and marshes. Today the area is characterized by the red soils derived from the red sandstone and shale of the Triassic sedimentary rock. The topography has modest relief, and the soils tend to be dry. Nonetheless, it was considered good farmland and was agriculturally productive in the early nineteenth century. The occasional igneous intrusions created high points, resistant to erosion and too difficult to farm. They were frequently used as woodlots.

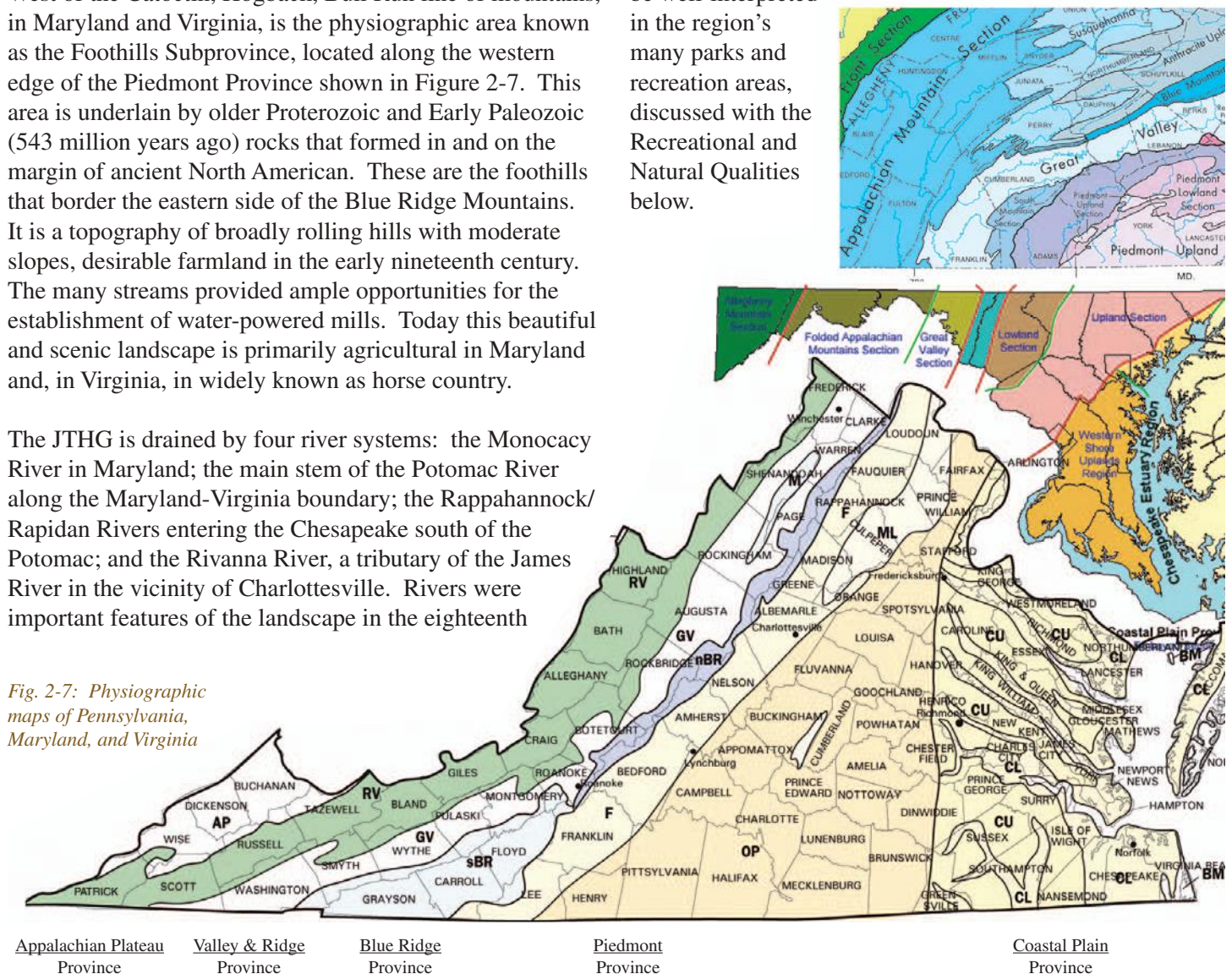
West of the Catoctin, Hogback, Bull Run line of mountains, in Maryland and Virginia, is the physiographic area known as the Foothills Subprovince, located along the western edge of the Piedmont Province shown in Figure 2-7. This area is underlain by older Proterozoic and Early Paleozoic (543 million years ago) rocks that formed in and on the margin of ancient North American. These are the foothills that border the eastern side of the Blue Ridge Mountains. It is a topography of broadly rolling hills with moderate slopes, desirable farmland in the early nineteenth century. The many streams provided ample opportunities for the establishment of water-powered mills. Today this beautiful and scenic landscape is primarily agricultural in Maryland and, in Virginia, in widely known as horse country.

The JTHG is drained by four river systems: the Monocacy River in Maryland; the main stem of the Potomac River along the Maryland-Virginia boundary; the Rappahannock/Rapidan Rivers entering the Chesapeake south of the Potomac; and the Rivanna River, a tributary of the James River in the vicinity of Charlottesville. Rivers were important features of the landscape in the eighteenth

and nineteenth centuries. Early roads stayed to the ridgelines and made as few river crossings as possible; many of these early roads are the routes we still use today. The rivers were also travel routes for shipping by barge. In the early nineteenth century, canals were planned and in some cases constructed along the courses of some major rivers. Rivers were critical as sources of water and water power for mills.

Landscapes and Resources: The entire landscape of the JTHG is significant for its relationships to and impact upon settlement patterns, transportation routes, agriculture, and industry. Most of the region's historic resources and places can be directly associated with some aspect of the natural landscape's character, especially topography, soils, springs, and drainage. The natural landscape can be seen and appreciated throughout the rural countryside and can be well-interpreted in the region's many parks and recreation areas, discussed with the Recreational and Natural Qualities below.

Fig. 2-7: Physiographic maps of Pennsylvania, Maryland, and Virginia



Native Americans

The landscape of the JTHG has been host to human habitation since about 10,000 BC. As early as the Paleo-Indian Period, small populations of early inhabitants were producing fluted projectile points in camps along the region's rivers. Over the Archaic Period, which lasted about 6,000 years, as the climate warmed, these scattered prehistoric groups slowly evolved from nomadic, big-game hunters to more settled societies. By the Woodland Period, between approximately 1000 BC and 1000 AD, a culturally and technologically advanced society had developed. This Woodland society was notable for its increased cultivation of crops and, as a result, the establishment of more permanent and larger towns and villages.

Individuals moved freely between camps and villages throughout the region as the population grew and required increasing amounts of food and supplies. Large fishing camps were established toward the rivers' edges, supplemented by smaller hunting and gathering camps that rotated with the changing seasons. By 1600 AD, the habitation pattern had developed into multiple, large villages for the cooperative production of projectiles, ceramics, bone ornaments, and shallow storage pits; and the farming of beans, squash, and maize. Remains of village sites have been discovered throughout the region and provide us with tangible evidence of the evolution of Native American life within the Journey landscape.

Upon their arrival at Jamestowne in 1607, European settlers encountered Native Americans on the Eastern Shore of Virginia. Further inland "in the piedmont and mountain regions of this area lived Siouan Indians of the Monacan and Mannahoac tribes, arranged in a confederation ranging from the Roanoke River Valley to the Potomac River,



Fig. 2-8: Opportunities for interpreting Native American culture are prevalent throughout the Piedmont
(Photo by Kenneth L. Garrett, courtesy of the JTHG Partnership)

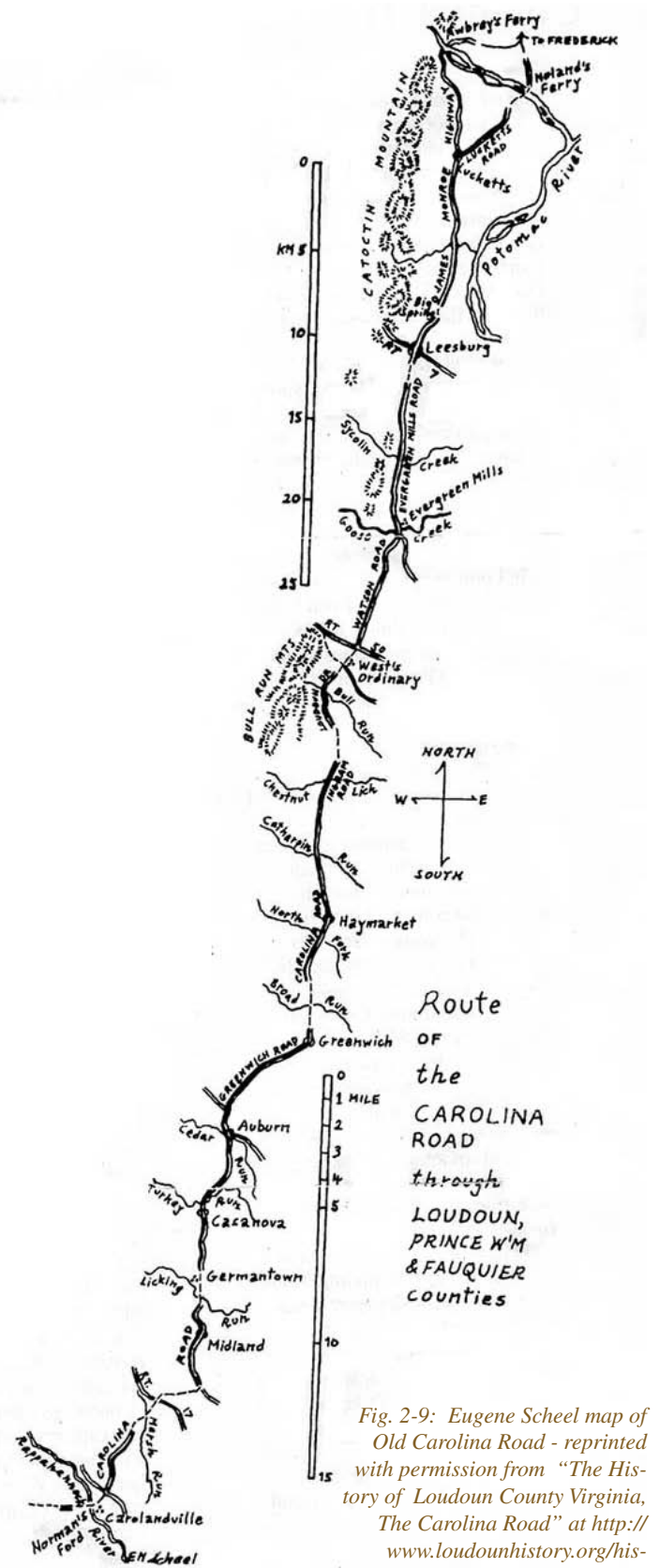


Fig. 2-9: Eugene Scheel map of Old Carolina Road - reprinted with permission from "The History of Loudoun County Virginia, The Carolina Road" at <http://www.loudounhistory.org/history/carolina-road.htm> (accessed October 29, 2008)



Fig. 2-10: Preserving the history of the plantation tradition at Oatlands Plantation, Virginia

and from the Fall Line at Richmond and Fredericksburg west through the Blue Ridge Mountains. At this time, the Virginia Siouans numbered more than 10,000 people. They were an agricultural people...[and] lived in villages with palisaded walls, and their homes were dome-shaped structures of bark and reed mats. ...The Monacans traded with the Powhatans to the east and the Iroquois to the north.”¹

Both sides of the Blue Ridge Mountains were used for travel between the tribal lands in North Carolina and those in Pennsylvania and New York. In times of tribal conflict, these north-south trade routes were also used by raiders and war parties. Later these paths became routes for the migration of European settlers into the region. Along the eastern side of the Blue Ridge, the Carolina Road (Fig. 2-9) became a favored travel route, as it had been by their predecessors, including the Algonquin and Iroquois, “because of numerous springs along its route, milder temperatures east of the mountains and relatively safe fords across major rivers and springs.”² In Colonial times, this road extended from its southern terminus at the Virginia-Carolina border to Frederick, Maryland, from which feeder roads entered Pennsylvania. Today, US Route 15 follows or parallels the Carolina Road through Loudoun and Prince William Counties, and in Fauquier County, several secondary roads east of US Route 15/29 follow the historic road.

Resources: Native American sites are located throughout the region as archaeological sites. In general, known archaeological sites are not publicized so they can be protected and preserved. However, the types of places in the landscape that are appropriate for different types of Native American uses can be identified and interpreted.

Interpretive Opportunities: The Journey’s natural areas, recreational sites, and parks are excellent resources for the interpretation of Native American life. For example, Point of Rocks may be a location where the story of the Native American life in the Northern Piedmont could be told. The story of the Rapidan Mound, located in western Orange County, the largest of thirteen known burial mounds of the Monacan/Manahoac tribes could be told in Orange in a nearby location. (See Dunham, et al, “Collective Burials in Late Prehistoric Virginia: Excavation and Analysis of the Rapidan Mound.”) A second opportunity for interpretation could be the Monacan Indian village of Monasukapanough, formerly located on both sides of the Rivanna River north of Charlottesville. The village is one of five Monacan towns that Captain John Smith recorded on his 1612 Map of Virginia. Currently, a VDOT/VDHR Roadside Historic Marker identifies the site.³

Early Settlement: The Plantation Tradition

St. Mary’s City in southeastern Maryland and Jamestown in eastern Virginia were sites of two of the earliest successful English settlements in North America. From these footholds in the early 1600s, the colonies of Maryland and Virginia were established. These two early colonies were established using a plantation system for the cultivation of tobacco and its export to Europe. The plantation system was feudal in its antecedents but uniquely American in the independence of its landowners. Plantations generally involved fairly large landholdings, only small portions of which, the best lands, were actually cultivated. In the seventeenth century, the labor intensive activity of cultivating tobacco was conducted for landowners by indentured servants, imported English males who would bind themselves to five years’ labor for the price of transport to the new world. The landowner was “lord” of the plantation, with broad personal powers over his servants and his land.



Fig. 2-11: Remnant road traces of the Old Carolina Road in Virginia are found throughout Loudoun, Prince William and Fauquier Counties

For a variety of reasons, including disease, the system of indentured servitude, the lack of women, and the erratic market for tobacco, these colonies grew slowly. By the 1690s, the flow of indentured servants had slowed due to better conditions in England and better options in the new world, such as the new colony of Pennsylvania, where a young man could obtain his own property without the prerequisite of indentured servitude. In their place, the planters began importing African slaves, and by the early 1700s, slave labor had replaced the indentured servants in the plantation system.

By 1714, the settlement of Germanna on the Rapidan River was the western-most settlement in the colony of Virginia. Germanna was unique in that German miners had been imported into an overwhelmingly English colony specifically to mine and refine bar iron. Germanna is located on the eastern edge of the JTHG. The large expanse of the Journey landscape was unoccupied and largely unexplored at this time.

During the seventeenth and early eighteenth centuries, England and France and their respective allies were in an almost constant state of rivalry and war. In North America, England had established colonies along the shores of the Atlantic. France was in the process of establishing fur-trading outposts down the St. Lawrence River, across the edges of the Great Lakes, and down the Ohio and Mississippi Rivers to New Orleans. The English colonies, Virginia in particular, feared encirclement by the French and raids by their Indian allies.

Virginia had considered the Blue Ridge Mountains to be a natural barrier for its protection, but it had been little explored. In 1716, Governor Spotswood led an expedition across the Blue Ridge and found that the mountains were easily passable through its many gaps. Seriously concerned by the French and Indian threat, he proposed peopling the area beyond the mountains, the Shenandoah Valley, with foreigners, using the model of Germanna, as a buffer for the plantation colony. Nothing came of his efforts, but in the late 1720s, the idea was adopted and implemented by the new governor, William Gooch.

Beginning in 1728, Gooch issued grants to entrepreneurs in Pennsylvania for the settlement of large areas of land in the northern Shenandoah Valley. To fulfill the obligation of their grants, the new owners were required to people the land with families, approximately one family for each 1000 acres. By the mid-1730s, this strategy was beginning to

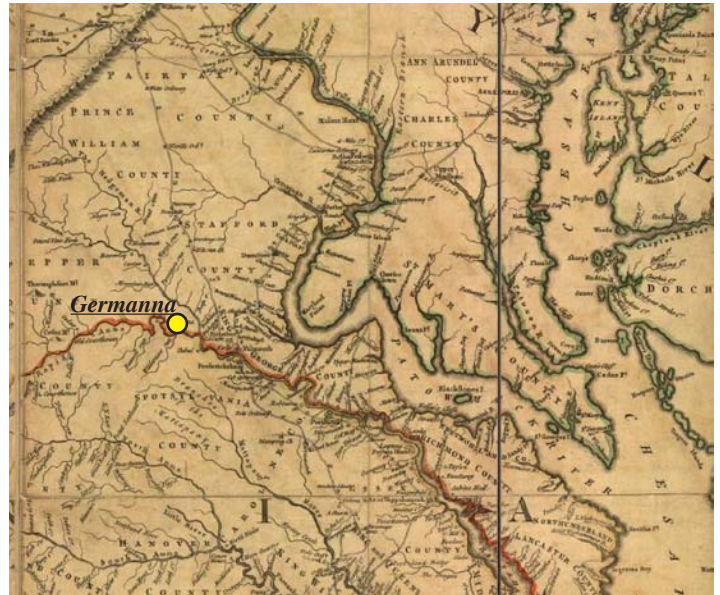


Fig. 2-12: Joshua Fry and Peter Jefferson's 1751 "Map of the Most Inhabited Part of Virginia"

prove successful. Over the course of the next fifty years, an enormous number of new migrants of mixed cultural traditions settled in the Shenandoah Valley, as they were settling also in Pennsylvania and Maryland. Over the course of the eighteenth century, the Shenandoah Valley became a major migratory route from Pennsylvania, south to North Carolina and west into Kentucky and Tennessee. The northern portions of the JTHG became settled by these peoples, discussed further below under The Independent Farm Tradition.

In contrast, the southern portion of the Journey landscape remained largely unpopulated until after the Revolutionary War. Virginia east of the Blue Ridge belonged to the plantation families of the Tidewater region. In the 1720s, large tracts of land in Orange County, averaging 3,000 acres each, were granted by the Governor to the wealthy Tidewater planters. North of the Rappahannock River, between the Rappahannock and the Potomac, was the Northern Neck, a vast land grant which was the province of Thomas, Sixth Lord Fairfax. His agent in the colony was Robert "King" Carter, the most powerful of the Tidewater planters. During the 1720s, Robert Carter issued large land grants to members of his family and to friends, acting on Lord Fairfax's behalf. One of these grants became Oatlands Plantation in Loudoun County, settled by his descendent, George Carter. Another, a 3,033-acre piece of land along Broad Run where Gainesville is located today, was deeded to Reverend Isaac Campbell, an Anglican priest sent to Virginia in 1745 by the Lord Bishop of London.



Fig. 2-13: Settlement patterns around Middleburg, Virginia illustrate the evolution of the plantation landscape of the Piedmont

Settlement of the southern portion of the Journey landscape proceeded slowly. Some landowners settled their landholdings in the mid-eighteenth century, but others did not. Peter Jefferson, father to Thomas Jefferson, born in 1708 near Richmond, and married into the colonial gentry, settled on his 2,000 acres in Albemarle County in 1747 and was said to have been the third or fourth settler in the area. George Carter did not settle the 3408-acre Oatlands tract until 1798. Tenant farmers preceded the establishment of plantations by decedents of the Tidewater families in some landholdings, and in some cases overseers and slaves were sent to begin working the land before actual establishment of a plantation.

The plantation was a distinct economic, social, political, and landscape system significant to the story of the JTHG. Physically, plantations tended to be large landholdings, varying from 2,000 to 8,000 acres in size and averaging about 3,000 acres. They were dependent upon slave labor to work the large landholdings. Plantations were the dominant pattern of land use in the Virginia portion of the JTHG, from Albemarle County north to central Loudoun County. They were extensions of the plantation systems of the Tidewater region and were owned and developed by the families and descendants of that region. Consequently, they transposed the strong, hierarchal, English cultural traditions to the Piedmont landscape.

In the Tidewater plantations of the seventeenth and early eighteenth centuries, tobacco was the principal crop. By the time the plantations of the Journey landscape were settled in the late eighteenth century, however, wheat had become the foundation of the agricultural economy. Wheat was produced in large quantities, and what was not used on the plantation was shipped to Alexandria, Fredericksburg, or Richmond by wagon or barge for export.

The Journey's plantation landscape in the eighteenth and early nineteenth century was neither highly developed nor extensively maintained. Plantation centers were located at a distance from one another, and roads were poor. Numerous small farms existed among the larger plantation holdings, but the less affluent farmers who owned them were less dominant in public affairs than their northern counterparts. Only a portion of each plantation was under cultivation, and fields were often widely separated from each other. Most building was rough and temporary in nature. The abandonment of cultivated fields that had declined in productivity resulted in many areas of old-field and young woodland vegetation. The result was a landscape of widely dispersed settlement and use, with large areas of used, untended, and visually unkempt vegetation.

The plantation was a largely self-sufficient economic unit. It produced much of its own food, ran its own mills, had its own craftsmen, produced its own clothing, and worked like a complete community. In this way, it was a descendent of the feudal manors of England. Because of this self-sufficiency, agricultural market towns did not develop in the region. Wealth was measured in terms of land ownership. The male head of the plantation family dominated this small community and had broad powers over its inhabitants. It was a patriarchal system. Prominent families ran Virginia and dominated every aspect of its life. Freed from the toils of everyday labor, which was left to slaves, overseers, and hired white craftsmen, the planters were able to focus upon larger leadership roles.

The county was the primary political unit, and the county seat became an important place. The county seat of



Fig. 2-14: Barboursville Ruins, Orange County, Virginia, designed by Thomas Jefferson for his friend James Barbours (Photo by Kenneth L. Garrett, courtesy of the JTHG Partnership)

Orange was founded in 1749; Culpeper was founded in 1759; Charlottesville in 1762; and Warrenton, which had a courthouse in 1790, was incorporated in 1810. Leading planters served as the justices that ran every aspect of the county government. They also led the militia and served on the vestry of the Anglican parish, which was the state-sponsored church and collected its own taxes. Politically and socially, this system was hierarchal and perceived to be the right and natural way of things. Dominated by the paternalism of the gentry, wealth and power belonged to the planters, and they recognized their responsibility to protect the rights, position, and property of those beneath them. Those beneath deferred to their betters; each individual had his or her role in this well-defined and stable society. The gentry leadership developed a strong sense of virtue, justice, fairness, responsibility for the community, and respect for individual rights that had important national implications in the Revolutionary years.

Landscapes: The Journey landscape south of Leesburg is significant to the plantation story of the Piedmont. As defined in the corridor management plan, this includes the Southern Piedmont, Central Piedmont, and portions of the Northern Piedmont landscape character areas. The landscape is relatively undeveloped and retains much of its rural and scenic quality.

Resources: Landscape resources characteristic of historic plantation settlement patterns are visible throughout the region. This landscape is characterized by broad open landscape areas, dispersed historic plantation homes, tenant farms, Virginia style barns, strong county seats, and few towns or villages.

Leaders: The plantation gentry, descendants of the Tidewater plantation families, established, developed, and led this strongly hierarchical economic, political, and social system. A sampling of well-known leaders significant to the region and the nation and important to interpretation of the Journey landscape includes

- Lord Fairfax
- Peter Jefferson
- Thomas Jefferson
- George Carter
- James Monroe
- James Madison
- James Barbour

Interpretive Attractions: The interpretive sites and attractions in the southern portion of the JTHG are among



Fig. 2-15: Scenic views in Cumberland Township, Pennsylvania, near Gettysburg

the most prominent and highest quality attractions in the nation. They tell stories related to the plantations of the Piedmont and their significance to the nation. They include

- Monticello (Jefferson)
- Oatlands Plantation (Carter)
- Montpelier (Madison)
- Ash Lawn-Higland (Munroe)
- Barboursville (Barbour, house designed by Jefferson)

Early Settlement: The Independent Farm Tradition

In the early eighteenth century, Philadelphia became a primary gateway for European immigrants into North America. William Penn's liberal and inclusive settlement policies invited immigrants of modest means who could obtain land in small quantities. The good, limestone-rich lands of southeastern Pennsylvania were occupied quickly, and settlers spread west across the southern half of the colony in search of available land. Adams County became settled by these peoples, and settlement spread south into adjacent Maryland.

The opening of the Shenandoah Valley to these immigrants in the mid-1730s, discussed above, created new opportunities. The geology of the Shenandoah Valley extends northeast into Pennsylvania and is known there as the Great Valley. Bordered on the west by the Allegheny Mountains, the valley became a natural and easy path of migration for the influx of new settlers. From southeastern Pennsylvania, settlers migrated south down the Shenandoah Valley into North Carolina and, later, west into Kentucky and Tennessee. It was a major migratory route in the settlement of English North America.



Fig. 2-16: Experiencing history at Schifferstadt, Frederick County, Maryland

This migration had a significant impact upon the history and landscape of the JTHG. Adams County, Frederick County, and northern Loudoun County – the entire northern Journey region – was settled by these peoples. They were a culturally diverse lot, and many of the immigrants were not of English heritage. They were English, German, Scotch-Irish, Dutch, and Swedish. Closely affiliated with their religious groups, they established close-knit communities of Quakers, Lutherans, Baptists, Moravians, Mennonites, and Dunkers.

In marked contrast to the plantations of Virginia, these diverse peoples established themselves on small, independent farms averaging about 125 acres in size. They worked the land themselves with their families; few had hired help or slaves. While wheat was the major crop, the farms were diverse in their production, with other grains and livestock. Though they produced some of their own food, they were dependent upon the trade of goods and services with their neighbors.

An intricate and complex market economy developed with recorded debts as the means of exchange. The community, not the farms, was self-sufficient. Towns developed where farmers could obtain the services of craftsmen, artisans, and merchants. They depended upon local trade. Wagons were the means of transport, and wagon makers, wheelwrights, blacksmiths, harness makers, tanners, and farriers provided needed services in the towns. Mills, such as Chapman's/ Beverley Mill, were independently owned and served farmers throughout the community. Local and regional merchants marketed excess grain and flour for export.

These people led a hard-working, prosperous, and comfortable way of life. They lived well, but there was

little ease or luxury. Unlike the plantation society, all men were more or less of equal status. Self-interest was the motivating force, and people were closely tied to their communities through family, religion, and economic relationships. Politically, individuals competed freely for office and formed competing political parties and alliances in accordance with their interests, in contrast to the more hierarchical and less fluid political system of the plantation region. In the egalitarian society of the northern Journey landscape, any man could determine his own future.

Landscape: The northern portion of the Journey landscape was home to the independent farm tradition. It can be seen in the countryside of Adams, Frederick, and northern Loudoun Counties. It includes the South Mountain, Catocin, and northern portion of the Northern Piedmont character areas.

Resources: Many historic resources remain in the rural landscape of the farm tradition, largely because agriculture and the region's farms have continued to be prosperous and the landscape has been largely preserved. The landscape is characterized by numerous independent farmsteads, many small farm fields, and networks of back country roads. Pennsylvania bank barns and Pennsylvania style brick and stone farmhouses are the most characteristic building resources of the region. Market towns, crossroad villages, and mill sites dot the region.

Leaders: Representative leaders of the settlement period in the northern portion of the JTHG include

- John Hanson
- Amos Janney
- Nathaniel Chapman
- John Love



Fig. 2-17: Catocin Furnace, Frederick County, Maryland founded by the first governor of Maryland (Photo by Kenneth L. Garrett, courtesy of the JTHG Partnership)

Interpretive Attractions: The region's way of life is interpreted in its small towns, and a number of historic sites. Examples include

- Waterford
- Chapman's/Beverley Mill
- Buckland
- Middleburg
- Aldie Mill
- Mt. Zion Church
- Schifferstadt
- Hessian Barracks
- Frederick
- Thurmont
- Catoctin Furnace
- Emmitsburg
- The farms of Gettysburg National Military Park
- Gettysburg

Life, Liberty, and the Pursuit of Happiness

The philosophical and social framework of the plantation gentry of the southern portion of the JTHG had a significant impact upon the founding and early development of our nation. As discussed above, the plantation gentry developed a strong sense of virtue, justice, fairness, responsibility for the community, and respect for individual rights. It was in the natural order of things that they should lead, and they had a responsibility to protect the rights, position, and property of those "beneath" them. The Virginia planters were prominent leaders of the Revolution and served as four of the nation's first five presidents, Washington, Jefferson, Madison, and Monroe. Three of these leaders lived in the JTHG, and Washington surveyed many of the communities within it.

Thomas Jefferson – first Secretary of State, second Vice President and the third President – authored the Declaration of Independence, which is the touchstone of our nation's philosophy. His personal sense of virtue, responsibility, and individual liberty were not only products of the Enlightenment, but were inherent in the idealized philosophy and self-perceived role of the Virginia gentry. Jefferson was instrumental in translating this into a new philosophy of government, writing

We hold these truths to be self-evident, that all Men are created equal, that they are endowed by their Creator with certain unalienable Rights, that among these are Life, Liberty, and the Pursuit of Happiness.



Fig. 2-18: Monticello, home of Thomas Jefferson

As a presidential candidate, Jefferson founded the first Republican party, envisioning a decentralized nation of independent farmers to embody and continue the ideals of the Revolution, in opposition to the centralized authority and corrupting influences of the Federalist's commercial and industrial interests.

James Madison, considered the "Father" of the Constitution, was co-author of The Federalist, which provided a detailed commentary on the Constitution and argued for its adoption. Finally, James Monroe served in numerous positions of importance as the new nation was developing, including the fifth President, author of the Monroe Doctrine, and Ambassador to France and England. All three men were close and shared a common philosophy.

Leaders: Three of the nation's most important and influential early leaders were residents of the JTHG. Their philosophy, derived from the role of the Virginia gentry, was translated into the philosophy of the new nation.

- Thomas Jefferson
- James Madison
- James Monroe

Resources and Interpretive Attractions: The homes of these leaders have been preserved and restored and are among the best known interpretive sites in the country, respectively.

- Jefferson's Monticello
- Madison's Montpelier
- Monroe's Ash Lawn-Highland



Fig. 2-19: Old Fauquier County Jail circa 1808, Warrenton, Virginia, and Fauquier County Historical Society museum

Wheat, Prosperity, and Conflict

In the early nineteenth century, up until the Civil War, the independent farm and plantation traditions of the JTHG coexisted, one concentrated in the north and the other concentrated in the south. In Loudoun County, and to a lesser extent in Maryland, the two traditions were in contact and intertwined.

The economic, social, religious, and political traditions of the two systems were markedly different and they were in conflict. In the agricultural wheat economy of the era, both systems prospered. But they were distinct and separate. The small farms of the northern portion of the region were comfortable, but their owners did not live in luxury. The interdependent market economy of the northern region was complex, well-developed, and prosperous. Numerous independent mills were located along the stream corridors. Among these was Chapman's Mill, which experienced increased prosperity when the Manassas Railroad, passing right by the mill on its way to Alexandria, was completed in 1858.

In the south, the plantations, with their larger size, slave labor, self-contained industries, and economies of scale, were able to produce more wheat than they could consume locally, and they were responsible for substantial exports abroad. The planters were the wealthiest and most powerful men in the region, far wealthier than the farmers of the north. The economy of the south was dependent upon the slave labor and the inner workings of the plantation system, rather than a regional marketing network.

After the War of 1812, the frontier was moving west, and the migration of peoples and goods and services was bypassing Virginia. The center of Jefferson's Republican party also began to shift west, beyond the Appalachian Mountains, to Kentucky and Tennessee. Leaders like Henry Clay and, later, Andrew Jackson promoted a political philosophy more independent and with different interests than those of the plantation gentry. Two issues came to the fore: internal improvements and state's rights.

In the JTHG, wagon transportation was critical to the economy. Turnpikes and canals were the two means of providing efficient transportation routes in the early nineteenth century. In the plantation region, wealthy planters like George Carter of Oatlands collaborated with their peers to invest in the construction of turnpikes to connect the plantations to the eastern port of Alexandria. A network of turnpikes connected Leesburg to Alexandria. In the north, entrepreneurs likewise invested in transportation improvements.

At issue was the extent of these improvements. Westerners were advocating a system of national improvements that would connect the region beyond the mountains to the east and support growth of its economy. Unfortunately for Virginia, the proposed routes for these transportation improvements would largely bypass the state. The Erie Canal, opened in the late 1820s, became the new gateway to the west and established New York as the economic powerhouse of the nation. To compete, construction of the National Road, Chesapeake and Ohio Canal, and, somewhat later, the Baltimore and Ohio Railroad were proposed and initiated. These routes passed through, served, and promoted the economic development of the central and northern portions of the JTHG, but they bypassed Virginia.

Virginia would not participate in these national systems of improvement. In opposition, the state retreated to a strict interpretation of state's rights and refused to invest in any system of improvements outside of the state. Instead, a canal up the James River was proposed, but squabbling and narrow self-interests within the state prevented substantial progress in that project or other competing regional proposals. Virginia was in decline. Baltimore was becoming the shipping center for the lands west of the Alleghenies. Virginia was falling behind the fast growing states of Maryland, Pennsylvania, and New York, as well as the emerging agricultural centers of the west. Within a generation, the philosophy that had led the nation in its

early years was becoming reactionary and stagnant in its effort to survive.

Slavery, of course, was also at the heart of the issue. The national debate and confrontation over the issue of slavery was played out over the first half of the nineteenth century, leading to the Civil War. The plantation system of the southern Journey landscape could not exist without slavery. In the northern portion of the JTHG, the well-developed, interdependent market economy did not require slavery. Additionally, several religious traditions prominent in the north, particularly the Quakers and Brethren, were in deep opposition to slavery. The egalitarian nature of the social and economic system in the northern Virginia Journey landscape was antithetical to the institution of slavery, despite what people may have thought about African blacks. This conflict played out most acutely in Loudoun County, where a strong Quaker community was in direct contact with the plantation system.

In contrast to the difficulty that Virginia experienced in the investment in national and regional infrastructure, in the early 1820s, Thomas Jefferson was able to persuade the Virginia legislature to invest in the creation of a new university intended to reinforce Virginia's leadership in national affairs by training the state's young leaders at home rather than sending them to northern colleges. The University of Virginia opened in 1825 with a campus design by Jefferson that is still seen as a model today. Jefferson's 'academical village' was to be a place where shared learning infused daily life, with faculty members living in Pavilions among the student rooms, with the dramatic library in the classical Rotunda at the head of the rectangular Lawn. The site (with Monticello) is listed as one of 878 World Heritage sites (one of twenty in the United States) by the United Nations Educational, Scientific and Cultural Organization (UNESCO).

Landscape: The northern and southern landscapes of the Journey are examples of different and competing economic, social, and political systems. Conflict was most acute where the landscapes intertwined in Loudoun County.

Resources: In addition to the farms and plantations noted in previous parts of this discussion, turnpikes, canals, railroads, and towns played an important role in the development of the region and are resources that can be seen and interpreted today.

Leaders: Leaders of the era, north and south, include

- George Carter
- Mother Seton
- John Marshall
- John Brown
- Nathaniel Chapman

Interpretive Attractions: Existing attractions interpreting the pre-Civil War period include

- Gettysburg
- Emmitsburg
- Mother Seton Shrine
- Catocin Furnace
- Frederick
- Maryland's Historic National Road
- Harpers Ferry National Historical Park
- C & O Canal National Historical Park
- Point of Rocks
- Waterford
- Leesburg
- Oatlands Plantation
- Chapman's/Beverley Mill
- Buckland
- Aldie Mill
- Warrenton
- Culpeper

Civil War

The themes of national conflict played out across the landscape of the JTHG during the Civil War. Physically and culturally, the Journey landscape was divided by the war, with Union Maryland and Pennsylvania north of the Potomac River and Confederate Virginia south of the Potomac River. To a large degree, this conflict can be viewed as a clash of cultures, with the Independent Farm



Fig. 2-20: Cedar Mountain Battlefield, Culpeper County, Virginia, – a dramatic come from behind win for the confederates led by Stonewall Jackson and A. P. Hill



Fig. 2-21: "Buckland from Mr. Hunton's House, scene of cavalry engagement with Stuart," sketch by Alfred Waud (19 October 1863), Library of Congress Prints and Photographs Division (top)
Fig. 2-22: Buckland Mills, Virginia, today (bottom)

Tradition in the north and the Plantation Tradition in the south. The institution of slavery was a defining issue.

Though clearly divided north and south, the Journey landscape was a no-man's-land during the Civil War. Armies and patrols moved freely through the entire region and frequently clashed in skirmishes, engagements, and battles. At several points during the war, major battles were fought that were instrumental in deciding the course of events at the national level. Throughout the entire war, small-scale conflicts within the region shaped the daily lives of the landscape's inhabitants.

Strategically, the Journey landscape was of little inherent value in-and-of itself. Transportation, access, and movement drew conflict to the region. In the north, the Baltimore and Ohio Railroad was a major strategic railroad linking the Mid-Atlantic states with the states west of the Allegheny Mountains. The B&O Railroad crossed Maryland from Baltimore and intersected the Potomac River at Point of Rocks. It then followed the Potomac River through the river's gap in the Blue Ridge Mountains to the major railroad junction of Harper's Ferry before heading west across newly created West Virginia. Defense of the B&O Railroad from Confederate raids was a major strategic goal of the Union Army within the region throughout the war.

In the south, Charlottesville, Gordonsville, and Lynchburg were of similar strategic significance to the Confederate's railroad network, linking Richmond to points west. Regionally, Manassas Junction and its railroad lines connecting Alexandria, the Shenandoah Valley, and Gordonsville played a key strategic role in the early phases of the war.

The gaps in the Blue Ridge Mountains also played an important strategic role during the war. The Shenandoah Valley was known as the Breadbasket of the Confederacy because of its abundant agricultural production. The Valley was also a natural route for Confederate invasion of the north. By controlling the gaps in the Blue Ridge, Confederate armies could have free movement north into Maryland and Pennsylvania. The numerous east-west turnpikes crossing the Journey landscape and passing through the gaps were important for the rapid movement of troops and supplies.

More battles were fought within the JTHG than any other swath of land in the country. Gettysburg, Harper's Ferry, South Mountain, Antietam, and Monocacy were major battles fought in Maryland and Pennsylvania related to three separate Confederate invasions of the north. The two battles at Manassas, as well as Chancellorsville and the Wilderness, further east, were related to the Union invasion of the south. Significant battles fought in the heart of the Journey landscape included Brandy Station, Cedar Mountain, and Balls' Bluff.

Numerous other battles, engagements, and skirmishes were fought here as well. As a no-man's-land, there were frequent planned and unplanned confrontations between troops moving through the region. Also roaming the Journey during the War were Mosby's Rangers who lived off the land among friends and neighbors and became renowned for their daring creativity in raiding and disrupting Union activities in Loudoun, Fauquier, and Rappahannock Counties. These activities are memorialized today in the region's Mosby Heritage Area.

The lives of civilians were severely disrupted during the war. The frequent and unexpected movement of troops within the no-man's-land created unsafe conditions. Crops, livestock, wagons, and material were confiscated. Fields were trampled and laid to waste by the numerous encampments created throughout the region. Fathers and sons fought in the armies of both sides. In northern Virginia, Quakers were suspect by their neighbors for their

pacifist convictions. Plantations in the southern portion of the Journey were left without a labor force as slaves fled and were eventually emancipated. The story of national conflict in both its civilian and military dimensions is a significant story of the JTHG. The plight of slaves and their attempts to find freedom reveal another chapter of our American heritage within this corridor. While still difficult to document, ample evidence exists through the Journey of an active Underground Railroad.

Landscapes: The entire landscape of the JTHG is significant in telling the story of the Civil War. The landscape itself should be used to tell the story, with its many Civil War roads, campsites, and locations of skirmishes, engagements, and battlefields. Topography is a key component in telling the story of battles and battlefields. The civilian experience of the war can be told through the landscape and in towns and villages.

Resources: Both military and civilian resources are significant to the story of the Civil War in the JTHG. Civilian resources are similar to those listed in previous discussions in the section above. Battlefield attractions with full visitor programs and services are listed in Chapter 3 and their interpretation are discussed in Chapter 5. The sites of many skirmishes, small engagements, and other related sites are also of great significance and interest. Many of these sites, both large and small, can be found along the Civil War Trails. The battlefields listed below are military landscape resources, some of which have only limited interpretation.

- Hunterstown Battlefield
- South Mountain Battlefield
- Ball's Bluff Battlefield and National Cemetery
- Buckland Battlefield
- Bristoe Station Battlefield
- Thoroughfare Gap Battlefield
- 1863 Battles of Upperville, Middleburg and Aldie
- Auburn Battlefield
- Rappahannock Station and Bridge Battlefields
- Kelly's Ford Battlefield
- Culpeper National Cemetery
- Mt. Pony Battlefield
- Morton's Ford Battlefield
- Cedar Mountain Battlefield
- Salem Church Battlefield
- Trevilian Station Battlefield

Leaders: The list of leaders associated with the armies of both sides is too long to list here. Numerous civilian



Fig. 2-23: Culpeper National Cemetery, Culpeper, Virginia

leaders during the war can also be interpreted. Individuals active in the abolition of slavery and the contributions of the slaves themselves reveal significant stories of leadership.

Interpretive Attractions: The battlefield parks listed below are key interpretive attractions associated with the Civil War. These park facilities already have interpretive programs in place. Civilian experience can be interpreted at many of the attractions discussed earlier in this section. The Civil War Trails program in Virginia, Maryland, and Pennsylvania provides a format and network for self-guided interpretation of Civil War related sites along driving routes. The Mosby Heritage Area provides an opportunity for similar interpretation of both civilian and military sites within the heart of the JTHG.

- Gettysburg National Military Park
- Antietam National Battlefield
- Monocacy National Battlefield
- Harper's Ferry National Historic Park
- Balls Bluff National Cemetery
- Manassas National Battlefield Park
- Brandy Station Battlefield
- Wilderness Battlefield

Reunification, Rebuilding, and Change

The Civil War disrupted civilian life in the region encompassed by the Journey landscape with the loss of so many lives and the confiscation and destruction of agricultural produce, livestock, wagons, fences, and infrastructure. While the entire landscape of the JTHG was affected, the impact on civilians in northern Virginia was most severe. Following the war, the small, independent



Fig. 2-24: Pastoral character is retained throughout much of the Piedmont (Photo by Kenneth L. Garrett, courtesy of the JTHG Partnership)

farmers in northern Virginia, Maryland, and Pennsylvania were able to rebuild and slowly recover. While they had lost material goods, their interdependent market system remained intact. Fences were rebuilt, mills and other buildings were reconstructed, wagons were obtained, and fields were replanted.

In the south, however, the destruction was more fundamental. With the emancipation of the slaves, the plantations of the south lost their labor force, as well as a large part of their property wealth. Without a slave labor force, the large plantations could not function. In addition, many wealthy southern families had invested heavily in Confederate bonds. With the end of the war, these investments were worthless. The war effectively destroyed not only the material goods on the plantations but also the very economic system upon which they were based.

The African American population was likewise disrupted as emancipation was made law, but in practice civil rights were not enforced. Families throughout the region tried to adjust, but it was difficult. The region's small, white-run farms that were not dependent upon slave labor were often able to recover. Many large landholdings were divided into numerous independently managed farms with white and black tenants. The system of tenant farming increased, but could not replace the productivity of the slave-run plantations. Many families went into debt and began selling their only remaining asset, their land. Over the course of the late nineteenth century, a great deal of former plantation land changed hands. Many buyers were wealthy entrepreneurs from the north. African Americans moved off of the plantations and created their own new communities and economic and social networks, including the establishment of many new African American churches and schools.

Another factor that changed conditions after the war was competition in agricultural production. The Civil War helped open the mid-western prairies to settlement and agricultural use. Along with the Erie Canal, the greatly improved railroad system in the north provided an inexpensive means for the transportation of Midwestern agricultural produce east. New agricultural machinery well-suited to the flat prairies increased productivity.

The small farms of the Inner Piedmont could not compete. Gradually, they moved away from the production of wheat and other grains and experimented with new types of agriculture. In Adams County and other appropriate locations, apples became the new crop. Railroads and refrigeration enabled many small farmers to convert to dairy production, with the ability to transport milk and other dairy products quickly to urban areas. Other farmers turned to livestock, including beef and horses. Grape cultivation was established as an industry in Virginia after 1830, and in the late nineteenth century, the region became known for its wine. In the mid and late twentieth century, grape cultivation and wine production increased.

In the late nineteenth and early twentieth centuries, the economy of the Journey landscape was transformed. The small farms survived and were able to adapt, but the former plantations disappeared. The overall appearance of the rural landscape did not change dramatically, but the southern way-of-life was unalterably changed.

Landscape: The entire landscape of the JTHG remains from the period of reunification, rebuilding, and change. Farms, towns, churches, improved roads, roadside shops, new homes, and other resources contribute to the character of the late nineteenth and twentieth century rural landscape of the region.

Horse Country, Conservation, and the Emerging Suburb

As the landscape changed, new owners purchased land throughout the region. The disintegration of the plantation system and the changes in agriculture that required even small farms to struggle and adapt helped cause turnovers in ownership, especially in the early twentieth century. A number of the new landowners were from outside the area, wealthy individuals and families from Washington as well as other northeastern cities. New owners purchased large areas of land as second homes and country estates. Their

wealth meant that they were not required to turn a profit through their property's agricultural activities.

Virginia especially experienced this change. Much of the Inner Piedmont became known as the Virginia horse country, home to some of the nation's social and power elite. Prominent Washington figures, including Presidents and past Presidents such as Theodore Roosevelt, Franklin Roosevelt, Hoover, Eisenhower and Kennedy, used the Journey landscape to get away. A significant result of this change was the preservation of the rural landscape we see today. The wealth and interest in the Journey's rural landscape helped spur a conservation ethic in the area, as well as the creation of national, state, and regional parks; designation of National Register historic districts; and the preservation of land through conservation easements. With the growth of metropolitan Washington and Baltimore and the construction of new interstate highways, substantial suburban growth has spread west and north into the Journey landscape over the past thirty years.

Landscape: The entire landscape of the JTHG is significant for changes in the late twentieth century, including the region's leadership in conservation. The Journey is itself an ongoing step in this tradition. The Journey's many parks and preserved landscape areas, discussed elsewhere in this plan, are places where the conservation tradition can best be represented.

Resources: Aside from the region's many parks, the following historic districts are some of the finest examples of twentieth century rural landscape preservation in the country:

- Waterford National Historic Landmark
- Southwest Mountain Rural Historic District



Fig. 2-25: Virginia's horse country now dominates the rural Piedmont landscape such as Leesburg's Morven Park (Photo courtesy of Historic Morven Park and International Equestrian Center)



Fig. 2-26: The foothills of the Blue Ridge frame the Byway just south of Goose Creek, Loudoun County, Virginia

- Goose Creek Rural Historic District
- Madison-Barbour Rural Historic District
- Buckland Historic District

Leaders: Leaders related to the Journey's twentieth century rural landscape include

- General George C. Marshall
- President Dwight D. Eisenhower
- President Theodore Roosevelt
- William Corcoran Eustis
- Governor Westmoreland Davis
- Marion DuPont Scott

Interpretive Attractions: The following interpretive attractions are associated with the twentieth century history of the JTHG:

- Oatlands Plantation
- Montpelier
- Morven Park
- Dodona Manor
- Camp David
- Pine Knot Cabin
- Eisenhower National Historic Site



Fig. 2-27: Scenic view of Payne's Hill in northern Frederick County, Maryland, part of the Catoctin Mountain range

2.2.2 SCENIC QUALITIES (VA AND PA)

The Journey leads visitors through some of Pennsylvania, Maryland and Virginia's most scenic landscapes. These landscapes are diverse, including rolling pastures, rugged mountains, mature forests, and 18 bustling historic Main Streets. Together these scenic landscapes serve as the fabric through which the stories of the Journey are woven. This section describes the scenic qualities of the Byway landscapes as reflected in the overall setting of the Byway, recognized views, visually prominent landforms, and other important views.

Setting

Following US 15, VA 20, VA 231 and VA 22, the Byway lies between two different physiographic regions. To the west is "the Blue Ridge province, composed of mountains, heavily rolling terrain, and deep restricted streams."⁴ In northern Virginia, Bull Run Mountain acts as a distant backdrop to the Byway, before extending into Catoctin Mountain in Frederick County, Maryland. Approaching Gettysburg, Pennsylvania, South Mountain rises behind the fields and pastures that front the Byway. In contrast to the mountains to the west, to the east lies the Piedmont province, characterized by the gently undulating terrain of the Monocacy and Potomac River valleys. Today these foothills are largely a region of farm fields, woodlands and rolling pastures.

Traveling on US 15, visitors are exposed to the contrast between the two regions and experience numerous scenic vistas. "This setting is integral to the experience of traveling along the Byway and plays an important role in defining the Byway's significant scenic, natural and historical qualities.

These scenic qualities are especially important due to the proximity of the Washington/Baltimore metropolitan area. Just a short drive away, many residents of the metropolitan area drive to the JTHG Byway to experience scenic qualities that are absent in the more urban areas."⁵

Visually Prominent Landforms

Views of the Inner Piedmont mountain ranges and the Blue Ridge are widely recognized and often photographed.

In Pennsylvania, the view west towards South Mountain is best seen from several sites along the Byway, including at and adjacent to the retail outlet, Boyd's Bears. In fact, this view is so valued that the retail outlet has an entire window wall facing the view as the main focus of its store. The entire setting of the Gettysburg National Military Park is particularly striking as it provides the context within which millions of visitors experience the battlefield areas.

In Maryland, there are views towards Sugarloaf Mountain to the East, and Catoctin Mountain to the West. Sugarloaf Mountain is a highlight in the Journey's scenic landscape. Standing 1,282 feet above sea level, the lone mountain rises up from the gently rolling farmland of Frederick County, Maryland, creating a unique landform. "This monadnock is either an outlier to the Catoctin Mountains directly west or a remnant of the ancient Appalachian chain."⁶ A natural rarity, Sugar Loaf Mountain received designation as a National Natural Landmark in 1969 and continues to be "one of the most frequently photographed features along the Maryland portion of US 15."⁷

Throughout the Journey, the mountains to the west play an integral part in the traveler's visual experience. In addition to Sugar Loaf Mountain, the scenic beauty of Frederick County is evident at a scenic pull-off north of Thurmont. Here visitors can appreciate a panoramic view of Payne's Hill, a view of the Catoctin Mountains that is "particularly majestic due to the rolling agricultural land in the foreground."⁸

Similarly, in Virginia, the views toward the Bull Run Mountains, Hogback Mountain, and the southern range of the Catoctin Mountains where they are split by the Potomac River offer striking and visually unique qualities that cannot be found anywhere else in the entire Appalachian Range. Longer distant views to the Blue Ridge Mountains between Warrenton and Culpeper, with the foreground of

pasture and farm land has long been a treasured landscape of the Piedmont.

In contrast to the distant mountains, the gently undulating terrain immediately adjacent to the Byway offers a different, but equally beautiful, scenic quality. In Culpeper County, Virginia, Cedar Mountain Battlefield and Brandy Station Battlefield stretch outward from the Byway across gently rolling hills, creating expansive vistas. In Orange County, barns and silos serve as focal points in the picturesque views of open farmland. Along with the scenic mountainsides and ridgelines, these pastoral views are identified as high quality views on Map 1. Given their importance to the scenic quality of the Byway, both mountain and pastoral views “will be prioritized for conservation.”⁹

Recognized Features and Views

Along the Journey, many built and natural features already have received special designation for their scenic qualities. Several roads have been designated byways at the State and Federal levels in response to their scenic beauty. In addition, the Journey crosses over several waterways that have been named State Scenic Rivers, and one prominent landform along the Journey is a National Natural Landmark. Each of these features contributes to a beautiful and unique visual experience as one takes the Journey.

Scenic Byways

Between Gettysburg and Charlottesville, the Journey intersects several designated scenic byways. Through the work of the JTHG Partnership, each jurisdiction in Adams County, the Pennsylvania portion of the Byway, has requested state byway designation, including Freedom Township, Cumberland Township, Straban Township, and the Borough of Gettysburg. Through Maryland, the Journey itself follows a National Scenic Byway, the Catoctin Mountain National Scenic Byway. In addition, the route intersects several Byways, including the Catoctin Mountain Loop; Old Main Streets; the Gettysburg Campaign Trail; the Antietam Campaign Trail, a Maryland Scenic Byway; the National Road, a federally designated All-American Road; and the C&O Canal Scenic Byway, a Maryland scenic Byway running along the Maryland-Virginia border. These Byways are described in the Corridor Management Plan for the US 15 Catoctin Mountain Scenic Byway.



Fig. 2-28: View along Virginia Route 231 in Albemarle County, listed by Scenic America as one of the ten most scenic landscapes in America

In Virginia dozens of state scenic byways form a regional network, most of them two-lane country roads offering views of forested and farmed hills with mountains in the distance. The northern portion of Route 15 in Loudoun County was designated a Virginia Byway in 1988. Through the work of The JTHG Partnership, each county within the Virginia portion of the JTHG requested that the state designate its portion of the Route 15 Corridor as a Virginia Scenic Byway, and these portions have been so designated. These include the counties of Loudoun, Fauquier, Prince William, Culpeper, Madison and Orange, and the Towns of Leesburg, Warrenton, Culpeper and Orange. In addition, the following routes, which help form the spine of the corridor, are designated Virginia Byways: Routes 20, 53 and 231.¹⁰ Finally, the Civil War Trails and the Virginia Birding and Wildlife Trails intersect the Byway at multiple junctions, connecting The Journey to another network of scenic routes.

Scenic Rivers

In addition to the numerous scenic byways intersecting the Journey, several scenic rivers flow under the Byway. “The Monocacy is a Maryland Scenic River and in 1982, was listed eligible for National Scenic River designation by the National Park Service. In Virginia, the JTHG [crosses four] State Scenic Rivers: Catoctin Creek, Goose Creek, the Rappahannock River, and the Rivanna River. The watersheds of these rivers encompass numerous rills and streams, some cascading out of the mountains to the west. Cunningham Falls in Frederick County, Md., is perhaps the most notable waterfall of the JTHG region.”¹¹ Cascading 78 feet, the fall “is ubiquitous for being included in tourist guides as one of the scenic qualities of the area [and] draws



Fig. 2-29: Scenic views of the Blue Ridge Mountains from Woodberry Forest School near Orange, Virginia

visitors from around the region into [Cunningham Falls] State Park.”¹²

High Quality Scenic Views

The following views have been identified through professional visual quality evaluation and from recommendations at public and Advisory Council meetings. (Note: Views of and from independent towns and cities have been listed under the county in which these jurisdictions are geographically located.) A map showing the lands that can be seen from the viewpoint location are shown on Map 1 in Appendix 1.

Adams County

- Within Gettysburg National Military Park
- South of Gettysburg National Military Park, looking westward from Emmitsburg Road, near Boyd’s Bear Country
- Baltimore Street, Lincoln Square and side streets of historic district in Gettysburg

Frederick County

- Looking westward from US 15 between Emmitsburg and Thurmont – views of the Catoctin Mountains
- Looking eastward from US 15 between the intersection of US 15 and Jefferson National Pike and Point of Rocks – views of Sugarloaf Mountain
- Main Street and side streets in historic district of Frederick
- View from Saint Paul’s Episcopal Church
- View from Grotto of Lourdes National Shrine
- View from Mount Saint Mary’s College

Loudoun County

- Pastoral views on either side of US 15 between Saint Clair and Stumptown Roads (just south of Point of Rocks)
- Pastoral views on either side of US 15 south of Hamilton Station Road (VA 704) and in the vicinity of Goose Creek, Oatlands, Oak Hill and Gilbert’s Corner
- Pastoral views on either side of US 15 between New Lenah (Route 600) and Braddock (Route 705) Roads
- Main Street and side streets in historic district of Leesburg

Prince William County

- View of Bull Run Mountain west of US 15

Fauquier County

- East of Route 676 (not too far east of the Fauquier/Prince William County line) looking northwest – open, rural views
- Just south of Warrenton, past the intersection of US 15 and Route 616, looking west – views of the Blue Ridge Mountains
- Just south of Warrenton, past the intersection of US 15 and Route 800, looking east – open, rural views
- Main Street and side streets in historic district of Warrenton

Culpeper County

- Pastoral/battlefield views approaching Brandy Station to the west of US 15
- Pastoral views south of Culpeper, looking southeast from US 15 near the intersections of US 15 and Routes 649, 642 and 657
- Pastoral views along either side of US 15 between Routes 691 and 648
- Westerly views from the Byway in Culpeper County looking into Madison County
- Main Street and side streets in historic district of the Town of Culpeper



Fig. 2-30: Historic Lincoln Square, Gettysburg, Pennsylvania

Orange County

- Wooded, enclosed stretch just south of Montpelier Post Office on Route 20 opens up into pastoral farm views
- Views of rolling hills and farms interspersed with a few more enclosed, wooded stretches along Route 231 between Route 20 and Gordonsville
- Westerly views from the Byway in Orange County looking into Madison County
- Main Street in Orange

Madison County

- Alternating wooded and pastoral views along both sides of US 15 through Madison County
- Pastoral views along either side of US 15 between Routes 634 and 622
- Madison-Barbour Historic District

Albemarle County

- South of Gordonsville along Route 231 and then Route 22, between Routes 675 and Route 616, views of rolling farm land alternate with short stretches of woodland (recognized by Scenic America as one of the ten most scenic drives in America)
- Historic streets in downtown Charlottesville
- View from Monticello
- Southwest Mountains Historic District

Other Important Views

In addition to the expansive vistas, smaller-scale, more intimate settings contribute to the scenic quality along The Journey. From the Town of Orange to Charlottesville, open vistas are interrupted by short woodland stretches. As the trees hug the road's edge and their branches extend over Byway, sunlight streams through the canopy, creating a narrower visual experience that contrasts with the openness of the countryside.

Similarly, the small towns and villages along the Byway offer a scenic quality that contrasts with the mountain and pastoral views. Eighteen Main Streets and historic communities dot the Byway, expressing their rural character in the built environment. The historical architecture and local character visible in these communities creates a varied visual experience and enhances the natural scenic qualities along the Journey. A list of these communities with a map showing their locations is located on page 99 in Chapter 5.

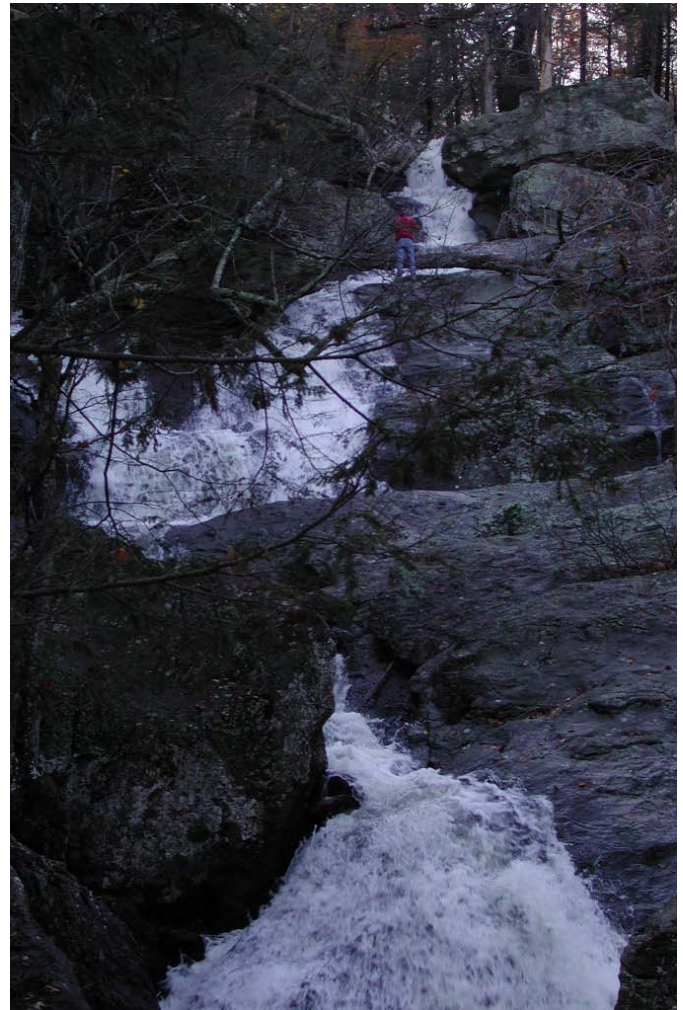


Fig. 2-31: At 78' tall, Cunningham Falls in Frederick County, is the largest cascading waterfalls in the State of Maryland

2.2.3 RECREATIONAL QUALITIES (MD)

The Journey provides access to a wealth of recreational opportunities as shown on Map 5 in Appendix 1 and described in more detail below. For many east coast residents, the Blue Ridge, the Catoctin Mountains and South Mountain provide the first nature-based recreational opportunity heading westward from the greater Washington and Baltimore urban areas.

The significance of the recreational qualities can be described both in terms of the nature of the recreational destinations that are an integral part of the Byway experience and the visible relationships of those destinations to the Byway.

In Maryland, the national significance of its recreational qualities is based on its relationship to Catoctin Mountain Park, a national park offering recreation fit for the president



Fig. 2-32: Learn about the history of the Catoclin Mountain Park at the Visitor Center

of the United States. Camp David, the presidential retreat, is an integral part of the leadership theme for the Byway. The park contains two National Register historic districts associated with its CCC-era improvements. Catoclin Mountain is visible from the entire length of the Byway in Maryland. As the northbound Byway traveler gets closer, Catoclin Mountain gets closer until you enter a different roadside environment that is more enclosed with natural stone walls and mature trees along the roadside.

At Point of Rocks, where the Byway crosses the Maryland-Virginia border, the traveler links with the C&O Canal National Historic Park, another nationally significant recreational and historic resource that cannot be found anywhere else. Byway travelers could park, hop on bicycles or take a walk on the canal towpath for miles and miles – connecting Washington D.C with Cumberland, Maryland and beyond across the Great Allegheny Passage to Pittsburgh.

The Maryland portion of the Byway offers a unique destination that cannot be found anywhere else - blending the Journey's historical themes of conflict and reunification, leadership, and national beauty with the nature-based recreational activities associated with these two National Parks.

The full list of recreational destinations associated with the Maryland section of the Byway are listed below.

Maryland Parks and Wildlife Areas

The following text is included from the Catoclin Mountain Scenic Byway Corridor Management Plan, already

designated as a National Scenic Byway, for reference purposes:

Catoclin Mountain Park (National Park Service)

Known as the home of Camp David, Catoclin Mountain Park is also recognized for its wealth of recreational activities so close to Washington D.C. and Baltimore, including climbing, camping, fishing, hiking, horseback riding, lodging, picnicking, winter sports, and wildlife viewing. The park, located directly on Route 15, contains two National Register historic districts and offers curriculum-based educational programs.

Within Catoclin Mountain Park, Big Hunting Creek and Owens Creek are MDNR Class III trout streams that support healthy populations of brown and brook trout and other species.

Prior to becoming a 5,810 acre park, the area was extensively logged in the 18th and 19th centuries, and now the forest is second growth mixed hardwood. In 1933, the Catoclin Recreation Demonstration Area was formed to rehabilitate submarginal farm land. In 1954, half the land from the Demonstration Area became Cunningham Falls State Park, the other half became Catoclin Mountain Park.

C&O Canal National Historical Park

The C&O Canal National Historical Park preserves an early 19th century canal. The park is part of a pathway system that connects Cumberland, Maryland with Washington, D.C. Approximately 16 miles of the path runs alongside the Potomac River in southern Frederick County. Recreational activities include hiking, cycling, skating, picnicking, and camping.

Cunningham Falls State Park

The main attraction at Cunningham Falls State Park is a 78-foot cascading waterfall. The park also offers 5,000 acres of recreational activities including boating, camping, fishing, hiking, hunting, lodging, picnicking, recreational vehicle camping, water sports, and winter sports.

Gambrill State Park

Gambrill State Park's 13 miles of trails cater to hiking, mountain biking, and horseback riding. Camping, fishing,

picnicking, and recreational vehicle camping are also popular activities at the park. On the 1,600-foot summit of High Knob there are three native stone overlooks providing views of the surrounding area.

Frederick City Cooperative Wildlife Management Area/Frederick Municipal Watershed

The Frederick City Cooperative Wildlife Management Area (CWMA) in western Frederick County is more than 7,000 acres in size. The forest is popular for hunting deer, squirrel, grouse, migrating waterfowl, and turkey. Several small ponds are fished for bass and panfish, and two branches of Fishing Creek offer trout fishing.

Monocacy River Natural Resources Management Area

The Monocacy River Natural Resources Management Area is 1,800 acres in size and includes natural areas and farmlands along the Monocacy River. Hunting, fishing, hiking, and horseback riding are permitted in the area.

Catoctin Mountain Zoological Park

The Catoctin Mountain Zoological Park is home to a wide range of animals, including tigers, bears, goats, and alligators. Over 350 species of animals can be enjoyed safely in exhibits that respect the natural habitat, a petting area, and shows. The park is privately owned and is 30 acres in size.

Sugarloaf Mountain

Three thousand acres of privately owned and managed open space that is open to the public for hiking and recreation with no fee charged for visiting the mountain or hiking the trails. Sugarloaf is a “monadnock” or isolated peak that is the prominent landmark to the east as seen from US 15 between Point of Rocks and US 340.

Connecting Greenways and Recreational Paths

In addition to the C&O Canal (described above) several greenways and recreational paths offer recreational opportunities for bicyclists, hikers, equestrians, and joggers. Many others have been proposed and may be built in the future.



Fig. 2-33: Monocacy River, a Maryland Scenic River in Frederick County, is also eligible for designation as a National Scenic River

Among the existing trails, the Appalachian Trail/South Mountain Greenways runs along the western border of Frederick County on the South Mountain ridge line.

Further east, the Catoctin Mountain Greenway includes the Catoctin Trail starting in Gambrill State Park, passing through Frederick City Municipal Forest and Cunningham Falls State Park and extending to the northwest corner of Catoctin Mountain Park. The trail is natural surface and is a length of 27 miles. The trail ends at Mt. Zion Road, 1.3 miles north of Owens Creek Campground in Catoctin Mountain Park. The back country trail experience can be further extended by continuing on Mt. Zion Road to Raven Rock Road.

Finally, the town of Thurmont constructed a portion of the H&F Trolley Trail from East Main Street and Water Street. It is planned that the trail will eventually connect Thurmont, Lewistown, and Frederick.

2.3 SUPPORTING INTRINSIC QUALITIES

2.3.1 CULTURAL QUALITY

The JTHG is significant for the diverse cultural traditions that shaped its history and represented contrasting and sometimes conflicting life views. While closely related to the region’s history, the Cultural Qualities along the JTHG pertain more to community life (e.g. civic or religious buildings or customs), domestic life (e.g. food, family traditions, etc.) and artistic genres.¹³ The Plantation Tradition of the Virginia portion of the Journey was significant to the history of the region as well as the nation.

The civic structure, political and economic relationships, and daily way of life during that period gave form to the character and development of the landscape that can still be seen today. The Journey's African American history and culture flow out of the slave economy of the plantations in the south and the free African American culture in the northern sections of the region.

In contrast, the Independent Farm Tradition was dominant in the northern portion of the Journey landscape and resulted in a different type of economic and social system, as well as a different landscape character. Strong cultural and religious groups of Quakers, Lutherans, Baptists, Moravians, Mennonites, and Dunkers created tight-knit communities within the region. The stories and resources associated with the Plantation and Independent Farm traditions are outlined in discussion of the Historic Qualities in Section 2.2.1 of this chapter.

2.3.2 ARCHAEOLOGICAL QUALITY

Archaeological resources are of great importance to the understanding and interpretation of the JTHG. Several prominent sites along the Byway, such as Monticello and Montpelier, have physical archaeological evidence that has been inventoried, and programs with interpretive materials have been developed. A few others have archaeological resources and are actively working on interpretive programming.

The period of the Journey's interpretation spans from Native American occupation to the present. Archaeological resources are particularly important to an understanding of the Native American occupation, eighteenth and early nineteenth century culture and life-ways, and events associated with the French and Indian War, Revolutionary War, the War of 1812, and the Civil War. Research questions associated with these periods can be greatly, and some cases only, informed through archaeological study and investigation. Native American settlements, early colonial settlements, and battle encampments are just three of the most ephemeral types of resources where archaeological study is important. The Journey's archaeological resources are closely associated with the discussion of Historic Qualities in Section 2.2.1 of this chapter.

The preservation of potential archaeological sites is an important issue within the region. With increasing development pressures, archaeological sites of all kinds are in danger. Development of a program of education and



Fig. 2-34: Ball's Bluff Regional Park in Leesburg, Virginia offers interpretive trails explaining the site's important Civil War history

mitigation for these sites is important. Land conservation will help preserve archaeologically sensitive areas.

2.3.3 RECREATIONAL QUALITY (VA AND PA)

In addition to rich historical resources, the Journey provides access to a wealth of exceptional recreational resources.

The many national, state and local parks, wildlife management areas and greenways along the Byway provide beautiful, safe natural environments in which to engage in a range of recreational activities to suite a variety of interests, ages and activity levels. Several parks offer woodland trails for walking and hiking, and lakes for inland fishing. Various wildlife management areas allow hunting, and an extensive system of trails and greenways intersecting the Journey provide opportunities for biking and horseback riding. This section highlights some of these exceptional recreational resources along the Byway in Virginia and Pennsylvania.

Virginia Parks and Wildlife Areas

Ball's Bluff Regional Park

The Battle of Ball's Bluff was the largest Civil War battle fought in Loudoun County. Covered primarily in woodlands, the battlefield is preserved today as a 168-acre regional park. The park contains a small cemetery with 25 headstones marking a common grave of more than 50 Union soldiers. In addition to guided tours and interpretive panels explaining the site's Civil War history, the park offers nature trails along the Potomac River and up to the 100-foot bluff, from which visitors can enjoy views of the river and Harrison's Island.¹⁴

Red Rock Wilderness Overlook Regional Park

Adjacent to Ball's Bluff Regional Park in Leesburg, Red Rock Regional Park includes 67 acres of hilly woodland on a bluff overlooking the Potomac River. Hiking trails meander through deciduous forest and occasional overlooks offer panoramic views. Once farmland, the park features a farmhouse and outbuildings near the entrance.

Bull Run Mountains State Natural Area Preserve

Straddling the Fauquier/Prince William County line, the Bull Run Mountains State Natural Area Preserve occupies 2,486 acres of rocky ridges and steep valleys. The varied topography and geology of the site yield several forest and woodland community types, including quartzite cliffs on High Point Mountain and boulder fields below. The non-profit group, Bull Run Mountains Conservancy (BRMC), maintains several hiking trails and offers interpretive and environmental education programs based on research conducted at the preserve.¹⁵

C.F. Phelps Wildlife Management Area (state)

The C.F. Phelps Wildlife Management Area occupies 4,539 acres in southern Fauquier County, Virginia. The area features gently rolling terrain with low hills and shallow valleys, most of which is covered in woodland, with the exception of 1,000 acres that were once cleared for agricultural use. The Rappahannock River forms the property's western boundary, and a 15-acre waterfowl impoundment along the river creates the area's most interesting habitat. The woodland, grassland and aquatic habitats in the management area support diverse wildlife, thereby providing recreational opportunities for nature lovers, bird watchers and hunters alike. Hunting is permitted in the area, and bird-dog field trials, held here regularly, provide a unique opportunity to observe one aspect of the sport.¹⁶

Conway Robinson Memorial State Forest

Adjacent to the Manassas National Battlefield in Prince William County, Virginia, the Conway Robinson Memorial State Forest harbors a mixture of pine and old growth hardwood stands.¹⁷ Although the 444-acre forest hosts educational programs and Boy Scout projects, it is best known for its well-maintained trail network, a series of single- and double-track trails winding throughout the forest. Particularly popular among mountain bikers, the

trails also are used by hikers, dog walkers, and horseback riders.

Banshee Reeks Natural Preserve

Banshee Reeks Natural Preserve is a 695-acre tract approximately five miles south of Leesburg, Virginia. With two and one-half miles of the Preserve fronting Goose Creek, the land was purchased by the Loudoun County Department of Parks, Recreation and Community Services to serve as a buffer between the creek and the county's solid waste disposal facility. In addition to serving that practical and environmental function, the Preserve is a valuable natural and recreational source. The property features acres of rolling meadows, three ponds, 12 springs, and 200 wooded acres. Open to groups by appointment, the Preserve is also open to the public on the third weekend of every month for walking, hiking and nature loving.¹⁸

James S. Long District Park

Adjacent to the Byway in Prince William County, Virginia, the James S. Long District Park is a comprehensive recreational facility. In addition to walking trails and picnic pavilions, the park offers a variety of athletic facilities, including baseball and soccer fields, tennis and basketball courts, and an equestrian ring. The park also features a small library, restrooms and a parking area.¹⁹

Lake Brittle

Located east of Warrenton in Fauquier County, Virginia, Lake Brittle is a 77-acre impoundment constructed in 1953 as a public fishing lake.²⁰ The facility is owned and managed by the Virginia Department of Game and Inland Fisheries, which maintains a warm water fish community including largemouth bass, bluegill, redear sunfish, black crappie and channel catfish. Boat rentals are available for those looking to fish; otherwise, visitors still can enjoy the lake by hiking along one of the area trails, observing the abundant wildlife or picnicking along the lake's shore.

Morven Park

Located a mile northwest of Leesburg, Virginia, Morven Park was the estate of two governors: Maryland governor Thomas Swann and Virginia governor Westmoreland Davis. Today the 1,200-acre estate is open to the public as a museum, cultural center and equestrian institute. Visitors

are welcome to tour the Westmoreland Davis mansion as well as two museums: the Museum of Hounds and Hunting and the Winmill Carriage Museum. In addition, the equestrian center hosts the annual Morven Park Steeplechase along with a variety of other equestrian shows and events.

Temple Hall Farm Regional Park

Maintained by the Northern Virginia Regional Park Authority, Temple Hall Farm Regional Park is a 286-acre working farm north of Leesburg in Loudoun County. The Park Authority has preserved the agricultural, cultural and natural resources of the farm, providing educational and recreational opportunities for children and adults to learn about farming in northern Virginia. Visitors can participate in group programs, walk along trails through the woods, or enjoy a picnic. On weekends the park offers wagon rides around the farm and free tours.²¹

Weston Wildlife Management Area

The Weston WMA is located in Fauquier County, Virginia, near the town of Casanova. Within its 271 acres, the Weston Wildlife Management Area hosts a variety of habitats, which support diverse wildlife, making it an ideal location for several recreational activities. Firearms are not permitted; however, it is a popular area for beagle and bird dog training and fox hunting with hounds. Chase-only season runs from September through March. In addition, Turkey Run, which flows through the area, supports sunfish, minnow, creek chub and sometimes smallmouth bass making it a popular spot for anglers. For those not looking to fish or hunt, the hardwood forests, meandering Turkey Run, open fields and dense hedgerows provide habitat to numerous wildlife species, which serve as fascinating subjects for wildlife watching, nature studies and photography. Finally, foot and equestrian trails marked with orange and blue blazes branch out from the parking area located at the end of the WMA access road.²²

Whitney State Forest

Whitney State forest occupies 148 acres just south of Warrenton. Used for timber production, the forest supports hardwoods, such as yellow poplar, northern red oak, white oak, pignut hickory and red maple. The forest also contains two pine plantations: one loblolly pine and one white pine.²³ In addition to providing timber, the forest offers six miles of trails that wind back and forth across a central fire

road and are open to horseback riders and hikers alike.²⁴ Finally, the forest serves as a demonstration forest and wildlife sanctuary, attracting both researchers and nature lovers.

Other Heritage Area Parks

The JTHG Heritage Area boasts numerous other national and state parks, wildlife management areas and recreational facilities that are not immediately adjacent to the Byway but are close enough to be part of a trip along The Journey. They are easily accessed from several U.S. and state routes intersecting the Byway and offer exceptional recreational opportunities from hiking and biking to hunting and fishing. These include Michaux State Forest in Adams County, Pennsylvania, and the following facilities in Virginia: Shenandoah National Park, the Appalachian Trail Land Corridor, Sky Meadows State Park, the G.R. Thompson Wildlife Management Area, and the Rapidan Wildlife Management Area.

In addition, communities throughout the heritage area maintain county and local parks with athletic fields, walking trails, picnic areas and other recreational facilities. In Frederick County, Maryland, these include, but are not limited to Roddy Road Park north of Thurmont; Utica District Park north of Frederick; Fountain Rock Park and Nature Center between US 15 and Walkersville; Carroll Creek Wildlife Park in Frederick; and Ballenger Creek just south of Frederick. Among the local recreational facilities in Virginia are the following: Greenwich Park on VA 215 in Prince William County; C. M. Crockett Park, southeast of Warrenton; Lake Orange in central Orange County; Chris Greene Lake Park west of US 29 in Albemarle County; Ivy Creek Natural Area just north of Charlottesville; and Pen, McIntire and Darden Towne Parks in Charlottesville.

Greenways, Blueways and Trails

In addition to the numerous parks along The Journey, several greenways and trails offer recreational opportunities for bicyclists, hikers, equestrians, and joggers. These trails are easily accessed from the Byway, some intersecting the Byway route. In addition to those already in use, many others have been proposed and may be built in the future.

Existing Greenways, Blueways and Trails

Appalachian Trail

Extending from Georgia to Maine, the Appalachian Trail is one of the best known hiking opportunities in the country. One quarter of the trail is located in Virginia, and a significant length runs along the western boundary of the JTHG Heritage Area. Although the trail does not intersect the Byway, it can be reached easily on several U.S. routes extending westward from the Byway. Visitors experience breathtaking vistas and abundant wildlife as the trail parallels the Blue Ridge Parkway and follows Skyline Drive in Shenandoah National Park.

Potomac Heritage National Scenic Trail

The Potomac Heritage National Scenic Trail (PHNST) generally follows the Potomac from the Chesapeake Bay to the Allegheny Highlands. A unit of the National Park System, the 425-mile corridor is composed of 17 trail segments – some of which are still being developed – and it is the Chesapeake and Ohio National Historical Park segment that intersects The Journey at Point of Rocks, on the Virginia/Maryland border.²⁵ How visitors travel the trail is up to them: some segments are best navigated by foot, while others provide opportunities for bicycling or horseback riding. Some are best suited for kayaks or canoes: The Potomac River, Occoquan and Aquia Creek Water Trails are all part of the PHNST.

Rappahannock River Water Trail

The Rappahannock River Water Trail includes the Rappahannock River from Kelly's Ford in Culpeper County, Virginia, downstream to Fredericksburg, and the lower reaches of the Rapidan River, near Ely's Ford. Friends of the Rappahannock, in partnership with the Chesapeake Bay Gateways Network, has published guides providing locations of public canoe landings, boat launches, camping grounds and more. Visitors to The Journey can easily access the Rappahannock River Water Trail at its origin at Kelly's Ford.

Rivanna Trail

Designated a National Recreation Trail and Virginia Birding and Wildlife Trail, the Rivanna Trail is a pedestrian route encircling Charlottesville, Virginia. It is maintained by the Rivanna Trail Foundation, a non-profit organization established in 1992. Approximately 20 miles long, the

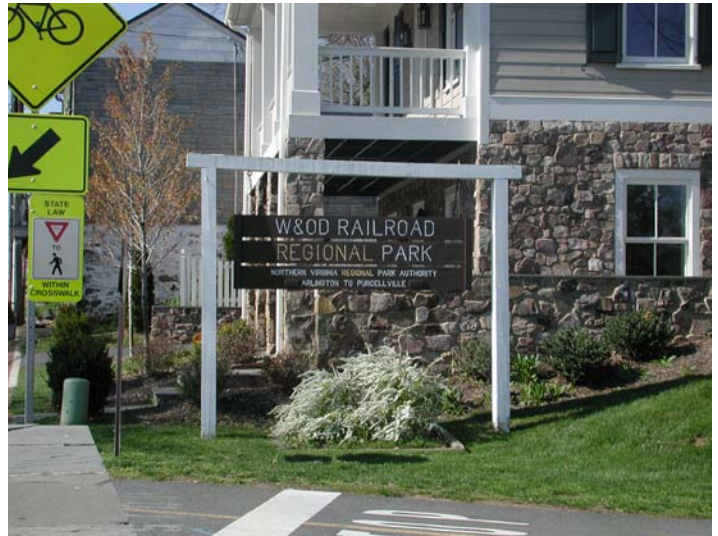


Fig. 2-35: Washington and Old Dominion Trail passing through Leesburg, Virginia is designated as a National Recreation Trail

trail takes visitors through varied scenery: through forests, over creeks and streams, through marshes and past historic buildings, such as the 1806 Poor House and the mill buildings along East Market Street.²⁶

U.S. Bicycle Route 76

U.S. Bicycle Route 76 is an existing bicycle route that traverses Virginia, east to west. Established by the federal government in 1982, the route originates in Illinois. Once in Virginia, the route “runs along the Blue Ridge Parkway for 25 miles, overlooking the Shenandoah Valley to the west and Nelson County’s Rockfish Valley to the east,” before intersecting The Journey in Charlottesville.²⁷

Virginia’s Birding and Wildlife Trail

Winding back and forth across the Byway, the Virginia Birding and Wildlife Trail provides an extensive network throughout the state connecting many of the best locations for observing the state’s birds and wildlife.

Washington & Old Dominion Regional Park

Not too far south of the Potomac Heritage National Scenic Trail, the Washington and Old Dominion (W & OD) Trail intersects the Journey in Leesburg, Virginia. Originating in Alexandria, Virginia, the W & OD Trail offers a smooth asphalt path ideal for walking, jogging, biking or inline skating. Further west, a bridle path parallels the asphalt path providing 32.5 miles of riding between Vienna and Purcellville, Virginia.²⁸ A proposed extension will connect the W & OD trail to the Appalachian Trail.



Fig. 2-36: Potomac River at Whites Ferry, Loudoun County, Virginia part of the planned Potomac Heritage National Scenic Trail

Proposed Greenways, Blueways and Trails

Bull Run/Occoquan Trail Extension

The Bull Run/Occoquan Trail originates in Fairfax County, Virginia, and extends 18 miles west into Prince William County. A proposed extension would more than double the length of the current trail, extending it out to Bull Run Mountain and connecting it to the Potomac Heritage National Scenic Trail. The extension would intersect The Journey near Haymarket in Prince William County. At Bull Run Mountain, the trail would connect to a proposed north-south trail, the **Bull Run Mountain/Mill-to-Mill Trail**. This would connect Aldie Mill Historic Park in Loudoun County through the Bull Run Mountains to Chapman's/Beverly Mill on the Fauquier/Prince William County line.

JTHG Bike and Pedestrian Trail Plan and Guide

In 2007-2008, graduate students at Virginia Tech's Urban Affairs and Planning Program prepared a *Bicycle and Pedestrian Trail Plan* for the JTHG. This plan forms the basis for a *Bicycle and Pedestrian Trail Guide* to follow. The guide will provide residents and visitors with a bicycle-safe touring route from Gettysburg to Monticello along roads that roughly parallel Route 15 and take the cyclist into each of the downtowns along the main spine. It will also provide bicycle-safe loop routes and spurs to key sites. In addition, the guide will provide a complete catalog of long-distance hiking trails in the region as well as networks of hiking trails within national parks, state parks, wildlife

management areas, and other special places. Also included will be walking tours in such downtowns as Gettysburg, Frederick, Leesburg, Warrenton, Culpeper, Orange, and Charlottesville, among others.

Rappahannock River Heritage Trail

The Rappahannock River Heritage Trail is a proposed trail that would follow the river connecting the City of Fredericksburg to Stafford and Fauquier counties. The trail would intersect The Journey just south of Remington, Virginia.

Rivanna River Greenway

Not to be confused with the Rivanna Trail, the Rivanna River Greenway is a proposed trail that would connect the Town of Columbia in Fluvanna County to Charlottesville, Virginia, in Albemarle County. Visitors to the Journey would be able to pick up this greenway in Charlottesville.

Three-Notched Trail

Almost acting as an extension of the Rivanna River Greenway, the Three-Notched Trail would begin in Charlottesville and connect to the East Coast Greenway (a proposed state trunkline trail), which would continue on to Richmond. Visitors to The Journey would be able to pick up this greenway in Charlottesville.

Several military/battlefield parks are located along the Journey. Because of their exceptional recreational qualities, these parks are listed below (although they are not typically managed for recreation). Please refer to the Historical Qualities section for a more complete discussion of these sites:

- Gettysburg National Military Park
- Harpers Ferry National Historical Park
- Manassas National Battlefield Park
- Fredericksburg and Spotsylvania National Military Park

Likewise, the driving tours marketed as the Civil War Trails (Antietam and Gettysburg Campaign) are not included under Recreational Quality – however, they too are recognized for their recreational value.

2.3.4 NATURAL QUALITY

Located in the Piedmont region of Virginia, Maryland and Pennsylvania, between the Blue Ridge and Appalachian Mountains to the west and the Fall Line to the east, The Journey traverses a landscape rich in natural resources and features. These include rugged mountains, dense forests and meandering streams. Many of these have been incorporated into public lands such as state and national parks, while others have received special designations as National Landmarks or State Scenic Rivers. By traveling The Journey, visitors can experience the natural qualities of this unique region firsthand.

Mountains

Rising from the gently rolling terrain of the Piedmont, the mountain ranges that parallel The Journey are perhaps the Byway's most visible natural feature. With the exception of Sugar Loaf Mountain in Frederick County, Maryland, these links in the ancient Appalachian Mountain chain line the western horizon. A long mountain ridge in Maryland and Pennsylvania, **South Mountain** comprises the northern extension of the Blue Ridge Mountains, visible from the Byway as travelers approach Gettysburg National Military Park. In Frederick County, Maryland, travelers can see the **Catoctin Mountains** from the Byway, a second mountain chain to the east of and roughly parallel to South Mountain. Also in Frederick County, visitors can see a geologic anomaly rising from the agricultural landscape to the east of the Byway: **Sugar Loaf Mountain**, a monadnock deemed "either an outlier to the Catoctin Mountains directly west or a remnant of the ancient Appalachian chain."²⁹ In 1969, this unique landform was designated a National Natural Landmark, one of two along the Byway.

In Virginia, the Catoctin Mountains continue southward, reaching their widest point near Goose Creek. Here they vanish into the rolling terrain of the Piedmont. Traveling southbound on the Byway, however, mountain views resume near Aldie where the **Bull Run Mountains** – part of the Blue Ridge Mountains and a geological cousin of the Catoctin Mountains – begin and Broad Run flows through the Bull Run Mountains at Thoroughfare Gap. South of Bull Run, Shenandoah National Park and the Blue Ridge Mountains therein are visible intermittently from Warrenton to Orange.



Fig. 2-37: Goose Creek, a Virginia Scenic River, crossing the Byway in Loudoun County

Rivers and Streams

Cunningham Falls

"Cunningham Falls, within Cunningham Falls State Park is an example of the natural beauty of Frederick County. The 78-foot cascading waterfall is the highest waterfall in Maryland. The falls are easily accessible and popular with tourists."³⁰

Goose Creek

Designated in 1976, Goose Creek is one of the four State Scenic Rivers along the Virginia stretch of the Byway. Originating in the Blue Ridge near Linden, Goose Creek winds its way in a northeasterly direction across the northern corner of Fauquier County and across Loudoun County, converging with the Potomac River just east of Leesburg. The Journey crosses over the creek in southern Loudoun County. Currently, a jersey-barrier bridge and steel guardrails mark this crossing, undermining the scenic qualities of this creek. Bridge enhancements or a pull-off would significantly improve the way in which the Byway relates to this natural feature. Recreational use of Goose Creek for canoeing and kayaking is available through many public boat launches.

Monocacy River

The Monocacy is a Maryland Scenic River and in 1982, was determined eligible for National Scenic River designation by the National Park Service.³¹ The river "flows south 58 miles from Southern Pennsylvania to

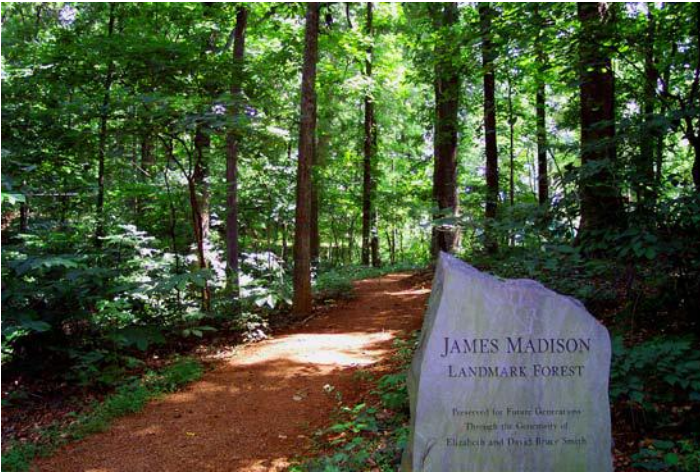


Fig. 2-38: James Madison Landmark Forest, a 200-acre National Natural Landmark (Photo courtesy of The Montpelier Foundation)

the Potomac River. It is Maryland's largest tributary to the Potomac ... and a significant natural resource within Frederick County. The land of the Monocacy River valley is extremely fertile, which has led to significant agricultural use of the area. Non-point pollution from these agricultural lands has degraded the quality of the river water, which is currently of fair to poor quality."³² Recreational use of the Monocacy River for canoeing and kayaking is available through many public boat launches.

Potomac River

Originating at two locations – the North Branch in West Virginia and the South Branch in Virginia – the Potomac River flows 383 miles to the Chesapeake Bay. A significant portion of that distance forms the border between Maryland and Virginia. Along this border, at Point of Rocks, Maryland, The Journey crosses over the Potomac. To the east and west visitors experience scenic views of the river and its tree-lined shores. On the Maryland shore, great rock outcroppings create a dramatic backdrop to the river. Recreational use of the Potomac River for canoeing and kayaking is available through many public boat launches on both the Maryland and Virginia banks.

Rappahannock River

The second Virginia State Scenic River along the Byway is the Rappahannock River, designated in 1985. The Rappahannock flows from the Blue Ridge Mountains west across the Piedmont to the Chesapeake Bay, entering the Bay south of the Potomac River. The Journey crosses

the river just south of Remington. Here the river appears somewhat suddenly from the west as it curves around a bend. To the east visitors can enjoy longer views of the tree-lined river as it lazily flows towards the Chesapeake.

Rivanna River

The third Virginia State Scenic River along The Journey is the Rivanna River. With headwaters in Blue Ridge Mountains, the North and South Forks of the Rivanna River converge just north of Charlottesville and then flow in a southwest direction before entering the James River. Passing under the Byway immediately east of Charlottesville, the river is the inspiration for a series of walking and nature trails around Charlottesville that also intersect the Byway. As it twists and turns its way through a forested corridor, the river – and its watershed -- supports a variety of terrestrial and aquatic species, among them the rare James Spiny mussel (*Pleurobema collina*).³³

South Fork Catoclin Creek

The final State Scenic River along the Virginia stretch of the Byway, the South Fork Catoclin Creek also originates in the Blue Ridge Mountains, flowing eastward toward Purcellville, Virginia, before heading north toward the Potomac River. The creek converges with the Potomac at Point of Rocks, Maryland, also where The Journey crosses the Potomac.

Historically Significant Rivers

Also scenic, Broad Run and Bull Run are perhaps more noteworthy for their historical significance. In the late 1700s and early 1800s these rivers supported Buckland Mill and Chapman's/Beverly Mill respectively. These rivers also played a part in the Civil War, particularly in the Battles of Buckland and Thoroughfare Gap.

Adams County Rivers

In Adams County, several headwater streams provide a basis for major components of the county's Greenways and Open Space Network. Among these, Marsh Creek flows under the Byway along US Route 15 Business. Near the Pennsylvania/Maryland border it flows into Rock Creek, a tributary of the Monocacy, a Maryland State Scenic River.

Forests

James Madison Landmark Forest at Montpelier

Montpelier, James Madison's residence in Orange County, Virginia, boasts a 200-acre old-growth forest with virtually untouched oaks, hickories, dogwoods and numerous other species. In 1987, the James Madison Landmark Forest was designated a National Natural Landmark, the second along the Byway. One of the stops on the Virginia Birding and Wildlife Trail, the forest is home to numerous bird and wildlife species. At least five species of woodpecker reside in the forest, along with northern cardinals and blue jays and the less common white-breasted nuthatches, red-eyed vireos, blue-gray gnatcatchers and migrant warblers.³⁴ One of the best preserved old-growth piedmont forests in the eastern United States, the James Madison Landmark Forest is a unique treasure along The Journey.

Michaux State Forest

Approximately one third of Adams County, Pennsylvania, is covered in forests, and the Michaux State Forest, to the west of the Byway, is principle among them. Covering 85,000 acres, the forest contains miles of streams, numerous lakes, and several small state parks, which are associated with pre-Civil War iron forges. These woodland and freshwater habitats support diverse terrestrial and aquatic species. In addition to its value as a natural habitat, the forest is managed for wood production: the timber harvested from the forest aids the local economy and is used to make products found around the world. Many of the nation's most prominent late nineteenth century foresters and conservationists were educated at the former Pennsylvania Forestry School (now the Mont Alto Campus of Pennsylvania State University), which adjoins the Forest. Michaux's most valuable resource, however, may be its potable water: "Numerous local communities depend on its pure water for their municipal water supplies."³⁵

Whitney State Forest

Whitney State Forest occupies 148 acres just south of Warrenton. Used for timber production, the forest supports hardwoods, such as yellow poplar, northern red oak, white oak, pignut hickory and red maple. The forest also contains two pine plantations: one loblolly pine and one white pine.³⁶ In addition to providing timber, the forest offers six miles of trails that wind back and forth across a central fire road and are open to horseback riders and hikers alike.³⁷ Finally, the forest serves as a demonstration forest and wildlife sanctuary, attracting both researchers and nature lovers.

Note: Conway Robinson Memorial State Forest is included in Recreational Qualities.

Footnotes

- ¹ Wood, Karenne. *The Monacan Indians of Virginia*. <http://www.monacannation.com/history.shtml>
- ² Sheel, Eugene. *The Carolina Road*. at <http://www.loudounhistory.org/history/carolina-road.htm>.
- ³ VDOT/VDHR Roadside Historic Marker on US Route 29 North: Monacan Indian Village (G-29).
- ⁴ Corridor Management Plan for the US 15 Catoctin Mountain Scenic Byway, p. 3-1
- ⁵ Corridor Management Plan for the US 15 Catoctin Mountain Scenic Byway, p. 3-2
- ⁶ JTHG Feasibility Study, p. 45
- ⁷ Corridor Management Plan for the US 15 Catoctin Mountain Scenic Byway, p. 3-3
- ⁸ Corridor Management Plan for the US 15 Catoctin Mountain Scenic Byway, p. 3-3
- ⁹ Corridor Management Plan for the US 15 Catoctin Mountain Scenic Byway, p. 3-4
- ¹⁰ JTHG Feasibility Study, p. 47
- ¹¹ JTHG Feasibility Study, p. 45
- ¹² Corridor Management Plan for the US 15 Catoctin Mountain Scenic Byway, p. 3-3
- ¹³ National Scenic Byway Program's *Byway Beginnings*, p. 14-15.
- ¹⁴ Town of Leesburg, Virginia at <http://www.leesburgva.org/about/BallsBluff/>. Accessed 02/10/2008.
- ¹⁵ Virginia DCR at http://www.dcr.virginia.gov/natural_heritage/natural_area_preserves/bullrun.shtml. Accessed 02/01/2008.
- ¹⁶ Virginia Department of Game and Inland Fisheries at <http://www.dgif.virginia.gov/vbwt/site.asp?trail=3&loop=PBV&site=PBV01>. Accessed 02/01/2008.
- ¹⁷ Virginia Department of Forestry at <http://www.dof.virginia.gov/stforest/index.shtml>. Accessed 01/31/2008.
- ¹⁸ Loudoun County, Virginia at <http://www.loudoun.gov/Default.aspx?tabid=550>. Accessed 02/1/2008.
- ¹⁹ Prince William County Park Authority at <http://www.pwcparks.org/parkselect.asp?id=24>, Accessed 02/01/2008.
- ²⁰ Fauquier County, Virginia at <http://www.fauquiercounty.gov/Government/Departments/parksrec/index.cfm?action=lakebrittle>. Accessed 2/1/08.
- ²¹ Northern Virginia Regional Park Authority at <http://www.nvrpa.org/parks/templehall/?pg=familyvisits.html>. Accessed 02/01/2008.
- ²² Virginia Department of Game and Inland Fisheries at <http://www.dgif.virginia.gov/wmas/detail.asp?pid=19>. Accessed 2/1/2008.
- ²³ Virginia Department of Forestry at <http://www.dof.virginia.gov/stforest/index.shtml>
- ²⁴ Virginia Department of Game and Inland Fisheries at <http://www.dgif.state.va.us/vbwt/site.asp?trail=3&loop=PCU&site=PCU04>. Accessed 2/4/08.
- ²⁵ National Park Service at <http://www.nps.gov/pohe/>. Accessed 2/4/08
- ²⁶ Rivanna Trails Foundation at <http://avenue.org/rivanna/home.html>. Accessed 2/4/08
- ²⁷ Virginia Tourism <http://www.virginia.org/site/features.asp?featureid=363>. Accessed 2/4/08.
- ²⁸ Friends of the Washington and Old Dominion Trail at <http://www.wodfriends.org/pursuits.html>. Accessed 2/4/08.
- ²⁹ JTHG Feasibility Study, p. 45
- ³⁰ Corridor Management Plan for the US 15 Catoctin Mountain Scenic Byway, p. 3-20
- ³¹ JTHG Feasibility Study, p. 45
- ³² Corridor Management Plan for the US 15 Catoctin Mountain Scenic Byway, p. 3-20.
- ³³ Rivanna Conservation Society at <http://www.rivannariver.org/rivanna.html>. Accessed 2/5/08.
- ³⁴ Virginia Department of Game and Inland Fisheries at <http://www.dgif.virginia.gov/vbwt/site.asp?trail=3&loop=PGS&site=PGS01>. Accessed 2/5/08.
- ³⁵ Pennsylvania Department of Conservation and Natural Resources at <http://www.dcnr.state.pa.us/forestry/stateforests/michauxhistory.aspx>. Accessed 2/5/08.
- ³⁶ Virginia Department of Forestry at <http://www.dof.virginia.gov/stforest/index.shtml>. Accessed 2/5/08.
- ³⁷ Virginia Department of Game and Inland Fisheries at <http://www.dgif.state.va.us/vbwt/site.asp?trail=3&loop=PCU&site=PCU04>. Accessed 2/4/08.

CHAPTER 3: VISITOR EXPERIENCE

The purpose of this chapter of the plan is to demonstrate that the Byway is ready for visitors and that plans are in place to maintain that experience over time. Already, visitors to the JTHG should be able to find and follow the Byway, find and follow the sites that tell the story of the Byway, and readily learn about the special qualities of the Byway while visiting the sites using existing and available itineraries. Online resources for teachers and summer camp programs for students are among the educational outreach opportunities currently available along the Journey. In addition, visitor services are readily available to support stays of varying lengths and include services for tour buses and foreign visitors. Finally, the travel route is relatively safe and intrusions along the roadway are minimized to create an exceptional travel experience.



Fig. 3-1: “Leaving Virginia Byway” sign approaching the Potomac River crossing

3.1 FINDING AND FOLLOWING THE BYWAY

Visitors can find and follow the Byway in the following ways:

- **The JTHG Website** at www.hallowedground.org provides information about the Byway. In addition to offering a free map of the region, website visitors are offered a means of planning their own itinerary by geographic location, historic interest, or specific period of time in American history. A specific Byway tourism-only oriented portal is planned for implementation. Links will be established between each county DMO website and the Journey website, as well as state tourism websites.
- **Visitor Centers** are found at most major gateways to the JTHG. (Map 6, Appendix 1, shows the locations of major gateways and existing visitor center locations.) Visitor centers throughout the region are stocked with pop-up displays, continuous loop videos, and visitor tear-off maps to assist the traveler along the Journey route to see the important sites and attractions found along the Byway. (A total of 100,000 tear-off maps were printed and distributed.) Prior to nomination, the pop-up display maps and the visitor tear-off map will be revised in accordance with the corridor management plan. New maps will be distributed and periodically updated to maintain current information.
- **“The Official Journey Through Hallowed Ground Guidebook”** was published in 2006 by the JTHG Partnership and is available for sale at each visitor center, local bookstores, and directly from JTHG’s website. Over 4,000 copies have been sold. The guidebook is periodically updated and reprinted.
- **“Virginia Byway” confirmation signs** have been installed along the entire route in Virginia, with the exception of the connection to Monticello along Milton Road to VA Route 53 (pending state designation).
- **Maryland SHA confirmation and directional signs** have been installed along the Maryland section of US Route 15 (Catoctin Mountain Scenic Byway).
- **A driving brochure** has been published by Frederick County, MD, that links the Catoctin Mountain Scenic Byway with the JTHG.
- **A Maryland Scenic Byways travel guide** has been published (May 2007) that includes US Route 15 in Maryland (as the Catoctin Mountain Scenic Byway). This guidebook is widely distributed at existing Maryland welcome centers and at visitor centers.
- **Byway confirmation signs** will be installed by PennDOT upon designation to reassure travelers that they are on the Byway.

The general approach to guiding visitors through the JTHG NHA is to first bring them to visitor centers in each of the 18 historic ‘Main Street’ towns along the Byway (See page 99.) and then help those visitors design itineraries that work with their time available, interests and budget.

Currently, the same kind of travel planning can be accomplished on the Journey website. Pull down menus enable visitors to find sites by geography or by theme and plan their trip accordingly.

3.2 *EXISTING VISITOR ATTRACTIONS AND INTERPRETIVE RESOURCES*

The Journey includes a number of existing visitor attractions, historic sites, and touring opportunities. These sites and attractions have been evaluated by the JTHG Destination Marketing Organization Committee (DMOC) according to their readiness for visitors and their relationships to the themes of the Byway. (See Appendix 3 for full list of sites and Map 8 in Appendix 1 for their locations.) Each site was reviewed using the following criteria:

- Relationship to one or more of the JTHG themes:
 - Land of Conflict and Reunification
 - Land of Leadership
 - Place of National Beauty and Rural Character
- Safety and accessibility
- National or state significance (National Register listing or state recognition)
- Number of days open each year: 300 or more
- Level of interpretation:
 - Full service (guided tours by trained staff or volunteers)
 - Limited service (tours available at certain times, self-guided materials)
 - Self-guided (no staff, tour with brochure or audio)
- Types of visitor services: restrooms, information available on the area, etc.
- Group tour accommodations
- International visitor accommodations

From this assessment process, “anchor” sites were identified along the Journey that help tell one or more of the many stories the region has to share. These are sites that currently offer a specific visitor experience that includes interpretation through exhibits, guided or self-guided tours, living history presentations, or special events and programs. These sites are open to the public and have specified days/hours/months of operation.

There are many more “secondary” sites that offer limited interpretation or are self-guided and provide a wider range of visitor experiences, especially for those that are more interested in the process of discovery as part of the travel experience.

The following “anchor” sites have full services for visitors according to the criteria outlined above:



Fig. 3-2: View across the Gettysburg National Battlefield Military Park from the Byway

ADAMS COUNTY, PENNSYLVANIA AND LOCALITIES

1) *Gettysburg National Military Park*

1195 Baltimore Pike, Gettysburg, PA 17325
<http://www.nps.gov/gett>

Site open: Year-round; Nov.-March, 6 a.m. – 7 p.m.; April – Oct. 6 a.m. – 10 p.m.

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership
- Place of National Beauty and Rural Character

The Battle of Gettysburg was a turning point in the Civil War: the Union victory in the summer of 1863 ended General Robert E. Lee’s second and most ambitious invasion of the North. It also provided President Abraham Lincoln with the setting for his most famous address. The park offers a full range of battlefield walks, seasonal programs and other special events including living history groups and band concerts.



Fig. 3-3: Gettysburg National Military Park Museum and Visitor Center opened in 2008 (Photo by Scott Hartwig, courtesy of the National Park Service)

2) Gettysburg National Military Park Museum and Visitor Center

1195 Baltimore Pike, Gettysburg, PA 17325
www.gettysburgfoundation.org

Site open: Opened April 2008. Open year-round.

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership
- Place of National Beauty and Rural Character

This new 139,000-square-foot facility opened in April 2008. Located near the battlefield, the museum and visitor center is managed by a nonprofit educational organization that works closely with the National Park Service. The facility includes 11 exhibit galleries that tell the story of the battle at Gettysburg and other Civil War stories.

3) Eisenhower National Historic Site

1195 Baltimore Pike, Gettysburg, 17325
www.nps.gov/eise

Site open: Year-round, 9 a.m. – 4 p.m.

Relation to themes:

- Land of Leadership
- Place of National Beauty and Rural Character

The home and farm of President Dwight D. Eisenhower served as his weekend retreat and meeting location for world leaders. Tours include interpretation of 1950s Secret Service operations and Eisenhower's military leadership in World War II.

4) Soldiers National Cemetery at Gettysburg

Taneytown Road, Gettysburg, PA 17325
www.nps.gov/archive/gett/gncem.htm

Site open: Year-round, dawn to dusk.

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership

Initiated by the citizens of Gettysburg, Soldiers National Cemetery was established to properly bury the Union soldiers that perished at Gettysburg. Located on the battleground near the center of the Union line, the cemetery was not completed by its formal dedication on November 19, 1863. At this ceremony, President Abraham Lincoln delivered his famous speech, the "Gettysburg Address." The Soldiers National Monument, the focal point of William Saunders design for the cemetery, was erected in 1969, marking the formal completion of the cemetery. Still, the burial of Gettysburg dead in the cemetery continued into the 1990s as remains were discovered in the battlefield.

5) David Wills House

8 Lincoln Square, Gettysburg, PA 17325
www.gettysburgpa.org/willshouse

Site open: Opens in February 2009

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership

David Wills is remembered as the man who invited President Abraham Lincoln to give "a few appropriate remarks" at the dedication of a cemetery for the deceased Union forces. Wills hosted President Lincoln in his home on the eve of his Gettysburg Address. It is here, in the Wills House, that Lincoln made the final edits to the 272-word, two-minute speech that would be heralded as one of his greatest speeches.

In 2004, the National Park Service purchased the Wills House on Lincoln Square. Plans are nearly complete to convert the dwelling into a museum.

FREDERICK CITY, MARYLAND

1) *Frederick Town Historic District*

Tourism Council of Frederick County
19 E. Church Street, Frederick, MD 21701
www.fredericktourism.org

Visitor Center open: Year-round, daily 9 a.m. – 5 p.m.

Relation to themes:

- Land of Conflict and Reunification

Downtown Frederick is a commercially and culturally vibrant historic district of national reputation. In 2002, The National Trust for Historic Preservation designated Frederick as one of America's "Dozen Distinct Destinations". Frederick's 50-block historic district offers 18th and 19th century architecture, historic sites, specialty shops, restaurants, and cultural arts offerings. Founded in 1745, Frederick has played a role in every major chapter of American history. Frederick's prominence is due in part to its location on the Historic National Road, the first federally funded road constructed in the nation, linking the Port of Baltimore with St. Louis (1811 - 1830s). Downtown Frederick was also the site of numerous Civil War occurrences and is prominently featured on the Maryland Civil War Trails.



Fig. 3-4: Downtown Frederick

2) *Museum of Frederick County History*

Historic Society of Frederick County
24 E. Church Street, Frederick, MD 21701
www.hsfcinfo.org

Site open: Year-round, Mon.-Sat., 10 a.m. – 4 p.m.; Sun. 1-4 p.m.

Relation to themes:

- Land of Conflict and Reunification

The Museum of Frederick County History offers guided tours and special exhibitions, and the Society's rich collection of decorative and fine arts tell the story of Frederick County, Maryland, from the Colonial period, through the Civil War, to the present day.

3) *National Museum of Civil War Medicine*

48 E. Patrick Street, Frederick, MD 21701
www.civilwarmed.org

Site open: Year-round, Mon.-Sat. – 10 a.m. – 5 p.m.; Sun. – 11 a.m. – 5 p.m.

Relation to themes:

- Land of Conflict and Reunification

This museum is dedicated to telling the medical story of the Civil War. Exhibits tell the story of care and healing, courage and devotion amidst death and destruction while laying the foundation for modern medical care



Fig. 3-5: Civil War Medicine Museum

4) *Rose Hill Manor Park/Children's & Farm Museum*

1611 N. Market Street, Frederick, MD 21701
www.rosehillmuseum.org

Site open: April – Oct., Mon.-Sat. – 10 a.m. – 4 p.m.; Sun. – 1 – 4 p.m.

Relation to themes:

- Land of Conflict and Reunification

This living history museum specializes in early American life, historic tours and events designed for children of all ages. The farm museum's exhibits focus on late 19th century and early 20th century agricultural practices and family life on the farm. These exhibits are designed for a self guided tour.

5) Mount Olivet Cemetery/Francis Scott Key Monument

515 S. Market Street, Frederick, MD 21701
www.mountolivetcemeteryinc.com

Site open: Year-round, dawn to dusk

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership

Established in 1854, the cemetery contains the gravesites of Francis Scott Key (National Anthem author), Barbara Fritchie (Whittier's Poem), and Thomas Johnson (first Governor of Maryland). Many graves of Civil War soldiers are located here.

FREDERICK COUNTY, MARYLAND

1) Chesapeake & Ohio Canal Historical Park and Trail

www.nps.gov/choh/

Site open: Year-round

Relation to themes:

- Land of Conflict and Reunification
- Place of National Beauty and Rural Character

The C&O Canal NHP preserves the remains of the historic Chesapeake and Ohio Canal as well as valuable open spaces along the Potomac River shoreline from Washington, DC to Cumberland, MD. The Canal's entire 185-mile long towpath is restored, open to hikers and bikers year-round and is accessible from many points in Frederick County. The Byway crosses the Canal at Point-of-Rocks.



Fig. 3-6: C&O Canal Towpath Trail

2) Monocacy National Battlefield

5201 Urbana Pike, Frederick, MD 21704
www.nps.gov/mono

Site open: Year-round, 8:30 a.m. – 5 p.m.

Relation to themes:

- Land of Conflict and Reunification

An electronic map, self-guided auto tour, and four trails interpret the July 9, 1864 battle that saved Washington from Jubal Early's advancing Confederates.

3) Catoctin Mountain Park

6602 Foxville Road, Thurmont, MD 21788
www.nps.gov/cato

Site open: daylight hours, year-round; Visitor Center – Mon.-Fri. 10 a.m.-4:30 p.m.; Sun. 8:30 a.m. – 5 p.m.

Relation to themes:

- Land of Leadership
- Place of National Beauty and Rural Character

Catoctin Mountain, immediately adjacent to the Byway, offers a wealth of scenery, wildlife, wildflowers, historic buildings, hiking trails, scenic drives, camping, and fly-fishing. The national park is also the location of Camp David, a presidential retreat since the 1930s.



*Fig. 3-7: Catoctin Mountain Park
(Photo courtesy of the National Park Service)*

4) **Cunningham Falls State Park**

14039 Catoctin Hollow Road
Thurmont, MD 21788
www.dnr.state.md.us/publiclands/western/CunninghamFalls.html

Site open: Year-round, daily

Relation to themes:

- Place of National Beauty and Rural Character

Immediately adjacent to Catoctin Mountain Park, Cunningham Falls State Park is rich in history and natural beauty. The main attraction at the park is a 78-foot cascading waterfall. In pre-colonial times, several small Native American tribes hunted, fished and farmed in the area. Once European settlers arrived, they used the park's timber to fuel the Catoctin Iron Furnace. Today visitors can see that furnace. In addition visitors can enjoy 5,000 acres of recreational activities including boating, camping, fishing, hiking, hunting, and winter sports.

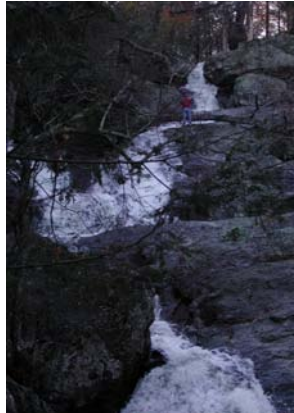


Fig. 3-8: Cunningham Falls

5) **National Shrine of St. Elizabeth Ann Seton**

333 S. Seton Avenue,
Emmitsburg, MD 21727
www.setonshrine.org

Site open: Tues.-Sun. 10 a.m. – 4:30 p.m.

Relation to themes:

- Land of Leadership

The National Shrine is a religious and historic site honoring the first American-born canonized saint, Elizabeth Ann Seton. Seton founded the Sisters of Charity of Saint Joseph's, the first new community for religious women in the United States. She also founded Saint Joseph's Academy and Free School, the first free Catholic School for girls staffed by Sisters in the U.S. The site includes the Basilica, Visitor Center, Museum, Stone House (1750), White House (1810) and Mortuary Chapel (1846).



Fig. 3-9: Seton Shrine

LOUDOUN COUNTY, VIRGINIA

1) **Leesburg Historic District**

Loudoun County Convention and Visitors Association
222 Catoctin Circle SE, Suite 100
Leesburg, VA 20175
www.visitloudon.org

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership
- Place of National Beauty and Rural Character

Leesburg is the county seat of Loudoun County. The downtown is a National Historic District and features shops, restaurants, art galleries and museums. Guided tours can be scheduled. Information for self-guided tours is available at the visitor center.



Fig. 3-10: Leesburg Historic District

2) **Ball's Bluff Battlefield and National Cemetery**

Ball's Bluff Road
Leesburg, VA 20176
www.nvrpa.org/parks/ballsbluff/index/php

Site open: Daily, dawn to dusk

Relation to themes:

- Land of Conflict and Reunification

This park preserves the site of the Battle of Ball's Bluff. This 1861 clash was the largest to take place in the county during the Civil War. The national cemetery here is one of the smallest in the country, where 54 Union soldiers are buried (only one of whose identity is known). A one-mile loop hiking trail offers interpretive signs.



Fig. 3-11: Ball's Bluff Regional Park

3) ***Oatlands Historic House and Gardens***

20850 Oatlands Plantation Lane
Leesburg, VA 20175
www.oatlands.org

Site open: April – Dec., Mon.-Sat. 10 a.m. – 5 p.m., Sun. 1-5 p.m.

Relation to themes:

- Place of National Beauty and Rural Character

Established in the early 19th century by George Carter, Oatlands was a thriving wheat plantation and base for numerous business enterprises until the time of the Civil War. During most of the 20th century Oatlands served as the country estate of Mr. and Mrs. William Corcoran Eustis, affluent Washingtonians with strong ties to the American political arena. When Mrs. Eustis passed away in 1964, her daughters, Margaret Eustis Finley – wife of David Finley, founding chairmen of the board of the National Trust for Historic Preservation (NTHP) – and Anne Eustis Emmett, donated the Oatlands to the National Trust. Today it remains an NTHP Historic Site as well as a National Historic Landmark.



Fig. 3-12: Oatlands Plantation (Photo by Kenneth L. Garrett, courtesy of the JTHG Partnership)

PRINCE WILLIAM COUNTY

1) ***Manassas National Battlefield Park***

12521 Lee Highway, Manassas, VA 20109
www.nps.gov/mana

Site open: Daily, dawn to dusk; Visitor Center open daily 8:30 a.m. – 5 p.m.

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership
- Place of National Beauty and Rural Character

The historic site tells the story of two Civil War battles. The first, in the summer of 1861, was the first major land battle of the war. Nearly one year later, both sides met again on the same battlefield and the Confederates won a



Fig. 3-13: Manassas National Battlefield Park (Photo courtesy of the National Park Service)

solid victory bringing them to the height of their power. Site interpretation includes exhibits, an orientation film and guided tours.

2) ***Bull Run Mountains Nature Preserve***

17405 Beverley Mill Drive
Broad Run, VA 20137
www.brmconservancy.org

Site open: Year-round, dawn to dusk

Relation to themes:

- Land of Conflict and Reunification
- Place of National Beauty and Rural Character

Straddling the Fauquier/Prince William County line, the Bull Run Mountains State Natural Area Preserve occupies 2,486 acres of rocky ridges and steep valleys. The varied topography and geology of the site yield several forest and woodland community types. The Bull Run Mountains Conservancy (BRMC) maintains several hiking trails and offers interpretive and environmental education programs based on research conducted at the preserve.

Located near the preserve's Mountain House and parking area, Chapman's/Beverley Mill adds a dimension of human history to a site already rich in natural history. The "Turn the Mill Around Campaign" is focused on restoring Chapman's/Beverley Mill and developing interpretive programming at the site.



Fig. 3-14: Chapman's/Beverley Mill, 1914 (Photo courtesy of Chapman's/Beverley Mill.)

CULPEPER COUNTY AND THE TOWN OF CULPEPER

1) *Culpeper Historic Downtown*

Culpeper Department of Tourism
Visitor Center
109 S. Commerce Street, Culpeper, VA 22701
www.visitculpeperva.com

Visitor Center open: Weekdays 8:30 a.m. – 5 p.m.,
weekends 9 a.m. – 5 p.m.

Relation to themes:

- Place of National Beauty and Rural Character

Originally surveyed by George Washington in 1759, the Town of Culpeper offers a historic panorama ranging from Civil War sites to a revitalized downtown filled with shops restaurants and antique stores. A walking tour of downtown entitled “In & Around Culpeper” and “A Driving Tour of Civil War Culpeper” are available at the Visitor Center, which is housed in the historic train depot. Culpeper is a designated Virginia Main Street Community.



Fig. 3-17: Downtown Culpeper

2) *Museum of Culpeper History*

803 S. Main Street, Culpeper, VA 22701
www.culpepermuseum.com

Site open: Mon.-Sat. 10 a.m. – 5 p.m., Sun. 1-5 p.m.

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership

The Museum offers a variety of interactive exhibits regarding Culpeper's rich Civil War history, displays of dinosaur tracks discovered in a local quarry, Native American artifacts and much more.

The Museum Gift Shop offers souvenirs, keepsakes and educational materials. Adjacent to the Museum is the Burgandine House (c.1750), the oldest house in the town of Culpeper, which is also open to visitors.



Fig. 3-18: Museum of Culpeper History

3) **Brandy Station Battlefield**

Brandy Station Information Center and Graffiti House
19484 Brandy Road
Brandy Station, VA 22714
www.brandystationfoundation.com

Site open: Year-round, dawn to dusk.

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership

The Battle of Brandy Station was one of history's greatest cavalry engagements with over 20,000 troops, including 17,000 cavalry, engaged in battle. Although the Union advance was repelled, the overwhelming dominance of the Confederate cavalry was broken in this 1863 battle. During this and other local battles, the Graffiti House served as a field hospital for the South and a headquarters for the Federal forces during the winter encampment of 1863-64. Soldiers from both sides made drawings and signed their names and units on the walls. These are currently undergoing restoration.



Fig. 3-19: Brandy Station Battlefield

4) **Cedar Mountain Battlefield**

VA Route 657 and US Route 15
Culpeper, VA 22701

Site open: Year-round, dawn to dusk

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership

In 1862, General Stonewall Jackson led 22,000

Confederate troops against only 12,000 Federal troops at Cedar Mountain. The Confederate forces were surprised, however, when Federal General Nathaniel Banks and his troops struck first. Jackson rallied his troops, drawing his swords for what is said to be the only time he did so during the war, and led them to victory. Today a trail with interpretive markers guides visitors through the battle.



Fig. 3-20: Cedar Mountain Battlefield

ORANGE COUNTY, THE TOWN OF ORANGE AND THE TOWN OF GORDONSVILLE

1) **Montpelier: Home of President James Madison**

Four miles west of Orange on State Rte. 20 at
11407 Constitution Highway
Montpelier Station, VA 22957
<http://www.montpelier.org>

Site Open: Every day except Thanksgiving and Christmas.
November – March: 9:30 a.m. to 4:30 p.m. April –
October: 9:30 a.m. to 5:30 p.m.

Relation to themes:

- Land of Leadership
- Place of National Beauty and Rural Character

The lifelong home of James Madison, “Father of the Constitution” and fourth President of the United States, was also home to three generations of the Madison family from 1723 to 1844. The mansion core was built by Madison's father c.1760. Today, it is the centerpiece of a 2,700-acre estate containing farmlands, forests, formal gardens, 135 buildings, and a steeplechase course that was added in the 20th century.



Fig. 3-21: Montpelier's exterior restoration is complete, with the mansion once again appearing as it did in James and Dolley Madison's day. (Photo courtesy of The Montpelier Foundation)

2) ***Orange Historic Downtown***

Orange County Visitors Center
122 East Main Street
Orange, VA 22960
www.visitorangevirginia.com

Visitor Center open: Year-round, daily 9 a.m.– 5 p.m.

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership
- Place of National Beauty and Rural Character

For all of its history, the Town of Orange maintains a down-home modesty that will appeal to any visitor. Though much of the town was destroyed by a fire in 1908, several buildings from the 1800s remain, including the 1859 Orange County Courthouse, listed on the National Register of Historic Places. Also on the National Register is St. Thomas Church, where Robert E. Lee worshipped during his encampment there during the winter of 1863-1864. A fine complement to the Madison's Montpelier, the James Madison Museum in Orange features personal belongings of the President and presents the rural heritage of Orange County throughout history.



Fig. 3-22: Orange Historic Downtown

ALBEMARLE COUNTY AND THE CITY OF CHARLOTTESVILLE

1) ***Charlottesville Historic Downtown and Downtown Mall***

Charlottesville Downtown Visitor Center
100 5th Street, NE
Charlottesville, VA 22902
www.pursuecharlottesville.com

Visitor Center open: Year-round, daily 9 a.m.– 5 p.m.

Relation to themes:

- Land of Conflict and Reunification
- Land of Leadership
- Place of National Beauty and Rural Character

When the Virginia legislature and Governor Thomas Jefferson fled Virginia's capital to evade British troops in 1781, they came to Charlottesville. At the time, the town consisted of a courthouse, tavern and a little more than a dozen homes and businesses. Today the town is still small enough to walk from the east end of the downtown to the University of Virginia on the west end of Main Street. Still, that walk can take days if one stops to appreciate all of the history and local character along the way. Highlights include Court Square, the Downtown Mall, Jackson Park, Lee Park and the University of Virginia Academical Village.



Fig. 3-23: Charlottesville's Downtown Mall

2) **University of Virginia Academical Village**

University Avenue
Charlottesville, VA 22902
www.virginia.edu

Site open: Grounds are always open

Relation to themes:

- Land of Leadership
- Place of National Beauty and Rural Character

In the early 1820s, Thomas Jefferson persuaded the Virginia legislature to invest in the creation of a new university intended to reinforce Virginia's leadership in national affairs by training the state's young leaders at home rather than sending them to northern colleges. The University of Virginia opened in 1825 with a campus design by Jefferson that is still seen as a model today. Jefferson's 'academical village' was to be a place where shared learning infused daily life, with faculty members living in Pavilions among the student rooms, with the dramatic library in the classical Rotunda at the head of the rectangular Lawn. The site (with Monticello) is listed as one of 878 World Heritage sites (one of twenty in the United States) by the United Nations Educational, Scientific and Cultural Organization (UNESCO).



Fig. 3-24: Jefferson's Academical Village at UVA

3) **Ash Lawn-Highland: Home of President James Monroe**

1000 James Monroe Parkway
Charlottesville, VA 22902
www.ashlawnhighland.org

Site open: Year-round, daily

Relation to themes:

- Land of Leadership

Ash Lawn-Highland is a historic house museum, 535-acre working farm, and performing arts site. President James Monroe and his wife, Elizabeth Kortright Monroe of New York, owned Ash Lawn-Highland from 1793 to 1826 and made it their official residence from 1799 to 1823. After the Monroe's death, the name of their farm was changed from "Highland" to "Ash Lawn." Today both names are used.



Fig. 3-25: Ash Lawn-Highland (Photo courtesy of Ash Lawn-Highland)

4) **Monticello: Home of President Thomas Jefferson**

931 Thomas Jefferson Parkway
Charlottesville, VA 22902
www.monticello.org

Site open: Year-round, daily

Relation to themes:

- Land of Leadership

Monticello was the estate of Thomas Jefferson, the principal author of the United States Declaration of Independence, the third President of the United States, and founder of the University of Virginia. The house is of Jefferson's own design and is situated on the summit of an 850-foot-high peak in the Southwest Mountains south of the Rivanna Gap. Monticello is Italian for "little mountain". Visitors can tour Jefferson's gardens, plantation operation and home, which he designed and redesigned for fifty years. Monticello was designated a World Heritage Site in 1987, an honor it shares with the nearby University of Virginia.



Fig. 3-26: Monticello

3.3 EXISTING ROADWAY CONDITIONS

The route that the Journey follows varies widely as it runs through the many rural areas, small communities, and larger towns between Gettysburg and Charlottesville. In towns, the Byway follows the business route into the historic center, transitioning to a “Main Street” in most cases. In rural and transitional areas, the Byway follows two-lane rural roads and four-lane highways. The locations of these road types are shown on Map 9 in Appendix 1.

This section of the corridor management plan summarizes the physical, operational, and safety characteristics and conditions on roadways followed by the Byway. The summaries that follow were compiled using crash data and daily traffic volume data provided by VDOT and PennDOT. (Roadway information for the portion of the Journey in Maryland is summarized in the Catoclin Mountain Scenic Byway Corridor Management Plan.) Field observations were collected for the corridor in September and October of 2007. Operational and safety summaries are provided in the following sections:

- Commuter impacts
- Corridor safety review
- Vehicular accommodation
- Corridor wayfinding

COMMUTER IMPACTS

With the Byway’s close proximity to the Washington Metropolitan area, sections of the corridor are affected by the travel behavior of commuters driving from outlying areas to jobs in greater Washington, D.C. Existing bypasses have been constructed along some of the most heavily traveled portions of the corridor – including Culpeper, Warrenton, Leesburg, Frederick and Gettysburg – thereby relieving some of the capacity pressures on the Byway, which follows the original business route into each of the towns and cities along the Byway. The following paragraphs briefly summarize commuter impacts for key sections of the corridor. In this section, the term ‘peak hours’ primarily refers to morning and evening commuter rush hours. For more specific information regarding these time periods, refer to each state’s department of transportation.

Adams County (US Route 15 Business)

In Straban Township, PA Route 394 acts as a point of northern entry to the Byway, and from PA 394, US Route 15 Business passes through the town of Gettysburg, Gettysburg National Military Park, and the rural

countryside of Adams County. Traffic volumes are higher on weekdays during the morning and evening peak hour than other hours of the day. Typical “main street” traffic conditions—stop-and-go at signals—is common during these periods in Gettysburg. The majority of through traffic bypasses the Byway route on the US Route 15 bypass. During non-peak weekday periods, traffic flows are steady. On weekends, particularly during peak tourist periods, traffic volumes are higher and travel speeds acceptably slow.

Loudoun County, North of Leesburg (US Route 15)

US Route 15 is one of two bridge crossings of the Potomac River west of Arlington. Weekday commuters traveling from northern Loudoun County and southern Maryland to employment areas in eastern Loudoun County and in Fairfax County travel southbound on US Route 15 during the morning peak hour and return northbound in the evening peak hour. Traffic volumes on US Route 15 between Point-of-Rocks and the US Route 15 bypass in Leesburg are noticeably higher during these periods and low travel speeds and periods of congestion are frequent. Although there is peak hour traffic congestion on this section of the Byway during the height of the morning and evening peak periods, during the majority of the day, traffic flows comfortably.

South Loudoun County/North Prince William County (US Route 15)

Similar to the North Loudoun County section of US Route 15, weekday commuting patterns create congestion and delays on US Route 15 during the morning and evening peak hours. In the morning peak hour, traffic travels northward toward Route 7 and ultimately the Dulles Greenway and southward toward US 50 and US 29 to access I-66 to travel east into the Washington Metropolitan Area. In the evening peak hour, these patterns are reversed as people return home. During peak hours, traffic is stop-and-go approaching major intersections, particularly at the US Route 15/US 50, US Route 15/US 29, and US Route 15/Route 7 intersections. Although there is peak hour congestion, during non-peak periods and on weekends, traffic flows are generally steady and the flow of traffic is only interrupted at major intersections and where left turning traffic temporarily delays through travelers.

Prince William County (US Route 15/US 29) to Warrenton

Traffic conditions along the shared section of US Route 15/US 29 are challenging during peak periods. The US Route 15/US 29 corridor is a primary commuter route between the westernmost portion of the Greater Washington area's commuter-shed—Warrenton, Culpeper, Prince William County, and Fauquier County—and I-66. As a result, traffic volumes and congestion increase from west to east. Travel below the posted speed limit and long delays at major signalized intersections are common in the vicinity of the US Route 15/US 29 intersection in the morning and evening peak hours. During non-peak weekday periods and on weekends, through traffic volumes are moderate, traffic flows are steady, and congestion is minimal.

Warrenton to Opal (US Route 15/US 29/US 17)

Between Warrenton and Opal, traffic volumes are moderate and traffic flows are steady. Though the majority of traffic travels northeast toward I-66 in the morning peak hour and southwest in the evening peak hour, there is some degree of reverse commuting that occurs in this section of the corridor. During very limited periods of the morning and evening peak hours, there is some delay at intersections, but these delays are typically short in duration and occur at a very limited number of locations. During non-peak weekday periods and on weekends, traffic volumes are moderate and traffic flows are steady.

Opal to Culpeper (US Route 15/US 29)

South of Opal, traffic volumes in the US Route 15/US 29 corridor drop significantly. With many travelers turning to and from US Route 17 to travel northward on US Route 15/US 29 and avoid congested sections of Washington Metropolitan Area interstates, the section of US Route 15/29 south of Opal operates with little to no unusual delays during peak periods. Traffic flows are steady and at or above the posted speed limit.

Culpeper (US Route 15 Business)

Traffic volumes are noticeably higher on US Route 15 Business during the morning and evening peak hours and during peak shopping periods. There are a substantial number of major retailers north of Culpeper on US Route 15 Business including Wal-Mart, Target, and Lowe's. Approaching Culpeper's historic downtown, the development scales from large-format retail to smaller-scale

shops and offices, typical of a Main Street community. Though there is some congestion on US Route 15 Business through Culpeper, it is isolated to very short periods on weekdays. During other periods of the day, traffic flows steadily and at speeds expected on a historic "Main Street."

Orange to Charlottesville (US Route 15, Route 20 in Orange County, Route 231 and Route 22)

Weekday commuting patterns have a limited impact on this section of the Byway. Although there is a noticeable increase in traffic during the morning and evening peak hours, congestion is not an issue for this section of the Byway. The majority of commuter-oriented traffic gravitates to routes with more direct access to Charlottesville and employment areas in Albemarle County.

CORRIDOR SAFETY REVIEW

Traffic Volumes

Average daily traffic volume data was obtained from PennDOT and VDOT for the Byway corridor. This data is summarized in Figures 1 through 11 in Appendix 2. The traffic volume data that was compiled is consistent with field observations regarding traffic operations and general travel patterns. The highest volumes of traffic were found to be on the four-lane sections of the corridor between the US Route 15/US 29 split in Prince William County and Warrenton and on the route leading into Charlottesville.

As it relates to traveler experience along the Byway, the high volumes of traffic in Charlottesville are not as noticeable to the travel experience as those in Loudoun and Prince William Counties. The congestion that exists during peak hours in these counties makes it challenging to travel on US Route 15 and US Route 15/US 29 with any degree of travel time expectancy during peak hours. The travel experience in these sections of the corridor is more comfortable and reasonable during non-peak weekdays and on weekends.

Crash History

Three full years of crash data was obtained from PennDOT and VDOT for the Byway corridor. This data included all reported crashes provided to VDOT and PennDOT for portions of 2004, 2005, 2006, and portions of 2007. Over 2,700 crashes were reported for the three years studied. The data is summarized in Figures 1 through 11 in Appendix 2. The crash data was reviewed to identify

acute safety issues within the Byway corridor. In general, crashes occurred with the highest frequency in sections of the corridor with high volumes of traffic and congestion and with the lowest frequency in lower volume sections of the corridor. The following briefly discuss each section of the corridor studied.

Straban Township in Adams County

The majority of crashes in this section of the corridor (40 percent) were reported as angle crashes. Of the 20 crashes reported in this section of roadway, there was one reported fatality. This section of roadway connects Straban Township to Gettysburg. Crash reports indicate that approximately 50 percent of crashes involved injuries and 50 percent were property damage only. The fatal crash appears to have been caused by a vehicle's impact with a tree along the corridor. The crash report indicates that the driver was traveling on the wrong side of the road. In reviewing the remainder of the crash reports of the corridor, it did not appear that there are major safety issues in this section of corridor. The majority of crashes appear to be a result of excess travel speeds by drivers, driver distraction, collisions with animals, failure to judge the speed of oncoming traffic and failure to provide adequate distance between following vehicles (tailgating).

Gettysburg and Adams County

The majority of crashes in this section of the corridor (84 percent) were reported as angle crashes. Of the 44 crashes reported in this section of roadway, there were no reported fatalities. This section of roadway connects town and county. The majority of crashes reported involved injuries. Based on crash data, the majority of crashes occurred in Gettysburg. In reviewing the data, it did not appear that there are major safety issues in this section of corridor; however in Adams County, there appear to be a few locations that could benefit from driveway consolidation and minor access treatments.

Loudoun County, North of Leesburg

The majority of crashes in this section of the corridor (84 percent) were reported as rear-end crashes. Of the 275 crashes reported in this section of roadway, three crashes involved fatalities. Understanding the traffic operations of this section of the corridor, a high percentage of rear-end crashes is consistent. In general, rear-end crashes occur with greater frequency and at a higher rate in locations that experience unsteady traffic flow conditions and congestion. In heavier traffic conditions, the primary contributor to

this type of crash is sudden stops of traffic and inadequate following distance (tailgating).

Clusters and/or groupings of crashes were noted at two locations in this section of the corridor. These locations were immediately south of the Village of Lucketts. Rear-ends were the primary type of crash at each of these locations. Recent roadway modifications to improve shoulders, provide left and right-turn lanes, and increase lane widths may help to mitigate this type of crash. As previously mentioned, the most effective means of reducing the rate and frequency of this type of crash is through the discouragement of tailgating.

South Loudoun County/North Prince William County

The majority of crashes in this section of the corridor (47 percent) were reported as rear-end crashes. Also prevalent, angle collisions contributed to over 20 percent of all crashes. Of the 1,040 crashes reported in this section of roadway, six crashes involved fatalities. Similar to the north Loudoun County section of the corridor, a high percentage of rear-end crashes is consistent with conditions experienced. The combination of heavy peak hour traffic volumes, rolling alignment of the corridor, and sight distance issues along US Route 15/US 29 due to the vertical curvature of the roadway all contribute to the frequency of rear-end crashes.

The frequency of angle collisions is likely to be the result of driver frustration/ignorance (running red lights) and misjudging the speed of intersecting traffic. The vertical curvature of the roadway combined with a relatively straight horizontal alignment, even during peak hours, contributes to traffic exceeding posted speeds in many sections of the corridor. This condition contributes to the frequency of angle collisions especially where sight distance is limited.

Seven locations were noted with high numbers of crashes for this section of the corridor. The prevalent crash types at these locations were consistent with those of the section as a whole—angle and rear-end crashes. The highest number of crashes occurred at intersections. Of particular note, the US Route 29/Route 215 (Vint Hill Road) intersection was among the locations with the highest number of crashes. From experience, traveling eastbound on US Route 15/US 29 approaching the US Route 15/US 29 intersection, sight distance is limited by the vertical curvature of the roadway. Warning signage, a flashing beacon, and rumble strips have been installed to increase driver awareness though this area.

To further improve conditions at this location, a reduction in speed may be warranted. At locations with angle collision issues, further study will be needed to determine if countermeasures are appropriate.

Warrenton

Few crashes were reported in the section of US Route 15/US 29 through Warrenton. This section of US Route 15/US 29 has full control of access and no at-grade intersections. The majority of crashes in this section of the corridor (33 percent) were reported as rear-end crashes. No significant safety issues were noted in this section of the corridor.

Warrenton to Culpeper

The majority of crashes in this section of the corridor (39 percent) were reported as rear-end crashes. Nearly 65 percent of all crashes involved property damage only. Of the 644 crashes reported in this section of roadway, six crashes involved fatalities. Similar to the other sections of the corridor, a high percentage of rear-end crashes is consistent with conditions experienced, especially in the vicinity of Opal, where significant roadway improvements are planned. The relatively high southbound (US Route 15/US 29) left-turn volume creates speed differential issues between through and turning traffic and may contribute to the prevalence of rear-end crashes. Additional advance warning signage or a flashing beacon may be warranted to increase driver awareness of the traffic signal and frequent peak period left-turn queues.

The other location where rear-end crashes were frequent was in the vicinity of the signalized intersection of US Route 15/US 29/US 17. At this location 40 rear-end crashes were reported. Based on field observations and an understanding of the traffic flow conditions at this location, these crashes are likely to be the result of drivers unprepared to stop at the traffic signal, having traveled around Warrenton on an access controlled facility. Advance warning signage and pavement markings are currently provided to warn approaching drivers of the intersection condition.

Culpeper to Orange

Few crashes were reported for this section of the Byway. The majority of crashes in this section of the corridor (54 percent) were reported as other or animal-related collisions. Similar to other sections, angle and rear-end crashes also were frequent and occurred at intersections with minor public streets. No significant safety issues were noted in this section of the corridor.

Orange to Charlottesville

The majority of crashes in this section of the corridor (40 percent) were reported as rear-end crashes. Nearly 65 percent of all crashes involved property damage only. Of the 645 crashes reported in this section of roadway, two crashes involved fatalities. The majority of crashes reported were in the vicinity of Charlottesville.

VEHICULAR ACCOMMODATION

The majority of the Journey follows National Highway System corridors—US Route 15 and US 29—and significant state routes—Route 20, Route 231, and Route 22. The corridor follows sections of two and four-lane roads in rural areas as well as through historic “Main Street” and other small communities. The following briefly summarizes the review of horizontal and vertical clearances along the corridor, general road conditions, and general shoulder conditions.

Horizontal and Vertical Clearances

Based on field observations and corridor tours, no issues were noted with regard to horizontal and vertical clearance modifications needed to accommodate recreational vehicles (RVs) and buses. On multi-lane rural sections of the corridor, no substandard height bridges (below 13 feet-6 inches minimum, 14 feet-6 inches desirable) or weight limited bridges were noted. Similarly, no substandard height bridges were noted on two-lane sections of the corridor.

General Road Conditions

The older rural sections of the corridor, whether two- or four-lane, have a generally rolling alignment that follows the natural terrain. Along these same sections, where in the past, two-lane roads were widened to four-lanes, there are fewer and longer vertical curves that follow the natural terrain less closely. Along rural sections, there are numerous horizontal curves, some of which have advisory speed plaques for warning signs for speed reductions appropriate for the degree of curvature.

It was noted in corridor tours that some of the posted speeds along these sections of roadway—particularly along Route 20, 22, and 231—appear excessive for the conditions and that comfortable travel speeds were five to 10 miles per hour less than the posted speed limit. In these sections where the posted speed appears to be in excess of the appropriate travel speed, an evaluation of the running and safe driving speed, as well as a review of standards and

criteria should be conducted to determine the proper posted speed. In these same sections, limited tree trimming and general roadside maintenance to maintain a clear travel way will be necessary over time.

In the many towns through which the corridor passes, roadway geometry—curb radii, lane width, number of lanes, horizontal and vertical curves—is acceptably constrained. The corridor condition in these sections promotes travel speeds (low) consistent with the level of activity on and adjacent to the street.

General Shoulder Conditions

Shoulder conditions vary throughout the corridor. In-town sections of the corridor generally have curb-and-gutter and sidewalks, and rural sections generally have grass lined swales (ditches) along the roadside. Shoulders are limited in width throughout rural sections and slope away from the road surface. On most two-lane sections of the corridor (with the exception of US Route 15 north of Leesburg), shoulders are narrow and generally not wide enough to allow a vehicle to slow and pull out of the flow of traffic. On older portions of four-lane sections in the corridor, shoulders also are narrow and limited in width by guardrails, slopes, or other natural or manmade features. On newer portions of four-lane sections of the corridor, shoulders are wider, but in many cases, limited by slopes, natural features, and guardrails.

CORRIDOR WAYFINDING

The majority of the Journey follows US Route 15 and the business routes leading into the many small towns and communities along the route. Approaching Charlottesville from the north, the Byway diverts onto Route 20, 22, and 231. Signage for US Route 15 and the Business routes is clear, but often easily missed due to the abundance of other signage along the corridor. Route signage competes with other route, attraction, town and business signage. Other signage issues include consistency, location, and frequency of signs for the route as well as attractions along the route. In addition, there are a number of State Scenic Byways that intersect the route and may confuse some travelers as to the path for the Journey and other byways.

3.4 TYPES OF CHANGE LIKELY TO OCCUR TO THE ROADWAY AND ROADSIDE

Based on the existing and planned land use along the Byway, the planned and programmed projects, and the range of safety and capacity concerns that have been raised over the last twenty plus years, the following are the likely types of changes to the roadway and roadside that have occurred and are likely to continue occurring along the Byway.

PLANNED AND PROGRAMMED PROJECTS ALONG THE JOURNEY BYWAY ROUTE

The following is a list of the planned and programmed projects gathered from each states transportation improvement programs:

Adams County, PA and Gettysburg

- Emmitsburg Road, Middle Creek Bridge replacement
- Emmitsburg Road Marsh Creek Bridge replacement
- US Route 15 Business, Act 44 resurfacing (2009) from Chapel Rd. to MD line
- Gettysburg Area ITS (includes close circuit TV in Gettysburg, VMS system, link to website to improve traffic flow)

Frederick County, MD

- US Route 15 Frederick Freeway- Freeway reconstruct US 40 to North of Biggs Ford Road
- US Route 15 Frederick Freeway Interchange construct at Monocacy Boulevard
- US Route 15 Catoctin Mt. Highway Freeway reconstruct. North of Biggs Ford Road to the Pennsylvania state line

Leesburg and Loudoun County, VA

- Leesburg – four lane (South King Street from Evergreen Mill Road to SCL Leesburg)
- US Route 15 Construct Bicycle/Pedestrian Facility (from Whites Ferry Road to Leesburg town limits)
- Rt. 15 safety improvements (Whites Ferry Road to .25 mile north of Lucketts)
- US Route 15 Safety Improvements (.1 mile north of Whites Ferry Road to .2 mile south of Lucketts Road)
- US Route 15 – Village of Lucketts safety improvements (.28 mile south Lucketts Rd. to .19 mile north Lucketts Road)
- US Route 15 safety improvements, .21 miles south of Route 661 to .20 miles north of Route 657

- US Route 15 safety improvements (.2 miles south of Lovettsville Road to Maryland State Line)
- US Route 15 – Addition of turn lanes & a multi-purpose trail
- US Route 15 roundabouts at Gilbert’s Corner

Prince William County, VA

- US Route 29/15 bridge (over Broad Run) strengthening and road widening (.55 mile to intersection of Route 215)
- US Route 15 Widening Project: I-66 to VA Route 234

Fauquier County, VA

- US Route 15 construct interchange at Route 17
- Route 215 intersection improvements @15/29

Culpeper County, VA

- US Route 15 widening from .10 mile south NCL Culpeper to Route 666; Business parallel lane from Route 666 to .19 miles east of Route 665; and interchange at 15/29 and 666

Orange County, VA

- US Route 15 Gordonsville Bypass adopt alignment (crossing Byway)
- Route 20, Montpelier Entrance (environmentally related)

Albemarle County, VA

- Route 22 realign intersection with Route 250

Virginia Source: SYIP and Comprehensive Plans; **MD**

Source: HNI (not financially constrained);

PA Source: Adams County 12-Year Program and PennDOT Engineering District 8-0

CURRENT ENHANCEMENT PROJECTS

The following projects are funded through the transportation enhancement program or similar programs (in various stages of planning, design or construction):

- Borough of Gettysburg, PA - Steinwehr Avenue Streetscape Project (waiting for last piece of funding).
- Town of Leesburg - replacement of 78 wood/metal streetlights with new historic lighting fixtures.
- Town of Haymarket - Continuation of streetscape improvements along Washington Street including brick

sidewalks, streetlights, bicycle lanes and racks, and landscaping.

- Prince William County - Survey of the historic road network at Buckland; archaeology of the roads and roadhouses of Buckland; installation of interpretive markers with landscaping, trails and pull-off construction.
- Town of Warrenton - Completion of a tourist/visitor center adjacent to the Mosby-Spilman House on Main Street in Old Town Warrenton. Other improvements include sidewalks, parking area, pedestrian pathways and landscaping.
- Fauquier County - Warrenton Branch Greenway (Lord Fairfax CC extension) Extension of the Warrenton Branch Greenway. This phase includes construction of a bicycle/pedestrian trail on the Fauquier Campus of the Lord Fairfax Community College.
- Culpeper County Cedar Mountain wayside - Development of the infrastructure for interpretation and tourism visitation at Cedar Mountain Battlefield Park. Improvements to include Interpretive Center, Transportation Museum, parking facilities, landscaping, interpretive signage, and hiking/biking trail (current allocation is \$100,000).
- Town of Culpeper - Streetscape and pedestrian improvements
- Culpeper County - Construction of pull-off with pedestrian facilities, interpretive material, and landscaping improvements at the Brandy Station Battlefield site.
- Town of Orange streetscape and gateway signage – funds to be used for area in the vicinity of Train Station.
- Montpelier - new entrance and historic train station restoration.
- Town of Gordonsville - depot restoration and sidewalk improvements - Construction of a sidewalk extension from South Main Street to the Gordonsville Freight Depot and Historic Exchange Hotel sites.

Note: See Chapter 4 for future enhancement project opportunities (not currently funded).

EXISTING ROADWAY MANAGEMENT PRACTICES OF THE HIGHWAY DISTRICT OFFICES

The primary agencies responsible for undertaking routine maintenance work along the Byway are the Culpeper and Northern Virginia Districts of the Virginia Department of Transportation; District 3, of the Maryland State Highway Administration; and District 8 of the Pennsylvania Department of Transportation. Each District is also responsible for implementing 3R Work on the Byway

(Resurfacing, Restoration, and Rehabilitation). In addition, District offices handle such items as spot safety improvements, traffic signalization, access permits, and signage, along with other small-scale projects.

A particular issue that has been raised as part of the planning process is the role that public/private partnerships are playing in the transportation project development process. In times when the pace of urban development has been high, a number of roadway projects have been built by private entities, such as developers, in order to address identified transportation impacts with their developments. Project undertaken in this manner, such as the project being implemented along US 15 in Prince William County north of I-66 and south of Sudley Road may need careful monitoring to ensure that the Byway's needs and issues are fully considered as part of that effort. (See page 177 in Chapter 7 for a discussion of how this coordination can be accomplished.)

The following summarizes the types of changes that occur routinely along the Byway. See Chapter 6 for suggested approaches to conducting these types of practices along the Byway.

Spot Safety Improvements

These projects include modifications to the roadway and roadside in response to safety issues and accident history. Examples along the Byway have included left turn lanes and shoulder work north of Leesburg and warning signs and flashing warning lights approaching Vint Hill Road (NB). Speed reduction and traffic calming measures are also implemented to reduce risk. The radar activated speed sign in Lucketts is an example.

Roadway and Roadside Geometry

These activities typically include changes to horizontal and vertical alignment to increase sight distances, removing fixed objects in roadside clear zones, the provision of guardrails or barriers, and increases in shoulder width.

Regulation of Traffic

Regulation of traffic includes providing turn lanes, channeling turning movements, installing traffic control devices, changing speed limits, installing warning signs, etc.



Fig. 3-27: US 29 SB Bridge

Bridges

Bridge maintenance has become an increasingly important issue in all three states as well as nationwide with the collapse of the bridge in Minnesota. Inspecting and maintaining bridges is a routine activity at the District level. The rehabilitation and reconstruction of bridges typically includes statewide design expertise.



Fig. 3-28: Right turn slip lane

Access Management

Access management includes the ways in which private property owners are granted access to state highways. For the two-lane sections of the Byway, this typically involves providing access and egress lanes to facilitate the slowing down of traffic to make a right turn, and to provide space for a vehicle entering the highway from a right turn to accelerate to operating speed. On four-lane sections, crossovers present additional issues, although on US 29/15, there is increasing pressure to limit future requests.

Noise

In urbanizing locations, warrants for the installation of noise walls and other measures to reduce noise such as a change in pavement design may occur for newly funded projects on National Highway System routes.

Lighting

Roadway lighting is typically installed in the urban and urbanizing areas along the Byway, and at some intersections in the rural areas. Night-sky issues (glare, light trespass) are an important issue along the Byway.

Roadside Maintenance and Management

Mowing practices, wildflowers, invasive species management, vista and wayside management (e.g. at pull-offs and historic markers) are often accomplished at the district level through maintenance programs. Adopt-a-highway and



Fig. 3-29: Roadside appurtenances typically found along US 15. See Chapter 6 for suggestions on improving their appearance

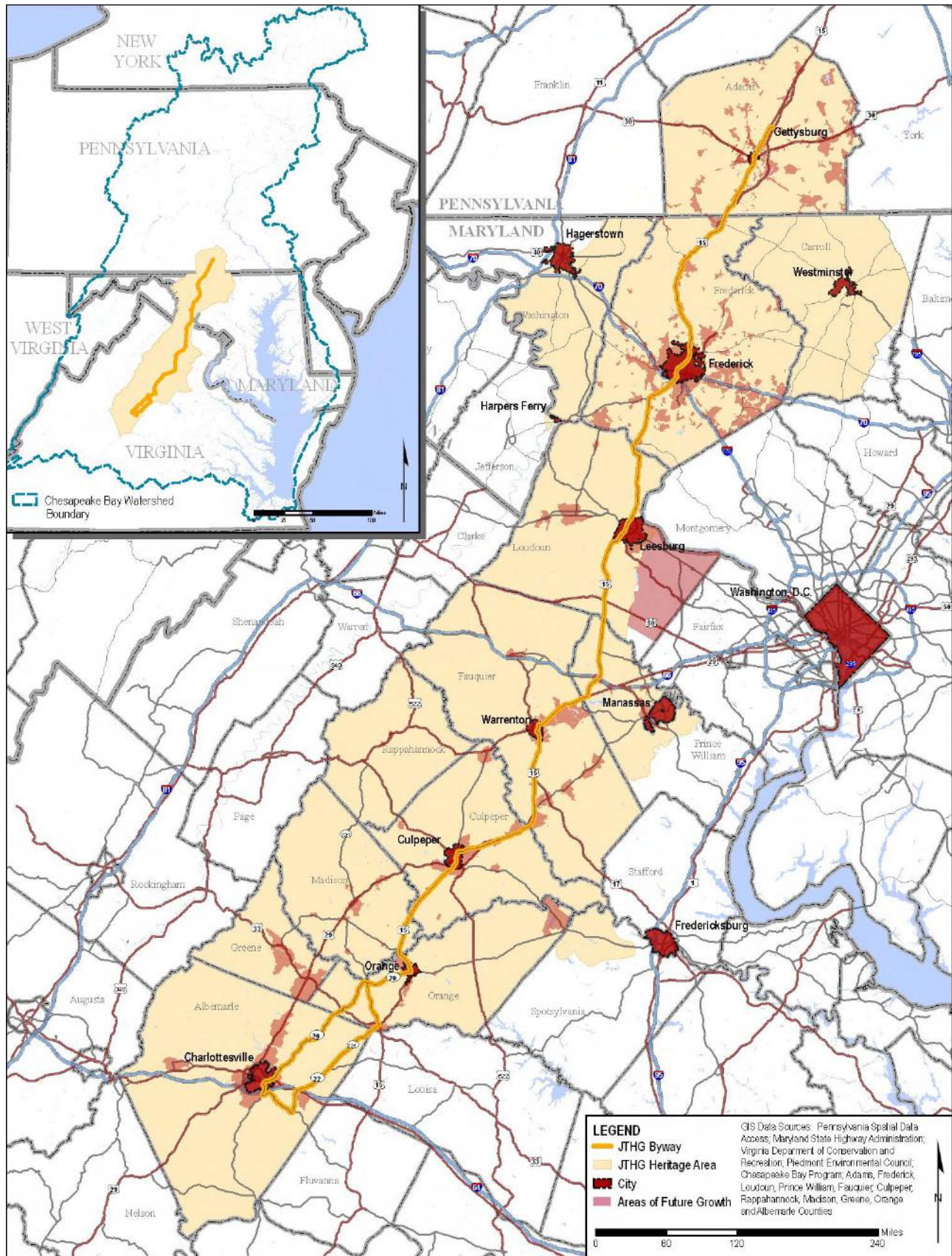


Fig. 3-30: Planned Growth Areas as per Comprehensive Plans

community-based planting programs are coordinated through the District offices as well.

Bicycles and Pedestrians

Bicycling and walking along the JTHG route is anticipated to be an important element with regard to heritage tourism and interpretation along the Byway. Separated shared-use pathways, sidewalks, ADA compatibility, crosswalks and other programs are routinely coordinated through the District office while funding for these programs is often managed at the state level (e.g. through Transportation Enhancement programs and Safe Routes to Schools).

Off-Premise Signs and Billboard Permitting

As a designated scenic Byway on the National Highway System, no new billboards may be permitted on those portions of the Byway that are part of the National Highway System.

FUTURE LAND USE CHANGE ALONG THE BYWAY

Each community has identified long-term future growth areas along the Byway. However, predicting land use change along a Byway is more of an art form than a science. Land use change is a function of a wide range of factors, some more predictable than others. Factors that affect the rate and location of land use change include the nature of existing land use controls and guidance, community and private investments in infrastructure, market demand, political decisions, and the physical and environmental constraints that affect the use and costs of using the land.

As with the Catoctin Mountain Scenic Byway Management Plan (See pages 1-2 and 1-3 of that Byway management plan.), no changes to growth areas, land use or zoning regulations of any kind are proposed as part of this plan, nor are they needed for Byway designation. This plan, however, will encourage property owners to participate in a full range of existing and available programs, on a voluntary basis, to preserve, maintain, and or enhance the character and qualities of this significant rural and historic landscape and the traditional “Main Street” communities through which it passes.

The previous sections of Chapter 3 identified the existing roadway and transportation projects planned and programmed for the Byway corridor. Chapter 4 of the Byway management plan identifies ways in which these

planned and programmed projects can be designed to be more attractive and to fit better into the rural and historic setting.

Chapter 4 also identifies the wide range of existing programs that are available to assist property owners and communities in their efforts to maintain agricultural and forest land uses, conserve open space, protect water quality, enhance opportunities for multi-modal use of the Byway, and provide for more visitor services and attractions.

The remaining portion of this chapter is intended to describe the types of development and land use changes that are likely to occur within the corridor based on the types of land use plans, conservation measures, planned infrastructure improvements, and physical and environmental considerations that affect how land is used.

Planned Growth Areas

Each of the localities along the Byway has identified the planned locations for future growth in their comprehensive plans. Appendix 3, Supporting Local Land Use Policies, summarizes and compares each jurisdictions planning, zoning, agricultural land, forest-land, mountain ridgeline protection, entrance corridor overlay, and historic preservation policies and regulations.

Table 3-1, page 62, summarizes these programs at a glance and provides a clear picture of the existing policies and programs that can be used to guide land use and maintain the Byways intrinsic qualities over a 175-mile long corridor.

Figure 3-30 illustrates the locations of planned growth and development compiled from all of the comprehensive plans in corridor. The categories included by jurisdiction the planned development categories (pink areas on the map) are included in Appendix 3.

Influences on Regional Growth

In addition to the planned and programmed transportation projects noted above, there are a number of projects that could influence future growth and development patterns along the corridor but are beyond the scope of this corridor management plan. These include the following:

- Growth and Development Issues in Southern Adams County (Freedom and Cumberland Townships, BRAC)

Journey Through Hallowed Ground Corridor Management Plan

	Adams*	Albemarle	Carroll	Culpeper	Fauquier	Frederick	Greene	Loudoun	Madison	Orange	Prince William	Rappahannock	Washington
Growth Area Defined	●	●	●	●	●	●	●	●	●	●	●	●	●
Agricultural Land Preservation	●	●	●	●	●	●	●	●	◐	◐	●	●	●
Mountaintop Protection	○	●	○	○	○	○	○	○	○	○	○	○	◐
Forest Land Protection	●	●	●	●	●	●	●	●	◐	◐	●	●	●
Entrance Corridor with Design Guidelines	◉	●	○	●	◐	○	○	●	○	○	●	○	○
Local/Historic District with Design Guidelines	●	●	●	●	●	●	○	●	○	◐	●	●	◐

* within Adams County, the Borough of Gettysburg and Cumberland Township only

- included in comprehensive plan
- not included in comprehensive plan
- ◐ under development or very general
- ◉ within the Borough of Gettysburg only

Table 3-1: Status of existing conservation plans and policies along the Byway

- Growth and Development Issues in Northern Frederick County (Thurmont annexation, water and sewer issues, adequate public facilities)
- Western Transportation Corridor (not currently under consideration by Montgomery and limited to Eastern Loudoun in current Draft Countywide Transportation Plan)
- Willow Run Development Area, Culpeper County
- Meadowbrook 500kV Transmission Line
- US 29 Corridor Development Study (I-66 to I-64)

Physical and Environmental Factors Shaping Growth

Geographic information system data can paint a clearer picture of other factors that shape growth. Figure 3-31 is a “layer-cake” diagram for the area just north of Leesburg (the red area on the bottom layer). The middle layer shows the environmental factors (lands constrained by poor soils and floodplains for example), and the top layer shows the lands conserved by public and private means (such as conservation easements or publicly owned land). Areas with fewer constraints or not protected by other means are likely to be more vulnerable to change due to reduced cost or conservation interest.

The GIS data base can easily portray the locations of lands where conservation practices are needed to maintain the character and quality of the landscape. Priority for these locations will be given when implementing the conservation strategies outlined in Chapter 4.

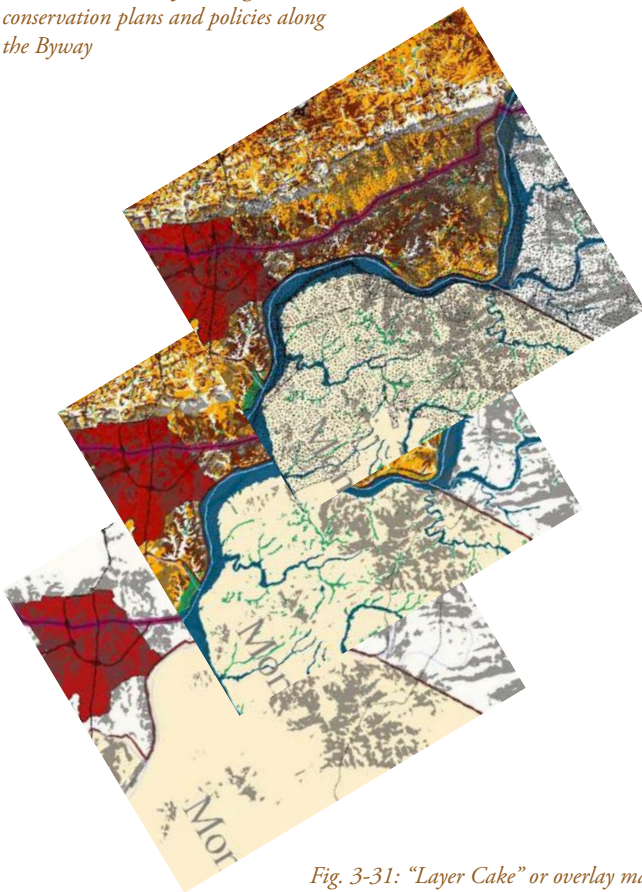


Fig. 3-31: “Layer Cake” or overlay mapping showing the relationships among different physical and environmental factors that shape growth

CHAPTER 4: PRESERVING AND MAINTAINING INTRINSIC QUALITIES



Fig. 4-1: The “essence of the Byway” is best expressed in the views of the rolling hills of the Piedmont, Catoctin Mountain, and South Mountain ranges.

In order for the JTHG to be successful as a nationally significant heritage tourism destination, the experience of getting from place to place along the travel route must be just as interesting and exciting as being in those places. Chapter 2 describes the character defining features that are found along the travel route and the significance of those features. Chapter 3 describes some the changes likely to occur over time.

The success of the Byway, then, is dependent upon how well the local, state and federal agencies responsible for its stewardship can manage that change while respecting the rights and responsibilities of the individuals, businesses, corporations, and institutions that own those lands.

The vision statement in Chapter 1 spells out the desired future condition of the Byway in broad terms. The corridor definition in Chapter 2 establishes the geographically unique Byway regions associated with physiography of the landscape. The corridor definition also identifies the characteristics of the corridor – its width, the types of sites and attractions found within the corridor and their relationship to the primary themes of the Byway corridor.

The final two variables that affect the overall travel experience of the Byway include the way in which the roadway is designed and used and the way the adjoining lands are designed and managed.

The character of the roadway alignment is a function of many variables: the width of the cross-section; shoulder types; drainage type; bridge types; how access from adjoining land is managed; overhead and underground utilities; lighting; pedestrian and bicycle facilities; and adjoining landscape design. The array of variables results from decisions made about the overall purpose of the road, the desired operating speeds, and the relationship of the roadway to adjoining features and uses.

The form and appearance of adjoining lands are a function of how a community plans for those uses, how individual property owners actually use and manage the property, and external factors such as regional patterns of growth and development, market attractiveness and resource economics.

With that in mind, the communities that make up the JTHG Partnership must decide which of those factors they can influence and shape in order to achieve the desired future character of the travel experience. The communities along the Journey have two choices: They can take a proactive role in shaping the changes that are occurring along the Byway as a means of achieving the desired character, or they can sit back, let that change happen on its own, and hope for the best.

The answer probably lies somewhere in between. Consequently, the following strategies have been designed to address the unique needs of each community along the Byway. These strategies are designed to provide the communities with a menu of tools and techniques from which to pick and choose. Given the fact that every community is different, each can use the tools that best meet their needs while achieving the regional vision for the Byway.

4.1 CONSERVATION AND PRESERVATION STRATEGIES

The following describes the recommended preservation strategies. The first group of conservation and preservation strategies (strategies 1 through 11) should be applied to the conservation priorities. The second group of strategies (12 and 13) should be applied to those lands that are of conservation interest but may not meet all the criteria for a conservation priority. Strategies 13 and 14 apply specifically to the cultural resources of the Byway. The

last preservation strategy describes a long-term financing approach to develop a sustainable source of funding for preservation, conservation and enhancement activities along the Byway and within the Heritage Area.

The Plan recommends that conservation priorities be established to focus limited amounts of public and private funding on those lands that are most critical to the continued preservation of the rural and historic character of the Byway. The following conservation priorities are recommended:

- Lands that form the setting of each of the historic sites and features that contribute to the themes of the JTHG. A list of these sites is found in Appendix 3.
- Lands that form the setting for the most scenic views associated with the Journey and that provide the basis for qualifying the Byway as a nationally significant scenic area.
- Lands that are visually prominent as seen along the Byway.
- Lands identified in 1, 2, or 3, above that are most vulnerable to change associated with the planned and programmed projects and land use change described in Chapter 2 of the CMP.

Map 7 in Appendix 1, shows the locations of these lands in relation to planned growth areas along the Byway. Of particular concern is the need to convert lands that are conserved through land use taxation programs.

There are approximately 1.8 million acres of land that fall into one of the first three categories of conservation priority along the Byway. Of these lands, approximately 44 percent are currently protected through existing public ownership or conservation easement and an additional nine percent are protected through other temporary conservation measures (regulatory, land use taxation, and recognition programs).

Much of the additional 9% of lands with temporary conservation measures in Virginia include lands within Agricultural and Forestal Districts. Land lying within an agricultural and forestal district that is used in agricultural or forestal production automatically qualifies for land use taxation (land that is appraised at its value for agricultural or forestal use rather than its fair market value). These designations are temporary in that land can be removed from these districts, although property owners must pay the difference between the favorable tax rate and the tax that would have been paid on the land's fair market value.

Composite - see Map 8

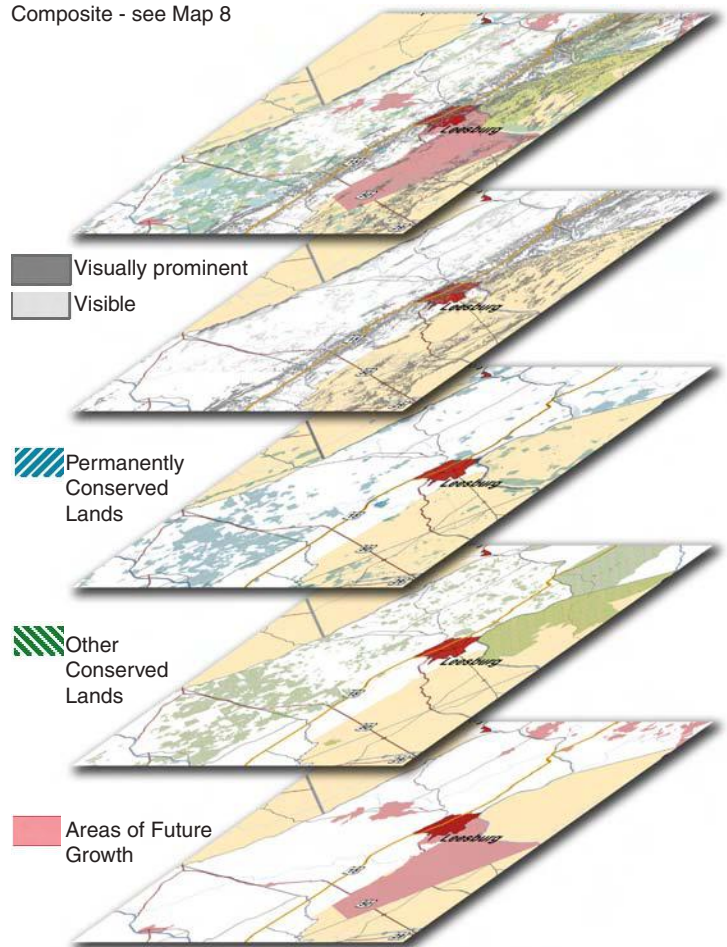


Fig. 4-2: The diagram above illustrates how conservation priorities are mapped within the GIS database, also shown on Map 7, Appendix 1

Additional open space has been preserved through various types of open space designations through the comprehensive plan. One example is Prince William County's Rural Crescent where densities are limited generally to 1 houses per 10 acres. Although this does not permanently protect land as open space, it provides an overall vision for the area along the Byway in Northern Prince William (roughly north of Sudley Road) and West of Gainesville as maintaining its rural land uses.

This level of conservation activity is remarkable. Northern Fauquier County, for example, has a greater concentration of land under easement than anywhere else in the United States. Much of this effort has been spearheaded by private conservation groups such as the Piedmont Environmental Council. Many of the region's preservation efforts for Civil War battlefield sites have been supported by the Civil War Preservation Trust including Gettysburg, Antietam, Aldie, Brandy Station, Bristoe Station, Cedar Mountain, Manassas, and Upperville among others. The American

Battlefield Protection program has also been very active in the region helping to define battlefield sites, develop management plans, and implement the recommendations of those plans. State agencies have also been very supportive of the conservation efforts including Pennsylvania's Department of Conservation and Natural Resources, Maryland's Department of Natural Resources Rural Legacy Program and Virginia's Department of Conservation and Recreation.

The JTHG Partnership will be the responsible party for assuring that the conservation and preservation needs of the Byway are met. Partnership staff will be responsible for working with its many partner organizations, including those mentioned above, that are involved in conservation and preservation actions in the Byway region and will serve as a facilitator to match the conservation and preservation needs of the Byway with the organizations that are best able to address that conservation or preservation need. If a particular partner organization is unable to address that need due to unmet funding or personnel needs, then the JTHG Partnership will work with that organization to find the necessary support or to find another organization that can provide the needed support.

The Corridor Management Plan recognizes the tremendous accomplishment of these organizations and recommends that representatives of each of these organizations continue to work together to address the conservation and preservation needs of the JTHG as outlined in this chapter. Furthermore, the JTHG Partnership will work with its partners to monitor comprehensive planning and development issues that affect the Byway. See Chapter 7 for a discussion how these strategies will be implemented and how this type of monitoring could be accomplished.

1) COMPREHENSIVE PLANNING: CONSERVATION AND PRESERVATION PRIORITIES

As a first step, each of the jurisdictions along the Byway that has not already done so will need to recognize the JTHG corridor and related parks, trails and sites in their comprehensive plans and identify its resources and qualities as a priority for conservation and preservation in the County. This step will enable the JTHG Partnership to pursue private conservation actions with willing landowners along the Byway in a manner that is consistent with county, state, and federal open space planning policies and funding programs. It will put the JTHG's conservation interests

on a level playing field with other conservation priorities such as farmland, forestland, greenways, blueways, and watershed conservation priorities. Where the Journey's priorities overlap with others, the chances for funding purchases from willing sellers will increase.

As an overall strategy, the one that is the most likely to minimize changes in land use along the Byway is to work directly with property owners who are willing to sell, transfer, or donate their future development rights in exchange for cash, the transfer of development rights to other more desirous locations, or for tax benefit.

Purchase of development rights programs are already in use in Fauquier and Albemarle Counties. The transfer of development rights was recently enabled by the Virginia Legislature and has been in use in some Maryland jurisdictions, while the donation of conservation easements has been practiced very successfully in all three states.

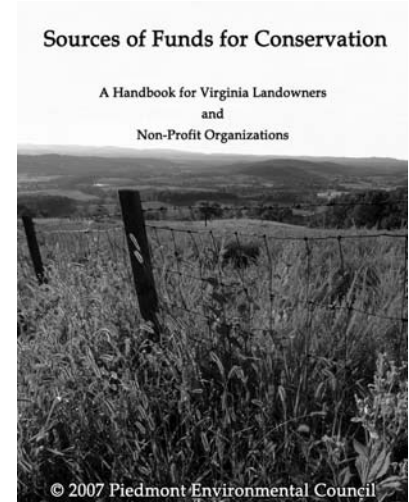


Fig. 4-3: Conservation Handbook published by the Piedmont Environmental Council

The purchase, transfer, or donation of development rights have two distinct advantages: A permanent easement is placed on the property so that the quality it is intended to protect will be permanently protected. Once permanently protected, future development pressure on roads, schools and infrastructure is reduced or eliminated.

Conservation and preservation easements protect a large portion of the JTHG corridor, as shown on Map 7 in Appendix 1. Private conservation lands generally fall into two categories:

- i) Lands that are permanently protected through public ownership or a conservation easement, including
 - Public land (federal parks, forests and wildlife management areas; state parks, forests and wildlife management areas; local parks and open space) – in all three states
 - Agricultural Land Preservation Easements – Adams County, PA, and State of Maryland programs

BEST PRACTICES ALONG THE JOURNEY**ACQUISITION OF CONSERVATION EASEMENTS (ACE)
PROGRAM FOR ALBEMARLE COUNTY, VIRGINIA**

What is the ACE program? The acquisition of conservation easements program was designed to provide a financially attractive way for lower income landowners to protect family farms in Albemarle County and their unique open space resources. It represents an opportunity for landowners to voluntarily sell a conservation easement to a public agency to be held in trust for perpetuity. In turn, the agency will pay the landowner the difference between the value of the property prior to the easement and the value of the property after the easement. The difference in value reflects the land's value as protected open space (such as farmland, forestland or rural use) versus the "highest and best" use (often residential development).

Who can apply? Any landowner in Albemarle County whose land should remain in open-space according to the Comprehensive Plan. The County is not legally obligated to accept an offer to purchase a conservation easement nor is the landowner legally obligated to accept the County's offer to purchase. The Board of Supervisors makes the final determination to accept each proposal to purchase made by a landowner, provided the individual purchase reflects the goals of the current Comprehensive Plan.

How are properties chosen? A ranking evaluation system was created to award points for a number of different values including: 1) open space resources (such as size of parcel and whether it joins a permanently protected area); 2) threat of conversion to development and; 3) natural, cultural, historical or scenic resources (such as mountaintops, working family farms, important viewsheds, scenic highways and rivers, watersheds, productive soils and historically significant properties). Any property that is awarded a minimum of 15 points is eligible for consideration; however, properties in the applicant pool with the highest point total have the highest priority.

How do citizens benefit from this program? There is an increasing recognition that farm and forestland, clean water and air, diverse wildlife habitats, scenic vistas and rural character have public as well as private value. The ACE Program provides a means for attaining a balance between landowner's rights and responsibilities and the public value of rural land. The ACE Program supports the goals of the Comprehensive Plan by adding an additional tool to protect the County's natural, scenic, cultural and historical resources, promoting a stable, sustainable and vital agricultural and forestry base, and protecting the County's surface and groundwater supplies.

Excerpts from : <http://www.albemarle.org/departments.asp?department=planning&relpage=2465>

- Private Conservation – these data layers show privately owned conservation lands with easements held by certified organizations including Maryland Environmental Trust, Virginia Outdoors Foundation, private land trusts or conservation organizations

- ii) Lands that have varying levels of temporary conservation measures available or in place through land use taxation programs, zoning overlay districts for mountaintop protection (Albemarle) and districts that enable farm and forestland to become eligible for conservation easement and purchase of development right programs (but do not establish commitments for those programs). These include the following
 - Agricultural Security Areas, Adams Co.
 - Maryland Agricultural Land Preservation Foundation districts
 - Maryland Forest Legacy Areas
 - Maryland Rural Legacy Areas
 - Agricultural districts, Loudoun Co.
 - Agricultural and forestal districts, Fauquier Co.
 - Agricultural and forestal districts, Culpeper Co.
 - Agricultural districts, Rappahannock Co.
 - Agricultural districts, Albemarle Co.
 - Mountain overlay districts, Albemarle Co.

While the current level of protection in place will maintain the basic quality and integrity of the Journey corridor, there is still more work to be done.

The 2006 Virginia Outdoor Plan provides documentation as to the level of use and interest in activities that are associated with the corridor. For example, in the last 12 months, of those households surveyed:

- 71.70% went walking for pleasure (#1 activity)
- 55.60 % went driving for pleasure (#3 activity)
- 56.10% visited a historic site (# 2 activity)
- 44.30 % visited a natural area (#5 activity)

Those surveyed also identified conserving natural resources as the most important reason for the Virginia system of state parks. Over ninety-four percent of those surveyed thought it was important or very important to protect Virginia's natural and open space resources and over seventy-seven percent of those surveyed indicated that the state should spend public funds to acquire land to prevent the loss of exceptional natural areas to development. For the full survey see http://www.dcr.virginia.gov/recreational_planning/documents/vopsurvey06.pdf.

Note: Maryland and Pennsylvania do not appear to have recent updates to their statewide outdoors plans nor readily accessible surveys comparable to Virginia's recent efforts.

2) GIS DATA SHARING

As part of the corridor management planning effort, all of the existing and available Geographic Information System (GIS) data has been assembled into a single database. Many of the conservation and preservation organizations and agencies that have responsibilities along the Byway have contributed to this data, and a strategy is needed to continually update the database so that it can be used to monitor conservation and preservation needs along the Byway.

Going forward, the GIS data needs for the JTHG are likely to include, but not be limited to

- serving as the data clearinghouse for the JTHG Partnership keeping regional data up to date and accessible.
- utilizing the GIS data to assist in land conservation issues (e.g. demonstrate the public benefit of a conservation easement proposal in relation to the conservation needs of the Byway and the Heritage Area)
- maintaining a database for the visitor and site attractions that links to the website and is kept up to date with such things as hours, directions, etc. ...
- working with each subcommittee to further identify data needs for conservation/preservation, interpretation, heritage tourism, and transportation

The JTHG Partnership should work towards making this information freely available to its partner organizations and to encourage its use. This effort needs to be supported by grant funding rather than through enterprise.

Currently the GIS data resides with the consultant preparing the Corridor Management Plan. A transition will require funding support to train JTHG Partnership staff on the use of the data, to purchase new equipment and to establish protocols for data sharing and for keeping the database up to date. Once the transition has occurred, the GIS database should be kept at a single location and updated periodically through automatic updates and subscriptions.

3) CONSERVATION AND PRESERVATION SUBCOMMITTEE

All of the organizations and agencies with an interest and role in preserving, conserving or enhancing the Byway



Fig. 4-4: In response to rampant growth without adequate public service, Frederick County declared a two-year moratorium on some new residential building outside of municipalities in Frederick County, Maryland. During this time the county will revise its Comprehensive Plan to better reflect the available public facilities in the region. Some of the lands around Thurmont (above) and Emmitsburg are likely to be down-zoned.

corridor should meet periodically (at least once a year) to review progress on achieving conservation goals, identify opportunities for cooperation in establishing conservation and preservation partnerships, and set forth a conservation agenda for the coming year, agreeing upon responsibilities for conservation projects and initiatives needed along the Byway.

4) ESTABLISH A BYWAY ADVOCACY NETWORK

While multiple groups advocate on behalf of a number of common causes to Byway preservation, conservation and enhancement, it is important to identify a specific group that can be counted on to communicate using a wide range of media (print, web, radio, and TV) to speak out on behalf of the Byway interests regarding future projects that affect the quality of the Byway experience.

There are issues on which like-minded conservation groups may disagree including those involving development, transportation, heritage tourism development, preservation of historic resources versus conservation, etc. When this happens, there is a need for a Byway advocate. The Catoctin Area Planning and Preservation Association in Frederick County, Maryland is a good example of the type of advocacy group or network needed.

The Catoctin Area Planning and Preservation Association is a loose group of individuals and organizations that have come together to advocate on behalf of intelligent planning for the future in the northern Frederick County area. They



Fig. 4-5: The Adams County Land Conservancy and its various partners have established the South Mountain Initiative with funding from Pennsylvania's DCNR for conservation easements to protect vulnerable lands.

successfully raised the level of discourse on annexation in the Thurmont area to include issues that are important to the Byway, as well as issues that are important to the region as a whole, such as adequate public services. This group would be an excellent model to adapt to other parts of the Journey Corridor.

5) BYWAY SPECIFIC CONSERVATION AND PRESERVATION EASEMENT PROGRAMS

There is an extensive amount of literature available for landowners and agencies that manage land along the Journey corridor. Unfortunately, much of this literature is either no longer in print, slightly out of date, not generally available on-line, or simply unavailable to landowners. Conservation and preservation practices along the corridor would benefit from periodic updating of this material, making it readily available from a single source, and making it readily understandable to a lay audience. The conservation and preservation manual would be organized in a fashion similar to this chapter, with more detail and with an on-line version that incorporates web-based links to specific conservation and preservation resources.

In order to encourage the use of existing voluntary and non-regulatory programs to conserve Byway resources, the Plan recommends that efforts be made to encourage property owners to voluntarily place conservation easements on their property. This can be achieved utilizing existing programs in place throughout the corridor.

The Plan recommends that the efforts of existing nonprofit land trusts and conservation organizations be coordinated through the establishment of a JTHG Conservation and

Preservation Easement Program. The program would serve as a clearinghouse to provide landowners with accurate Byway specific conservation and preservation materials. The program would have the following key components:

- Publish and maintain a conservation priority map and GIS database and assist each jurisdiction in adopting or amending an official open space map showing conservation priorities for the Byway. This map then can be used to establish conservation interest for private conservation action, as well as any public conservation action that the County may pursue in the future. Adopting an official open space map also may be beneficial in establishing the eligibility of projects for funding.
- Provide educational and technical assistance to landowners wishing to voluntarily establish conservation easements on their property.
- Provide monitoring capacity for maintaining conservation easements.
- Maintain a notebook and website that monitors the status of conservation easement programs including deadlines for application, yearly funding allocations, current criteria for acceptance into a program, and a current list of organizations that provide technical assistance.

The program would facilitate the donation of conservation or preservation easements and/or purchase of conservation or preservation easements for property owners funded through public agencies and private foundation support. The program would notify landowners of the availability of such programs and explain in clear terms what the true costs and benefits of potential preservation and conservation opportunities, helping them to overcome initial obstacles that limit participation.

The following programs should be monitored, at a minimum, in each state.

Pennsylvania Programs

The Pennsylvania Department of Conservation and Natural Resources (DCNR) offers multiple programs for the conservation of open space including forests, greenways, recreational trails, and community open space. Information is available at <http://www.dcnr.state.pa.us/grants>.

- PA DCNR Community Conservation Partnerships Program (C2P2) – The PA DCNR Community Conservation Partnerships funding cycle for planning and acquisition projects should be of a statewide, multi-

county or multi-municipal nature and have some time-sensitive priority.

- Shared Municipal Services through PA DCNR could provide funding for conservation planning services through a technical circuit rider.
- PA DCNR Land Trust Grants provide 50 percent funding for the acquisition of open space and natural areas that face imminent loss. Lands must be open to public use. Priority is given to lands providing habitat for threatened species. Eligible applicants include nonprofit land trusts and conservancies.
- Pennsylvania's "Cultural Landscape Initiative" (CLI), a program of the Department of Conservation and Natural Resources, offers an opportunity to establish comprehensive strategies for natural resource conservation, recreational planning and land management in support of local area initiatives. South Mountain is currently under consideration as a CLI.

Adams County Green Space Grant Program

The Adams County Green Space Grant Program was established in 2007 to provide a matching source of funds for preservation by municipalities and non-profit conservancies. There are several categories of eligibility for potential preservation projects: agricultural lands, lands that protect open space, lands that provide park and recreational opportunities, and lands that have historical or cultural significance. Guidelines for program application and eligibility are available at the following link: http://www.adamscounty.us/adams/lib/adams/GS_Program_-_Program_Guidelines_-_PDF.pdf.

Land Conservancy of Adams County (LCAC)

Established in 1994, the Land Conservancy of Adams County (LCAC) is a member-supported nonprofit land trust whose mission is to preserve the rural lands and character of Adams County. The organization is funded by private donations, grants, easement partners, fund raisers, and by its 600 members. Currently, the LCAC holds 91 easements covering nearly 5,500 acres.

Adams County Forest Legacy Program

Adams County was designated a Forest Legacy by the Pennsylvania Department of Conservation and Natural Resources. The Adams County Board of Commissioners (County) in partnership with the Land Conservancy of Adams County, Inc. (LCAC) is the co-sponsor of the USDA Forest Legacy Program (FLP). The Forest Legacy Program is designed to protect forestlands in a manner

similar to that afforded to farmlands under the Farmland Preservation Program. The FLP works with landowners on a voluntary basis to purchase easements on lands or properties in the defined Forest Legacy Area (FLA).

Adams County Agricultural Land Preservation

The Adams County Agricultural Land Preservation Board (Board) was established by the Adams County Board of Commissioners to administer the Agricultural Conservation Easement Program for Adams County. The Board works with landowners to preserve economically viable agricultural areas through the easement program and other means. Much of the land along the Byway is not located within the County's Agricultural Security Areas. The open space and forest legacy programs noted above are likely to be better sources for funding in the vicinity of the Byway.

Pennsylvania Land Trust Association, Conservation Easement Assistance Program

The Pennsylvania Land Trust Association provides grants to qualified organizations to assist in the acquisition of conservation easements. [See http://conserveland.org/ceap/content/ceap_brochure_html#introduction]

Maryland Programs

The following programs should be utilized to further the conservation goals established in the Catoctin Mountain Scenic Byway Corridor Management, which addresses the portion of the Journey in Maryland.

Agricultural Land Preservation Districts

As part of the Maryland Agricultural Land Preservation Foundation (MALPF) Program, property owners meeting minimum requirements may request the formation of an Agricultural Land Preservation District. The requirements



Fig. 4-6: Pennsylvania and Maryland have made concerted efforts to preserve working farm and orchard land.

include a minimum of 50 acres unless adjoining a property already enrolled in the program and a minimum of 50% class I, II or III soils, or a minimum of 50% Woodland Groups 1 or 2. A number of property owners have formed Agricultural Land Preservation Districts along the Byway as shown on the Conservation Map.

Frederick County's Agricultural Land Preservation Program

Frederick County has an existing agricultural land preservation program that has been used to purchase development rights including lands that are in the vicinity of US Route 15.

Frederick County's Installment Purchase Program

According to the County, the Frederick County Agricultural Land Preservation program "enables the County to leverage existing funding to purchase more easement acreage than through traditional lump-sum easement purchase programs. Upon approval by the County and agreement by the landowner the County will invest in a Zero Coupon Bond that will mature to the full value of the easement at the end of a specified term from 10 to 20 years. In the interim, the landowner will receive interest payments on the easement value that may be exempt from federal income tax. At the end of the term the seller of the easement receives the full matured value of the easement."

According to the County, the requirements of the program include a minimum of 50 acres unless the farm adjoins a property already under a permanent land preservation agreement and soils requirements similar to MALPF. The easement value and ranking system for this program is established through a point system. Effort should be made to amend the easement value ranking to provide additional value for farmlands that are identified as a conservation priority from the Catoctin Mountain Scenic Byway (and the Maryland Historic National Road).

Frederick County's Critical Farm Program

Frederick County purchases "options" to acquire easements on farms that are being sold to full-time farmers. This allows the prospective purchaser the ability to purchase farmland in the County by providing the "up-front" capital needed for such a purchase. The farmer has five years to sell an easement under the Maryland Agricultural Land Preservation Program or other Governmental Land Preservation Program. If the applicant is successful in selling an easement to the State, the owner then repays

the County the original option price. If the owner is not successful with the state purchase of the easements, the County can acquire the easement at no additional cost.

Rural Legacy Areas (Maryland Green Infrastructure)

The Rural Legacy Program redirects existing state funds into a dedicated land preservation program specifically designed to limit the adverse impacts of sprawl on agricultural lands and natural resources. The program reallocates state funds to purchase conservation easements for large contiguous tracts of agricultural, forest and natural areas subject to development pressure and fee interests in open space where public access and use is needed. The Program is a targeted land preservation effort that is approved through grants from the Maryland Department of Natural Resources.

Frederick County has one successfully operating Rural Legacy Area – the Mid-Maryland Rural Legacy Area. According to the County, the Mid-Maryland Rural Legacy area is a joint partnership between Frederick County's network of local land trusts and the Frederick County government. This partnership is committed to ensuring permanent protection, through easements and transfers of development rights, of a substantial portion of the County's unique and highly significant Catoctin ridges and valley landscapes. The Rural Legacy applications were a regional effort that also included Montgomery and Washington Counties. A second Rural Legacy Area has been approved by the Maryland Department of Natural Resources in Frederick County co-sponsored by the Board of County Commissioners (BOCC). The Carrollton Manor Land Trust, Inc. received support from the Frederick County Planning Commission and the BOCC, which found the grant application consistent with the County-wide Comprehensive Plan. Matching funds were pledged by the Board of County Commissioners that further supported the Carrollton Manor Rural Legacy Initiative. According to the Carrollton Manor Land Trust, a total of 37 properties with 4,337 acres were included in this grant application, suggesting that many landowners in the area share a strong commitment to preservation of the land.

There is also continuing interest in creating a third Rural Legacy Area associated with the lands in the vicinity of Catoctin Mountain Park and Cunningham Falls State Park in the northern section of the County. This rural legacy area would create a very important tool for conservation of the ridgelines of the Catoctin Mountains as seen from US Route 15.

Private Forest Conservation Programs

Large portions of the lands that comprise the Catoclin Mountain Scenic Byway are privately held forestlands. Efforts should be made to encourage landowners to manage and retain their forest land to preserve the scenic and recreational qualities of the Byway. Although funding for these programs is not a high state or federal priority, funds are available and could be taken advantage of to further steward the forest resources of the Byway.

Virginia Programs

In Virginia, land conservation easements can either be donated or sometimes sold to qualified private or public organizations. Most of the easements are donated to the Virginia Outdoors Foundation, a state agency. Other state agencies also accept easements, including the Department of Conservation and Recreation (VDCR), Department of Forestry (VDOF), Virginia Department of Game and Inland Fisheries, and the Virginia Department of Historic Resources. Soil and water conservation districts can hold easements in Virginia as well as local governments.

Department of Conservation and Recreation's Office of Land Conservation (VDCR)

The VDCR maintains a statewide "conservation lands" database that includes public and certain private lands with the potential to serve various conservation, recreation and open-space roles. It also produces a directory of Virginia's land conservation trusts and organizations and a brochure that details state agencies' programs suited to help citizens conserve their land. More information is available at http://www.dcr.virginia.gov/land_conservation/index.shtml.

The Virginia Outdoors Plan, published by the VDCR, offers extensive discussions of land trusts activities in the Northern Virginia Region. Please see Appendix 4, item c.3, for a list of those conservation organizations that are currently working in the JTHG region. The plan recommends working closely with these existing groups to link together opportunities for funding associated with the

JTHG planning and management effort with the ongoing activities of existing land trusts.

Virginia Land Conservation Foundation

The Virginia Land Conservation Foundation provides state funding to conserve certain categories of special land, such as open spaces and parks, natural areas, historic areas, farmland, and forests. More information is available at http://www.dcr.virginia.gov/virginia_land_conservation_foundation/. About 3 million dollars were allocated for fiscal year 2009.

Virginia Conservation Lands Needs Assessment (VCLNA)

The VCLNA can help guide effective conservation by providing technical assistance in the form of tools that help both government and private organizations identify resource protection areas and that, at the local level, help planners manage growth in a balanced way. More information is available at www.dcr.virginia.gov/natural_heritage/vclna.shtml.

Department of Taxation's Land Preservation Tax Credit

This tax credit "allows individuals and corporations to take a credit for conveying land located in Virginia for such purposes as historical or conservation preservation, agricultural use, forest use, open space, and natural resource conservation." There is a statewide cap on land preservation tax credits set in 2006 legislation at 100 million dollars to be increased annually at an amount equivalent to the consumer price index. More information is available at <http://www.tax.virginia.gov/site.cfm?alias=taxcredit2#preservationAfter>.

VDACS Office of Farmland Preservation

Virginia's Office of Farmland Preservation "works with other governmental and private organizations to help establish local purchase of development rights (PDR) programs by creating model policies and practices, establishing criteria to certify programs as eligible to receive funds from public sources, and determining methods and sources of funding for localities to purchase agricultural conservation easements. Virginia programs along the Byway are available in Albemarle, Culpeper and

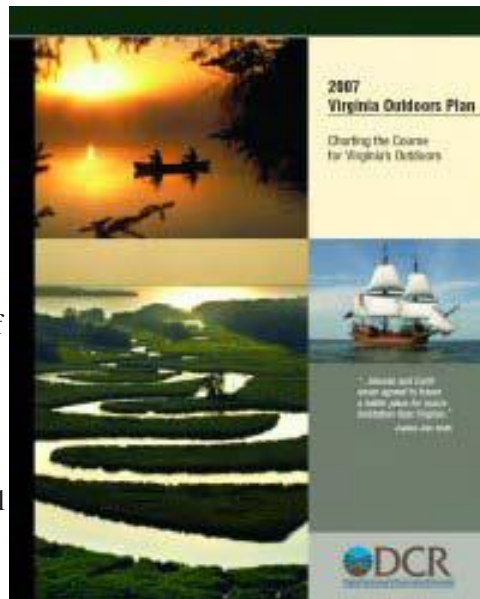


Fig. 4-7: The 2007 Virginia Outdoors Plan has extensive information about conservation programs and funding.



Fig. 4-8: Stewardship programs can help preserve farm and forest land along the rural portions of the Byway.

Loudoun, with Fauquier in the process of developing a program. More information is available at www.vdacs.virginia.gov/preservation/.

Green Infrastructure

The Virginia Outdoors Plan recommends that green infrastructure planning to be coordinated between state agencies and that agencies work in concert with green infrastructure planning such as is taking place with this planning effort for the JTHG region. The Virginia Outdoors Plan defines green infrastructure as “land planning that balances the benefits of open space with development. Green infrastructure planning emphasizes the importance of connections between blocks of open space, between developed and undeveloped areas and between society and the landscape.” Partnerships with state resource agencies is one way to extend resources and the knowledge base to implement green infrastructure initiatives. Maryland’s Green Infrastructure Program has been in place for many years and through its Open Space Program has achieved many positive results. Pennsylvania’s Cultural Landscape Initiative has similar goals. (See page 69 above.)

6) STEWARDSHIP PROGRAMS FOR FARM, FOREST, AND WATERSHED

Develop conservation and preservation educational materials to encourage private landowners to take advantage of existing programs.

Finding ways to increase the income of those dependent upon their land is one way to reduce the pressure on lands for the creation of second homes or other types of uses that

may not be compatible with Byway conservation efforts. Farm and woodland management programs provide a range of benefits from direct payments to cost sharing. All three Byway states manage these programs through the county offices of the Natural Resource Conservation Districts. The following describes each state’s programs for

- Forest Stewardship Plans
- Land Use Taxation Programs (agriculture, forest, and open space)
- Cost Share Assistance - Environmental Quality Incentive Program (EQIP)
- Landowner Incentive Program
- Forest Land Enhancement Program (FLEP)
- Forest Legacy Program
- Riparian Buffer Tax Credit
- Other Watershed Related Conservation Efforts

Forest Stewardship Plans

The first step toward healthy, productive woodland is a Forest Stewardship Plan. The Forest Stewardship Plan is a working document that provides the landowner with professional and technical information needed to manage and conserve forest resources. Some tax benefits and cost-share incentive programs require a Forest Stewardship Plan to ensure the landowner’s commitment to conservation practices in return for financial benefits.

The Pennsylvania Forest Stewardship Program requires the development of a Forest Stewardship Plan that affords landowners the opportunity to participate in available cost-sharing programs, including one that covers much of the cost of writing the forest stewardship plan.

Maryland’s Forest Stewardship Program provides land management assistance to private landowners for the preparation of a long-range plan that incorporates landowner’s objectives and the capability of the resource. It may include wildlife, forestry, recreation, soil and water management recommendations. The plan is required to apply for State and Federal fund cost-share programs and for participation in a Forest Conservation and Management Agreement (FCMA). A sliding schedule of fees applies depending upon size. In Maryland, these funds go directly into the Woodland Incentive Program.

The Virginia Department of Forestry has a state forester in each County that can assist with this plan. A modest fee may be involved. (See <http://www.dof.virginia.gov/mgt/index-stewardship.shtml>.)

Land Use Taxation

Each of the three states offers some form of land use taxation that is based on farm and forest use.

The Pennsylvania Farmland and Forest Land Assessment Act of 1974 (Act 319, Act 156) is a forest productivity tax according to which current value is based on Forest Inventory and Analysis (FIA) growth in four regions of the state. This method of calculating yields is usually weighted within counties.

Requirements:

- Minimum of 10 acres
- Change in use results in penalty of previous seven years plus interest
- Land must be stocked by trees able to produce timber or wood products
- No severance or yield tax

Maryland's Forest Conservation and Management Program Property Tax Act, Sec. 6&8 Woodland Assessment Program (019/040/020) offers two types of flat taxes. The first is the Forest Conservation Management Act (FCMA), which assesses land at a flat rate of \$125/acre (unless FMV is less than \$100/acre). Other woodland is taxed as agricultural use and is assessed at a flat rate of \$187.50/acre (<http://www.srs.fs.usda.gov/econ/data/forestincentives/summary-maryland.htm>).

Requirements:

- Minimum of five acres (For woodland taxed under agricultural use, woodland can be associated with agricultural land.)
- Management plan written by a licensed forester and certified by a DNR forester
- Under the FCMA, recently planted land is eligible after one growing season
- Under FCMA, the agreement between the DNR and the landowner is filed in county land records
- Duration is 15 years in FCMA with a management plan every five years
- For woodland taxed under agricultural use, a management plan is required every three years
- A change in use results in a penalty of rollback taxes to date of enrollment

Virginia law allows eligible land in agricultural, horticultural, forest or open space to be taxed upon the land's value in use (use value) as opposed to the market value. All of the Byway county governments have use

value programs for agriculture, horticulture and forest. Loudoun, Fauquier, Prince William, Madison and Albemarle also allow "open space" to qualify. (See page 64.) In Virginia, lands under conservation easement are taxed at the Open Space or Land Use value.

Virginia has a unique program that allows qualified natural areas (in addition to other types of open space) also to receive reduced assessments for property tax purposes, reductions in federal estate taxes, and a charitable donation for tax benefit. For example, a property owner that does not meet the criteria for farm, forest, or horticultural use may qualify for open space use (such as land used as a riparian buffer).

Cost-Share Assistance – Environmental Quality Incentive Program (EQIP)

While each state's program varies in implementation, as a federal program, EQIP has the same basic purpose and objectives across states. The program is a voluntary conservation program that helps farmers and agricultural producers reduce pollution and improve natural resources. EQIP provides technical and financial assistance to help farmers plan, install and implement structural, vegetative and management conservation practices on agricultural land. Eligibility is limited to persons who are engaged in livestock or agricultural production.

In Pennsylvania, an EQIP applicant must be a farmer or agricultural producer engaged in livestock or crop production on eligible land. Eligible land includes cropland, rangeland, pasture, private non-industrial forestland, and other farm lands, as determined by the Secretary of Agriculture.

In Maryland, EQIP offers financial and technical assistance to install or implement structural and management practices on eligible agricultural land. The program provides incentives in the form of cost-share payments to implement conservation practices including forestry management practices on non-industrial private forestland.

In Virginia, EQIP was established to provide a single voluntary conservation program for farmers and landowners to address significant natural resource needs and objectives. EQIP offers five to 10-year contracts to landowners and farmers to provide cost-share assistance and/or incentive payments to implement conservation practices and address the priority concerns statewide or in the priority area. Eligible land includes cropland, pasture,

and other agricultural land in priority areas or land that has an environmental need that matches one of the statewide concerns.

Landowner Incentive Program

The Landowner Incentive Program (LIP), funded by the U.S. Fish and Wildlife Service, is a competitive grant program that establishes partnerships between federal and state government and private landowners.

In Pennsylvania, grants are awarded to benefit species of special conservation concern as determined through the Comprehensive Wildlife Conservancy Strategy, also known as the State Wildlife Action Plan. These grants provide technical and financial assistance to private landowners for habitat protection and restoration.

In Maryland, LIP is a voluntary state program that provides landowners with incentives to help conserve habitat for species-at-risk in the state of Maryland. The ultimate goal of the program is to provide cost-share assistance to private landowners to protect, enhance, and restore habitat for rare, threatened, and endangered species. The Landowner Incentive Program is funding tree-planting to restore contiguous hardwood forest, reduce forest fragmentation and benefit forest-interior bird species and rare plants in Frederick County. Information is available at <http://www.dnr.state.md.us/wildlife/lip.asp>.

In Virginia, LIP provides 75% cost share to landowners willing to install and maintain stream restoration and riparian buffer projects on their property for at least ten years.

Forest Land Enhancement Program

Landowners who are implementing an approved Forest Stewardship Plan are eligible for certain cost-sharing assistance to preserve and protect their valuable resources. Information is available at <http://www.dof.virginia.gov/mgt/cip-fact-flep.shtml>.

In all three states, incentives in the form of cost sharing are offered to participants who agree to adopt and carry out a Forest Stewardship Plan based on realistic management objectives that match the landowner's interests and goals with the capability of his/her land. The practices that are recommended in the plan and have received cost share assistance must be maintained for a minimum of ten years. The maximum amount a landowner may receive in a year is \$10,000. The eleven broad practices are

- FLEP 1 Forest Stewardship Plans
- FLEP 2 Afforestation/Reforestation
- FLEP 3 Forest Stand Improvement
- FLEP 4 Agroforestry
- FLEP 5 Water Quality Improvement & Watershed Restoration
- FLEP 6 Fish & Wildlife Habitat
- FLEP 7 Forest Health Protection
- FLEP 8 Invasive Species Control
- FLEP 9 Fire & Catastrophic Risk Reduction
- FLEP 10 Fire & Catastrophic Event Rehabilitation
- FLEP 11 Special Practices

Forest Legacy Program

The Forest Legacy Program aims to protect and conserve environmentally important working forests that are threatened by conversion to non-forest uses, such as development.

In Pennsylvania, Adams County and the Land Conservancy of Adams County (LCAC) provide information and assistance outreach to landowners and other interested parties, helping potential landowner applicants through the easement process, assisting with the federal cost-share process, and coordinating public participation. The Adams County FLP is seeking applications for consideration for possible funding in Federal Fiscal Year 2009. If selected by USDA, the eligible forestland owners may sell conservation easements on their land through the FLP.

In Maryland, the program is available only in areas identified in Maryland's Forest Legacy Assessment of Need. Frederick County is not one of those counties.

Led in Virginia by the Virginia Department of Forestry (VDOF), the Forest Legacy Program will be an important tool for preserving Virginia's forests through future years of continued growth. Forest Legacy is distinct from other conservation programs in that it focuses specifically on environmentally important working forest lands and requires a Stewardship Plan or a Multi-Resource Management Plan (MRMP) meeting the requirements of the Forest Stewardship Program for each tract accepted into the program. Funded under the Cooperative Forestry Assistance Act of 1978 (Amended), 1990 Farm Bill and the 1996 Farm Bill, Forest Legacy funds may be used by Virginians to purchase conservation easements or fee simple land ownership. For more information go to <http://www.dof.virginia.gov/info/index-finance-assist.shtml>.

Riparian Buffer Tax Credit

In Virginia, wooded buffer zones along streams, rivers, and the Chesapeake Bay can be classified as riparian forests. Landowners can receive a tax credit for preserving this type of land. The amount of the credit is equal to 25 percent of the value of the timber retained as a buffer up to \$17,500. The buffer must be at least 35 feet wide and no more than 300 feet and remain intact for 15 years. The applicant must have a Stewardship Plan for the tract to qualify. A separate application must be completed for each tract. For more information go to <http://www.dof.virginia.gov/rfb/rbtc-index.shtml>.

Watershed Related Conservation Efforts

Another important strategy for conserving the Byway is to coordinate with related watershed conservation planning already taking place in relation to the Chesapeake Bay.

There are a number of funding programs that can be utilized to assist in the overall stewardship of the Journey landscape including the implementation of Best Management Practices (BMP), Low Impact Development, and watershed planning activities.

In Virginia, the Water Quality Improvement Fund (WQIF) provides water quality improvement grants to local governments, soil and water conservation districts and individuals for point and nonpoint source pollution prevention, reduction and control programs (Section 10.1-2128.B. of the Code of Virginia). For example, in 2007, the Culpeper SWCD received \$73,600 for natural stream channel restoration in the Upper Rappahannock River Basin

In Pennsylvania, Maryland, and Virginia, Chesapeake Bay Small Watershed Grants (for Planning) is a program administered by the National Fish & Wildlife Foundation (NFWF). It provides grants to organizations and local governments working on a local level to protect and improve sub-watersheds within the Chesapeake Bay watershed.

According to the grant information, “grants for watershed planning projects must develop plans and other mechanisms to improve protection and/or restoration of water quality and natural resources within the Chesapeake Bay watershed. Planning activities include, but are not limited to, developing or revising a comprehensive plan, watershed plan, land use plan, land use ordinance or other



Fig. 4-9: Tax credits can assist in the protection of precious riparian areas such as this along the Rappahannock River.

related codes, land conservation plan or strategy, or local tributary strategy implementation plan.

Planning proposals that address one or more of the following priorities will be ranked highest for funding, all other things being equal:

- Developing a locally supported management plan for one or multiple watersheds currently not covered by a watershed management plan.
- Developing a locally supported land conservation strategy setting out objectives and mechanisms for permanently protecting land from development, especially forests or wetlands.
- Developing or revising local codes and ordinances that implement land conservation, stormwater management, low impact development, or water resource protection measures.”

In Maryland, the Chesapeake Bay Trust has funded watershed planning in the Monocacy Watershed, which covers a large sector of the Byway in Maryland and spreads across 194,700 acres in three counties. Frederick County received federal grant funding to prepare a Watershed Restoration Action Strategy (WRAS) for the Lower Monocacy River Watershed. The WRAS project area focuses on the Frederick County portion of the watershed which encompasses nearly 87% of the drainage area — about 169,093 acres.

As part of WRAS project, the Maryland Department of Natural Resources (DNR) is providing technical assistance, including preparation of a Watershed Characterization – a compilation of available water quality and natural resources

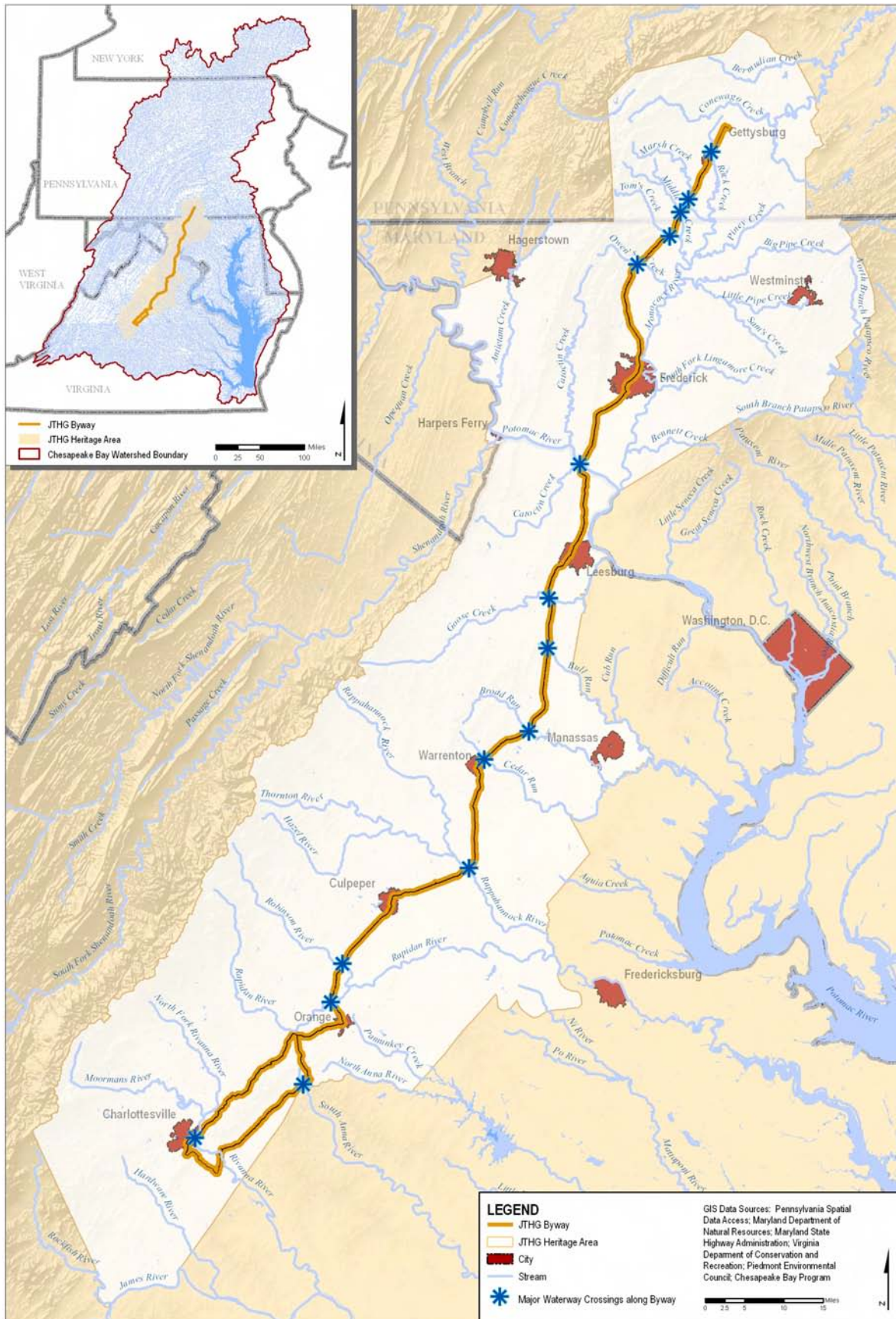


Fig. 4-10: Map showing relationship of the Chesapeake Bay Watershed to the Journey Through Hallowed Ground

information and identification of issues—and two surveys of on-the-ground conditions. Funding was recently received for the preparation of a Watershed Restoration Action Strategy for the Upper Monocacy River Watershed as well. That effort is expected to include a similar level of detail for the Watershed Characterization.

In Virginia, two key programs are related to water quality.

Conservation Reserve Enhancement Program (CREP)

CREP offers a program to conserve riparian buffers within agricultural areas. According to the VDCR website, CREP “aims to improve Virginia’s water quality and wildlife habitat by offering financial incentives, cost-share and rental payments to farmers who voluntarily restore riparian buffers, filter strips and wetlands through the installation of approved conservation practices.” The CREP conservation easement program is “a legal document made between a landowner and DCR, which pays the landowner \$1,000 an acre for the easement. The easement limits some rights but allows the landowner to own and use the property and sell it or pass it on to heirs while protecting it. The CREP easement is legally recorded and bound to the deed of the property permanently.” As part of the easement, the landowner agrees to keep the land as a restored riparian buffer or wetland after the CREP 10 to 15-year rental contract expires. (See www.dcr.virginia.gov/soil_&_water/crep.shtml.)

In Pennsylvania, the Conservation Reserve Enhancement Program is also available. The Gettysburg NMP participates in this program and currently has several hundred acres enrolled. CREP programs in Pennsylvania are tailored to the both the Chesapeake Bay and Ohio River drainages (Adams County is in the Chesapeake Bay drainage). The voluntary program offers financial incentives for land improvement practices, such as native grass stands, riparian buffers, wetlands, wildlife habitat and grass filter strips.

Virginia Clean Water Revolving Loan Fund -- Land Conservation Loan Program

The State Water Control Board authorizes low interest loans from the Fund for land acquisition when the Board is satisfied that the acquisition would protect or improve water quality and prevent pollution of state waters. For more information go to www.deq.state.va.us/cap/lcguide.html



Fig. 4-11: Mt. Zion Church, Loudoun County, Virginia

7) PRESERVATION OF HISTORIC SITES

Encourage and assist property owners wishing to donate a historic preservation easement for properties that are listed on state inventories and the National Register of Historic Places, either individually, or as contributing properties in historic districts.

Preservation of historic sites and districts related to the Byway also can be accomplished by utilizing existing programs at the county, state and federal level. Listing properties on either a local or state inventory or the National Register is an important first step in gaining recognition for a historic site or district and for making that historic site or district eligible for certain tax benefits and other incentives for preservation.

Map 3, Appendix 1, identifies the locations of existing historic sites and districts listed on the state or national registers.

Certified Local Governments (CLG)

Jointly administered by NPS in partnership with State Historic Preservation Officers (SHPOs), the CLG Program promotes historic preservation at the grassroots level across the nation. Localities with ordinances that protect and regulate historic properties may be eligible for Certified Local Government (CLG) status, a program authorized under the National Historic Preservation Act. Funding is available through the CLG program to assist such municipalities to carry out their preservation mission.

The Borough of Gettysburg is a Certified Local Government in Pennsylvania. Both the City of Frederick



Fig. 4-12: The preservation of mid-twentieth century roadside architecture along US 15 Business approaching Gettysburg is an opportunity for the future.

and Frederick County are Certified Local Governments in Maryland. In Virginia, the City of Charlottesville, Town of Culpeper, Town of Leesburg, the Town of Middleburg, the Town of Warrenton, and the Counties of Loudoun and Prince William are CLGs.

National Register of Historic Places

Listings in the National Register of Historic Places (NRHP) follow similar recognition at the state level. Listing in the NRHP establishes certain review requirements for state and federal projects, can lead to preferential treatment in funding programs, and can enable owners of commercial properties to take advantage of significant federal tax incentives for preservation. Owners of both commercial and residential properties can avail themselves of similar state tax incentives.

Each State Historic Preservation Officer administers the National (and State) listings. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture. Listing in the National Register does not interfere with a private property owner's right to alter, manage, or dispose of property.

Properties determined to be eligible for the National Register receive the same level of consideration in the planning process for federally funded actions (such as planning for a federally funded highway) as those formally listed.

American Battlefield Protection Program (ABPP)

Grants are available for “the protection of battlefield land, and sites associated with battlefields, that are located on American soil.” The American Battlefield Protection Program (ABPP) is particularly interested in supporting projects that take an “interdisciplinary, holistic approach to battlefield preservation.” A partnership approach is particularly favored by the ABPP. Such a holistic approach can be achieved by combining grants for conserving farms and forests or for water quality protection as outlined on the proceeding pages, with the ABPP grants. Such a partnership will maximize the use of ABPP funds as a means to protect the many battlefield lands and their associated sites.

Historic American Landscapes Survey (HALS)

One of the National Park Service's Heritage Documentation Programs, the Historic American Landscapes Survey (HALS) mission is to “record historic landscapes ... through measured drawings and interpretive drawings, written histories, and large-format black and white photographs and color photographs” (<http://www.nps.gov/hdp/hals/index.htm>). With support from the American Society of Landscape Architects, the Park Service has developed guidelines and standards for documenting historic landscapes, which vary in size and character but are all significant and worthy of recognition.

Federal Rehabilitation Investment Tax Credits

Each of the three State Historic Preservation Offices administers the federal Rehabilitation Investment Tax Credit (RITC) program in partnership with the National Park Service (NPS) and the Internal Revenue Service (IRS). The tax credit program encourages private investment in rehabilitating income-producing, historic properties such as office buildings, rental housing, hotels, bed and breakfasts, and retail stores.

RITCs are the most widely used incentive program. Certain expenses incurred in connection with rehabilitating an old building are eligible for a tax credit. RITCs are available to owners and certain long-term leases of income-producing properties. There are two rates: 20percent for a historic building and 10% for a non-historic building, with different qualifying criteria for each rate.

To be eligible for the 20 percent Tax Credit the following must apply:

1. The building must be listed on the National Register, either individually or as a contributing building within a

National Register Historic District, or be a contributing building to a Certified Local District (a locally designated historic district that has been certified by the National Park Service).

2. The building must be used for income producing purposes, for example as an office, retail space, residential rental, bed and breakfast, or light manufacturing uses. The building must be a depreciable building and not used as a private residence.
3. Rehabilitation work itself must be undertaken according to the Secretary of the Interior's Standards for Rehabilitation.
4. The project must meet the "substantial rehabilitation test," according to which the amount of money to be spent on the rehabilitation must exceed the adjusted basis of the building or \$5,000, whichever is greater. Generally, projects must be finished within a 24-month period.
5. After rehabilitation, the building must be owned by the same owner and operated as an income producing property for five years.

Pennsylvania Historic Preservation Programs

The following summarizes applicable programs related to historic preservation in Pennsylvania. For more information go to <http://www.portal.state.pa.us/portal/server.pt?open=512&mode=2&objID=1587&PageID=259895>

Keystone Historic Preservation Grant Program

Funding for the Keystone Historic Preservation Grant Program comes from the Commonwealth's Keystone Recreation, Park and Conservation Fund. This fund was established by the Pennsylvania General Assembly in 1993 using revenue from the voter-approved sale of bonds and from a portion of the state realty transfer tax. Bond funds were utilized during the first three years of the program. Currently, the program is supported annually with realty transfer tax revenue.

The Pennsylvania Historical and Museum Commission (PHMC), with funds supported annually with realty transfer tax revenue, supports "bricks and mortar" preservation projects. According to PHMC's website, Keystone Historic Preservation Grants "requiring a 50/50 cash match are available for the preservation, restoration and/or rehabilitation of historic resources listed in or eligible for listing in the National Register of Historic Places. The

grants are administered on a competitive basis, and the awards are made annually based on a peer review process."

Local Historic District

In Adams County, both Cumberland Township and the Borough of Gettysburg have established local historic districts. Local historic districts offer protection through development review.

Maryland Historic Preservation Programs

Frederick County and the State of Maryland offer the following programs for historic preservation that could benefit the Byway.

County Register of Historic Places

The Frederick County Historic Preservation Plan was written to make incentives available to County citizens and make the county government eligible to participate in the existing and proposed programs for historic preservation. The County's Historic Preservation Ordinance established the County Historic Preservation Commission as the reviewing body and the County Register of Historic Places as the official landmark list. The program is voluntary and owners wishing to have their properties listed on the County Register must nominate them for designation. After listing on the County Register, exterior changes to the structures and their setting within the designated area must be reviewed by the Preservation Commission and, if the changes meet the established guidelines, a Certificate of Appropriateness is issued.

Maryland Inventory

According to the Maryland Historical Trust, the Maryland Inventory of Historic Properties is "a broad-based repository of information on districts, sites, buildings,



Fig. 4-13: Emmitsburg, Maryland

structures, and objects of known or potential value to the prehistory, history, upland and underwater archaeology, architecture, engineering, or culture of the State of Maryland.” The inventory now includes data on more than 8,000 archaeological sites and 80,000 historic and architectural resources. Inclusion in the Maryland Inventory of Historic Properties involves no regulatory restrictions or controls.

Local Tax Credits

The City of Frederick offers a tax assessment freeze, and Frederick County offers a Property Tax Credit for certain eligible historic properties.

Maryland Rehabilitation Tax Credits

The Heritage Preservation Tax Credit Program, administered by the Maryland Historical Trust, provides Maryland income tax credits equal to 20 percent of the qualified capital costs expended in the rehabilitation of a “certified heritage structure.” According to MHT, a certified heritage structure can include structures

- listed in the National Register of Historic Places,
- designated as a historic property under local law,
- located in a historic district listed in the National Register or in a local historic district and certified as contributing to the district’s significance, or
- located in a certified heritage area and certified as contributing to the area’s significance.

The credit is available for owner-occupied residential property as well as income-producing property. The rehabilitation expenditure in a 24-month period must be substantial, exceeding \$5,000 for owner-occupied residential property and the greater of the adjusted basis of the structure (generally the purchase price, minus the value of the land, minus any depreciation taken) or \$5,000 for all other property. The rehabilitation must conform to the Secretary of the Interior’s Standards for Rehabilitation and must be certified by the Maryland Historical Trust. If the

credit exceeds the taxpayer’s tax liability, a refund may be claimed in the amount of the excess. Additionally, organizations exempt from taxation under Section 501(c)(3) of the Internal Revenue Code are also eligible for a refund. Additional considerations are found at www.marylandhistoricaltrust.net.

Virginia Historic Preservation Programs

Several existing programs enable citizens, local governments and qualified organizations to preserve historic and cultural resources in Virginia.

Survey and Planning Cost Share Program

In partnership with local government, VDHR provides all the administrative functions for competitively selected projects by securing consultants to do the work, paying the bills, monitoring the work, and ensuring the delivery of the products. The resulting surveys identify potential historic properties, provide background for local comprehensive planning, assess the potential for archaeological sites, and develop the documentation necessary to list key properties and historic districts as Virginia historic landmarks. For more information see www.dhr.virginia.gov/survey/Survey1.htm.

The Virginia Landmarks Register (and link to National Register of Historic Places)

VDHR “provides criteria and a process to evaluate buildings, sites, objects, structures, and districts, resulting in a list of those properties that are officially recognized by the Virginia Board of Historic Resources as among Virginia’s principal historic, architectural, archaeological, and cultural resources.” Listing on this registry does not place any regulations on the use of the property. Registration is required to qualify for rehabilitation tax credits, historic preservation easement donation, and certain state and federal grant programs. For more information see www.dhr.virginia.gov/registers/register.htm.

The Historic Preservation Easement Program

Similar to, and often in partnership with, a conservation easement, the Historic Preservation Easement Program enables willing owners to donate a perpetual interest in the historic character of their buildings and/or land to the Commonwealth. Restrictions vary depending on the nature of the historic property for which the easement is donated and usually require approval from the Department and the



Fig. 4-14: Restoration at the Graffiti House, Culpeper County, Virginia

Board of Historic Resources for any activity that might change the historic character of the property. www.dhr.virginia.gov/easement/easement.htm See listings above for the Virginia Outdoors Foundation and the Virginia Land Conservation Foundation. For more information go to www.virginiaoutdoorsfoundation.org/ and www.dcr.virginia.gov/olc/.

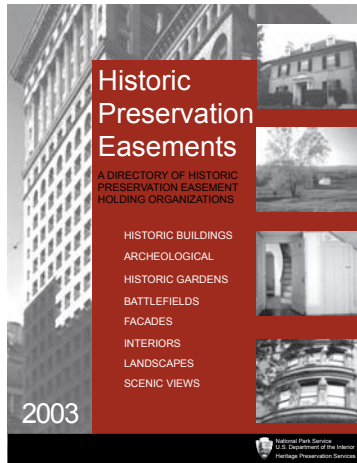


Fig. 4-15: Directory of Historic Preservation Easement Holding Organizations published by NPS

Virginia Tax Credits

Both state and federal tax credits are available for major rehabilitation projects that meet the Secretary of Interior's standards. The Department of Historic Resources works closely with property owners and developers involved in major rehabilitation projects to help ensure that those projects qualify for tax credits. www.dhr.virginia.gov/tax_credits/tax_credit.htm

The Virginia Main Street Program

The Department of Housing and Community Development "provides a combination of technical assistance and funding to promote commercial redevelopment of downtown areas in small communities across Virginia." (See www.dhcd.virginia.gov/MainStreet/). Currently, the following towns along the Byway in Virginia are designated "Main Street" communities: Culpeper, Orange, and Warrenton.

8) PRESERVE AMERICA COMMUNITY DESIGNATION AND GRANT APPLICATIONS

Existing designated communities should apply for preservation planning grants and non-designated communities should apply for Preserve America Designation. Applying for designation allows for eligibility to apply for grant funding.

According to their website (<http://www.preserveamerica.gov/overview.html>) "Preserve America is an Administration initiative that encourages and supports community efforts to preserve and enjoy our priceless cultural and natural heritage. The

goals of the initiative include a greater shared knowledge about the nation's past, strengthened regional identities and local pride, increased local participation in preserving the country's cultural and natural heritage assets, and support for the economic vitality of our communities."

In addition to a presidential awards program, the Preserve America program "recognizes and designates communities, including neighborhoods in large cities, that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs." The most important benefit, in addition to recognition, is eligibility to apply for Preserve America Grants with annual quarterly deadlines on March 1, June 1, September 1, and December 1. Grants are not intended for "bricks and mortar", but are designed to compliment the Save America's Treasures grant program "by helping local communities develop sustainable resource management strategies and sound business practices for the continued preservation and use of heritage assets."

The City of Frederick received funding in 2008 for its wayfinding program through the Preserve America Program.

The Borough of Gettysburg, City of Frederick, Town of Leesburg, Town of Warrenton, and Prince William County are currently Preserve America Communities.

9) PRESERVATION PLANNING

Certified local governments are eligible for grants that can be used to survey architectural and archaeological resources, prepare nominations to the National Register of Historic places, create preservation planning documents and programs, create public education programs, and rehabilitate publicly owned buildings listed on the National Register.



Fig. 4-16: Funding programs from "Preserve America" are helping byway communities preserve historic resources.

All "anchor" (full service visitor attractions with interpretation, facilities, group tour accommodations, and on-site hosts) and "secondary" sites (primarily self guided sites with limited or no facilities) should have a preservation plan in place within five years, with priorities going to those most vulnerable to development.



Fig. 4-17: No new billboards can be constructed along the Byway. Existing billboards eventually can be removed through amortization.

10) PRESERVATION TAX CREDITS

Technical and financial assistance may be beneficial to those who own historic properties but do not have the resources or the knowledge to rehabilitate those properties. For example, the Virginia Rehabilitation Tax Credit Program issues credits worth 25 percent of eligible rehabilitation expenses to reduce state income tax liability. VRTC credits can be syndicated to companies and individuals looking to lighten their state tax bills – something that JTHG Partners could bundle, in the same way the National Trust Community Investment Corporation syndicates tax benefits at a national scale.

11) PRESERVE ARCHAEOLOGICAL RESOURCES ALONG THE OLD CAROLINA ROAD

A Memorandum of Agreement is needed from VDOT regarding the preservation of archaeological resources in accordance with local government regulations for all work (non-federal) performed on US Route 15. Currently Loudoun County requires an archaeological resources survey as part of all development applications. This survey must include a plan for the recording and preservation of identified resources. Once the locations of significant or potentially significant sites have been determined, this information is used to designate buildable areas and required open space. This effort to inventory, preserve, and adaptively reuse of archaeological resources could serve as a model for other jurisdictions, especially for non-federally-funded work along the Old Carolina Road and other archaeologically rich areas.

4.2 MANAGING ROADSIDE CHARACTER

In areas where there is no clearly identified conservation or preservation priority, there is still a need to ensure that gradual change over time does not completely alter the character of the adjacent roadway. (See strategy Chapter 6 for discussion of roadway character and details.) The locations along the Byway that may be susceptible to the more gradual types of change are the transition areas approaching existing towns, rural residential uses, billboards, utility corridors and communication towers. The following strategies are recommended to address these issues.

12) DEVELOP MODEL DESIGN GUIDELINES

Many of the communities along the Byway have already developed design guidelines for their entrance corridors. These include Prince William, Culpeper, and Albemarle Counties, and the Town of Leesburg and the City of Charlottesville. Model design guidelines would be of some benefit to the remaining counties that have not yet adopted such guidelines. More effort is needed to guide development in rural and transition areas, especially where such guidance does not exist, and for infill development as a means of rehabilitating existing suburban areas into urban villages or mid-town neighborhoods. A toolbox of techniques for byway management should be developed for use by localities.

13) ESTABLISH GOOD DESIGN-GOOD BUSINESS PROGRAM

Small matching grants are needed for facade improvements, landscaping, streetscape improvements and incorporating green building practices in existing structures as a means of encouraging economic development along the Byway within existing urban areas.

Fairfax County operates a 50-50 matching grant program to assist in the revitalization of Route 1 (Southeast Fairfax Development Corporation Façade Improvement Program). This program is especially needed in areas that are not incorporated into one of the Journey's eighteen Main Street communities, commercial areas adjacent to Thurmont, and other similar locations.

14) BILLBOARDS AND OFF-PREMISE SIGNAGE

According to Federal regulations, no new billboards can be constructed along those portions of US Route 15 that are part of the National Highway System and that are designated a state scenic Byway. The NHS route includes

the mainline portions of US Route 15 from Culpeper where it merges with US 29 to Somerset Crossing where US Route 15 splits from US 29, and again north of the South King Street in Leesburg through Maryland to Pennsylvania where the Byway splits off at US Route 15 Business. Existing billboards can remain in place but cannot be rebuilt should they fall down or be removed for any reason. The enforcement of this federal regulation is accomplished through each state's Department of Transportation typically at the District Office level.

For those portions of the Byway that are not on the National Highway System – connecting routes into towns, US Route 15 between the Dulles Greenway and where it intersects with US 29 at Somerset Crossing, and US Route 15 south of Culpeper– local government is responsible for regulating construction of new billboards. In Pennsylvania, individual municipalities are in the process of drafting and passing their own sign ordinances (based on PennDOT's model ordinance) to regulate Outdoor Advertising Devices along both the NHS (Bus 15 and US 15) and non-NHS (PA Route 394) portions of the Byway. Once passed, the municipalities will assume responsibility for enforcing the ordinances, and PennDOT's authority will be limited to denying applications on the grounds that there is a local ordinance in place prohibiting outdoor advertising devices. In the event that a locality does not have the capacity to either pass or enforce such an ordinance, state designation will be sought by legislation. In this case, municipalities will NOT need to amend their existing ordinances or adopt PennDOT's model sign ordinance for the NHS nor the non-NHS routes due to the fact that language will be added to the legislation regulating outdoor advertising devices, and PennDOT's District 8-0 will enforce the outdoor advertising regulation established legislatively.

In Maryland, local governments may remove existing billboards for these non-National Highway System segments of the Byway through a process known as amortization. Amortization cannot be used to remove billboards on National Highway System segments. An amortization process allows for nonconforming signs to remain in place for a sufficient period of time so as to amortize their cost before requiring their removal. In a May 1991 letter addressed to the late Senator John Chaffee of Rhode Island, the Office of the Comptroller General of the United States advised that it had reviewed the constitutionality of the use of amortization in the removal of billboards and concluded that the majority of cases hold that billboard amortization is not violative of

the US Constitution. According to the publication *Street Graphics and the Law*, the overwhelming majority of courts hold that amortization is a constitutional technique that does not violate the taking-of-property clause in the US Constitution. Amortization for removal of billboards is not legal in Virginia and Pennsylvania. More details about amortization in Maryland are found in the Catoctin Mountain Scenic Byway Corridor Management Plan.

The advertisement of local businesses along the Byway is sometimes accommodated through the use of a rural "tourist-oriented destination sign" program or TODS. For the Catoctin Mountain Scenic Byway CMP, property and businesses owners along the Byway expressed a strong need to have some kind of sign program that will help Byway visitors find their businesses. In addition, retail operations rely upon impulse shopping and use billboards to attract new customers. However, Maryland recently discontinued the TODS program in favor of their Tourism Area and Corridor signing program (TAC).

Virginia has leased the rights to TODS signing program to a corporate entity that now has exclusive rights to the right-of-way. Unfortunately the program conflicts with local wayfinding programs such as Loudoun's and its rates are so high that local businesses cannot afford to use the program. The Virginia TODS program is not a good fit with the Byway concept and should be either discontinued or adjustments made to make the program more compatible with local wayfinding programs and more affordable for local businesses. A good state program to emulate is that used by Vermont, a state that banned billboards many years ago.

PennDOT operates a Tourist-Oriented Directional Signing (TODS) Program, on non-interstates. The TODS program was expanded to allow counties to join together to create a signing "region." The procedures for the development of a signing region are outlined in the *PennDOT Toolbox for Development of a Wayfinding Signing Region*. A copy of the Toolbox may be obtained from the PennDOT Engineering District 8-0 Office. A signing district will need to be created in Adams County to implement any wayfinding measures that evolve from the visual and graphic identity planning project.



Fig. 4-18: Sign developed through PennDOT's Tourist-Oriented Directional Signing Program

15) UTILITY DISTRIBUTION LINES

Distribution lines typically bring power or communication from a transmission line or switching station directly to residential streets and commercial properties. Along the Byway, distribution lines typically are found on wood poles within or adjacent to the highway right-of-way. The primary challenge facing Byway communities is how to maintain roadside vegetation that does not interfere with the safety and reliability of the distribution lines. Clear areas typically are required above and adjacent to the utility lines so as to ensure that falling limbs do not disrupt electrical or communications services.

Byway communities should work with their utility companies to minimize the impact of overhead utility wires on roadside vegetation. Possible approaches include

- Placing utility wires underground whenever feasible
- Using alternative spacer bars on wires to reduce pruning requirements
- Considering more frequent pruning to create less of a jarring visual impact
- Using more appropriately sized plant materials when working under or near a utility line
- Consolidating the number of poles and corridors required by encouraging electric, phone, and cable companies to coordinate
- Preparing landowner/utility company maintenance agreements, if feasible



Fig. 4-19: Route map for proposed Meadowbrook 500kV Transmission Line (Source: Dominion Power)

- Identifying opportunities for utility relocation or underground as part of future construction activities, especially in village and urban areas
- Developing a GIS database so historic trees can be identified by landscape contractors doing pruning
- Creating a tree registry using GIS and requiring trees to be pruned by ISA certified arborist, provided 21 days notice is given to property owner and Byway Steward.

16) UTILITY TRANSMISSION LINES

Of particular concern to some of the Byway communities is the proposed Meadowbrook 500kV Transmission line. This high voltage transmission line is proposed to cross the Byway in the vicinity of Remington. New right-of-way is proposed adjacent to an existing line. While mitigation efforts have been proposed, such as a single pole design, there continue to be many concerns including the addition of new transmission towers, right-of-way-clearing and long-term maintenance required to keep the corridors. This area has many Colonial era and Civil War-era resources associated with the Journey Theme of Conflict and Reunification, and the addition of new transmission towers will make it increasingly difficult to interpret the resources, educate visitors and promote heritage tourism in areas where such large facilities cross this historic landscape.

The two primary ways in which burying utility lines are financed are:

- 1) Direct federal grants and state grants. For example, SAFETEA-LU Transportation Enhancement Program - although the competition for these funds is so high, that rarely is a community given enough money to undertake this effort.
- 2) Special Assessment District – this typically works well in higher density areas where a road construction project is pending and utility relocation would be required as part of the road reconstruction project. Property owners agree to levy a special assessment on themselves to pay for the cost difference between the standard utility relocation and the underground version

17) COMMUNICATION TOWERS

The major issue from the Byway point of view is the scale relationships of the facility with the surrounding context. While there have been serious efforts made to try to construct “stealth” communication facilities, unless they can be constructed lower, smaller, and in proportion with the architecture found in the area, it is nearly impossible to hide them.

Facilities need to be programmed, designed, and sited in order to create the smallest visual impact possible. Unfortunately, telecommunication towers require an ability to send signals in an unobstructed straight line. Consequently, the preferred sites are usually located on ridgelines or other high points, such as church steeples,

as shown in Figure 4-20. The companies desiring to construct these towers wish to do so at the lowest economic cost, resulting in the construction of a few taller towers rather than more frequently spaced shorter towers located at tree line, for example.

When siting future utility structures, whether they are communication towers, or for high-voltage electric transmission lines, a simple process can be used to ensure that visual impacts are minimized:

- Identify alternative locations, alternative heights, and/or alternative transmission routes. Encourage the sharing of facilities by service providers, saving installation costs, time, and potential legal fees.
- Describe the visual characteristics of the project for each alternative (e.g. the height of the tower and clearance required for vegetation).
- Determine, for each alternative, the extent of the geographic area from which the proposed facility can be seen using digital elevation models and viewshed analysis software.
- Use balloon tests to demonstrate the location of towers. Balloons should be flown at the height of the proposed tower and photographs taken from the most visually sensitive locations (as demonstrated in step 3).
- For areas where there is a high degree of concern for the potential visual impacts, such as a panoramic view, use digital editing to superimpose a photograph of a similar type of tower onto the photograph of the balloon taken from the scenic viewpoint using the balloon for a scale reference.

This approach will provide clear and factual information about both the geographic extent and significance of the visual impacts. By comparing viewshed maps and simulations, the site with the least visual impact can be recommended. If the location or height of the structure cannot be mitigated, a request should be made to use the tower configuration with the least visual contrast possible. The problem with the pine tree camouflage approach that has been used in certain locations is that the silhouette of the “tree” is often out of scale with the surrounding vegetation. This approach can work if the height of the tower can be lowered to the point where the tower is in scale with its surrounding tree line.

In following these guidelines, it is also important to note that state (e.g. Virginia DHR) and federal (FCC and FAA) agencies currently have review processes in place for



Fig. 4-20: Examples of available technologies to more carefully integrate communication facilities within existing structures. Source: <http://images.businessweek.com/ss/06/08/tower/image/cemetery.jpg> (left); STEALTH® Concealment Solutions, Inc. (middle left); Larson Camouflage (middle right); cell tower tree (far right)

communication towers. Towers that are found to have an adverse impact on historic sites and structures must take steps to mitigate that impact. These state and federal guidelines are not superseded nor can they be deemed unnecessary by local regulations.

According to the Virginia Department of Historic Resources, the construction of cell towers must address Federal National Environmental Policy Act regulations:

“Construction of cell towers may have significant visual impacts on historic districts and structures and may destroy archeological sites. The Federal Communications Commission (FCC) licenses and certifications for such facilities are federal actions subject to compliance with Section 106 of the National Historic Preservation Act (NHPA) and the National Environmental Policy Act (NEPA).

Section 106 of the National Historic Preservation Act of 1966, as amended, requires that federal agencies take into account the effect of their projects on historic properties and give another federal agency, the Advisory Council on Historic Preservation, an opportunity to comment. Consultation with the State Historic Preservation Officer (in Virginia this is the Department of Historic Resources) is the key to most projects that are reviewed. The FCC has passed the responsibility for carrying out most steps of the Section 106 process on to cell carriers.

FCC regulations for compliance with NEPA are found in the Code of Federal Regulations, Title 47, Subchapter A, Part 1, Subpart I—Procedures Implementing the National Environmental Policy Act of 1969 (47 CFR Part 1.1301 to 1.1309). The references to historic preservation are found at 47 CFR Part 1.1307(a)(4), which identifies facilities that may affect properties on or eligible for the National Register of Historic Places as potentially

requiring NEPA compliance (including preparation of an Environmental Assessment by the applicant).” (See http://www.dhr.virginia.gov/review/sect_106_celltower.htm)

A summary of the programs outlined in this chapter, the list of potential partners that could be involved, potential sources of funding, and notes on the application of these programs to the Byway are found in Appendix 4.

These regulations also apply in Maryland and Pennsylvania. Some local governments also have regulations covering communication towers (most notably, Albemarle County).

FINANCING CONSERVATION AND PRESERVATION

A region as large as the JTHG requires an innovative approach to financing the kinds of conservation, preservation, enhancement and community reinvestment actions necessary to sustain that region over time. Existing grant programs and tax benefits can finance some of the actions necessary to steward the resources and promote the region, but they are not a long-term solution.

15) RESEARCH METHODS FOR FINANCING CONSERVATION AND PRESERVATION PROGRAMS AS PART OF NATIONAL HERITAGE AREA MANAGEMENT PLAN.

Along the Byway and within the NHA an approach is needed that encourages investments from private markets whose goals match those of the JTHG NHA. (As a designated National Heritage Area, the JTHG will bring in 50-50 matching funds up to \$1 million a each year.) Finding the sources for those matching funds will require the formation of innovative public and private partnerships.

The issue of developing a dedicated source of funding for conservation and preservation actions in the entire NHA will be addressed in more detail in the Heritage Area Plan. One example of the kind of thinking that will be necessary to fund conservation, preservation and roadside enhancements as outlined in this chapter include opportunities for conservation practices to be linked directly with market-based “cap and trade” approaches to reducing carbon in the atmosphere. Opportunities also exist to link conservation practices to air quality mitigation.

Another important example as a creative way to provide matching funds involves the linking together of conservation programs (such as those outlined in this chapter) with preservation programs. For example, matching funds for the preservation of a structure can be matched with some of the conservation programs designed to conserve that historic site’s setting (such as the value of a conservation easements on a property).

CHAPTER 5: HERITAGE TOURISM, VISITOR MANAGEMENT AND INTERPRETATION

The purpose of this section of the corridor management plan is to describe how the Byway will be positioned for marketing; to describe the on-going and future marketing and interpretive strategies of the JTHG Partnership; to discuss the JTHG's three interpretive themes; and to relate those themes to existing sites along the Byway corridor.

5.1 HERITAGE TOURISM AND VISITOR MANAGEMENT

The Byway is positioned as the primary travel route through the JTHG NHA, acting as the “spine on the chapters of American History.” Given the region's national historical significance, it is the goal of the JTHG Partnership to increase the number of visitors that come to the area and increase the length of their stay.

Clearly, programs to increase heritage tourism are natural ways to achieve this goal. The current efforts of the JTHG Partnership have demonstrated this, and it is further confirmed in the following Byway planning goals, which define the Byway as the central component of the region's travel experience:

Promote the Byway as a tool to create an exceptional visitor experience by coordinating the interpretation and education associated with the themes of the JTHG:

- 1) Land of Conflict, Reunification and Rebuilding
- 2) Land of Leadership
- 3) Place of National Beauty and Rural Character.

Through JTHG partnerships and participation in collaborative opportunities, the Byway will be promoted to visitors in order to extend and enhance the visitor experience, to increase positive economic impact and to improve the quality of life within the region.

HERITAGE TOURISM OVERVIEW

Tourism marketing for the All-American Road will build on strong collaboration among the JTHG Partnership organizations.

In an effort to ensure our application for All American Road designation had both the support of the communities through which it passes and a strong foundation to launch a national marketing campaign, the JTHG Partnership has taken the following steps over the past three years:



Fig. 5-1: Culpeper Visitor Center at the historic Railroad Station, Virginia

5.2 STAKEHOLDER INVOLVEMENT AND THE JTHG PROFESSIONAL TEAM

I. THE LEADERSHIP COUNCIL/MUNICIPAL SUPPORT

Every elected body with jurisdiction over the proposed corridor has reviewed the business plan and passed resolutions in support of creating this National Scenic Byway. To achieve this, each municipality has also requested that its segment of the corridor be designated a State Scenic Byway. In addition, each partnering municipality has designated at least one elected official and one municipal planner or tourism official to serve in the JTHG Corridor Management Plan Advisory Committee. This committee has met every other month over the past 12 months to review and edit the All American Road Corridor Management Plan.

II. THE DMOC/DESTINATION MARKETING PROFESSIONALS SUPPORT

A separate subcommittee of the JTHG Partnership, the Destination Marketing Organization Committee (DMOC) has been meeting since 2005 and, after careful planning of DMOC goals and objectives, the committee was formally established in May 2007. The DMOC committee is represented on the Corridor Management Plan Advisory Committee and has made extensive contributions to develop the marketing strategies in this document. The committee includes 13 Destination Marketing Organizations in the JTHG region:

- Gettysburg Convention and Visitors Bureau (PA)
- Tourism Council of Frederick County, Inc. (MD)
- Carroll County Department of Tourism (MD)
- Hagerstown/Washington County Convention and Visitors Bureau (MD)
- Jefferson County Convention and Visitors Bureau (WV)
- Loudoun County Convention and Visitors Association (VA)
- Prince William County/Manassas Convention and Visitors Bureau (VA)
- Fauquier County Department of Economic Development (VA)
- Spotsylvania County Department of Tourism (VA)
- Culpeper Department of Tourism (VA)
- Orange County Department of Tourism (VA)
- Madison County Office of Economic Development and Tourism (VA)
- Charlottesville-Albemarle County Convention and Visitors Bureau (VA)

These DMOC members confirmed their participation by signing a letter in May 2007 and committing to pay an annual fee of \$500 a year. The letter also committed the DMOs to additional funds that could be used for marketing projects such as research and training. DMOC members agreed to attend quarterly meetings and to assist in the development of marketing strategies for the JTHG Partnership. Most important, the DMOC serves the JTHG Partnership as an advisor on all aspects of tourism planning, development, marketing and implementation.

Through this commitment and organizational structure, the JTHG Partnership's Traveler Service Division, Educational Programs Division, Media Outreach Division and DMOC already have created a strong tourism marketing program that will serve as the foundation for adapting existing marketing strategies and creating new promotions to attract visitors to experience the region via the All-American Road.

To further emphasize support of the All-American Road, a majority of DMOC members signed an additional letter in March 2008. This letter states, "The DMOC further agrees that upon receiving All-American Road designation, they will work together to implement the marketing strategies outlined in the Corridor Management Plan. Promotions will showcase the Byway as the main travel route as visitors experience the cultural, historic and natural resources in The Journey Through Hallowed Ground." (The letter in its entirety is included in Appendix 3).

III. JTHG PARTNERSHIP TEAM PROFESSIONALS

In addition, the JTHG Partnership has created, funded, and staffed the following professional positions to ensure that programs created by the DMOC are carried to fruition. Specifically, the Partnership employs professionals in the following positions:

- Director of Traveler Service
- Director of Educational Programs
- Director of Public Relations
- Marketing Manager.

5.3 BYWAY MARKET RESEARCH AND MARKETING INITIATIVES TO DATE

The following sections discuss several marketing strategies and initiatives undertaken by the JTHG Partnership to date:

- I. Resident surveys – An overview of two voter opinion polls undertaken prior to launching the CMP process to determine base line resident support for the preservation of resources, promotion of heritage tourism and designation of a National Scenic Byway.
- II. Market research and marketing messages – A summary of market research conducted by the JTHG Partnership to identify traveler interests as well as target national markets demographically and geographically. The JTHG Partnership and members of the DMOC funded this research.
- III. Existing marketing strategies – Details of how current marketing tools have been used (e.g. guidebook, 100,000 visitor maps, web-based itinerary, educational programs) and will be enhanced to showcase the All-American Road as the region's primary destination route.
- IV. New marketing strategies – Details of plans for new marketing strategies to further raise awareness and interest in the All-American Road and the JTHG.

The DMOC has been evaluating the list of significant historic, cultural, natural, recreational and scenic qualities along the Byway route(as identified in Chapter 2) that will be included in marketing promotions. (Refer to the list of Anchor Sites starting on page 42 in Chapter 3, and list the of Secondary Sites in Appendix 3. The locations of all of these sites are shown on Map 8 in Appendix 1.)

I. RESIDENT SURVEYS

In 2005 and 2006, the JTHG Partnership commissioned two resident surveys that were conducted by Mason-Dixon Polling and Research, a Washington, D.C. based company.

The objectives of the surveys were to understand the awareness and attitudes of the region's residents toward

- the quality of life within the Corridor;
- perceived threats to the quality and way of life;
- the importance of the corridor's historic, natural and agricultural resources; and
- the JTHG's strategic goals and objectives to support and enhance the quality of life and the wealth of the corridor's historic, natural and agricultural resources and heritage.

The surveys found strong support for preservation of the region's historic and cultural resources, achieving National Scenic Byway designation, and promotion through heritage tourism. Specific findings related to heritage tourism include the following:

2005 Resident Survey

- 93 percent - Support Main Street communities as an economic development strategy and way to preserve the region's small town character (strongly agree – 57 percent, somewhat agree – 36 percent).
- 91 percent - Support promoting the region's tourism industry as an economic development strategy that would help preserve the region's agricultural, historical and cultural heritage (strongly agree – 56 percent, somewhat agree – 36 percent).
- 79 percent - Support national, state and local scenic Byway designation for the Byway corridor (strongly agree – 49 percent, somewhat agree – 30 percent).
- 75 percent - Future expansion and improvements to the Byway should be consistent with "park-like" design standards (strongly agree – 50 percent, somewhat agree – 25 percent).

2006 Resident Survey

- 93 percent - The region's historic rural and small town character is important (very – 60 percent, somewhat – 33 percent) to the tourism economy of the region.
- 78 percent - Support the creation of a National Scenic Byway and a National Heritage Area to sustain and strengthen the region's economy, heritage and quality of life (strongly agree – 39 percent, somewhat agree – 39 percent).

- 88 percent - Promote the region's tourism industry to enhance economic development and maintain the quality of life (strongly agree – 53 percent, somewhat agree – 35 percent).

II. MARKET RESEARCH AND MARKETING MESSAGES

The 2005 JTHG National Heritage Area Feasibility Study process included an inventory of the corridor's historic, cultural, natural and scenic resources. Insights were gathered from scholars, historians, National Park Service staff, state historic preservation officers, historic site managers and the general public through more than 105 public meetings and numerous interviews. From this process, three themes emerged to convey the nationally significant story of the JTHG:

- Land of Leadership
- Land of Conflict, Reunification and Rebuilding
- Place of National Beauty and Rural Character

These themes were developed as guiding images for both interpretation development and tourism marketing and are further discussed in the interpretation section of this chapter.

In order to benefit from using these themes as marketing messages, the JTHG Partnership and the DMOC conducted national market research in the fall of 2007 to accomplish several goals:

- To understand the region's key tourist audiences
- To evaluate the themes' potential to generate interest in visiting the region
- To evaluate the appeal of historic, cultural and natural resources in generating visitation
- To understand how visitors would plan a trip to the region
- To understand the impact of scenic Byway designation in generating visitation.

National Market Research Methodology

Destination Analysts, Inc., a San Francisco-based marketing research firm specializing in the travel and tourism industry, developed a methodology and conducted the research.

The process began with a series of interviews with JTHG stakeholders, including the DMOC, NPS rangers, heritage attraction managers and others. Interviews provided a perspective on the JTHG and assisted in shaping the survey questions. Research was then conducted in two phases:

- 1) **National Travelers Survey** – An online survey of 600 American leisure travelers who have an interest in history contained over 20 questions designed to address awareness of the JTHG and visitor interests while traveling (especially as they relate to history and scenery). Other questions were designed to assess the impact of the three themes in motivating travelers to come to the region.
 - 2) **In-depth Interviews** – To gain further insights into perceptions of and interest in the JTHG, 20 one-hour interviews were conducted with leisure travelers who were screened by their trip frequency, attraction to heritage-based travel and interest in visiting the region. Participants were from the Upper Midwest, Mid-Atlantic, South Atlantic and New England regions. In addition to leisure travelers, 10 members of the travel trade and five members of the travel media were interviewed.
- the visitor experience. This understanding may not be true of all respondents.
- 2) The JTHG has not yet focused marketing efforts on the US Route 15 corridor as a primary means of experiencing the region. The marketing efforts described in the following sections will begin upon receiving Byway designation and undoubtedly will increase awareness and understanding of the Byway and its role in experiencing the JTHG.
 - 3) Other questions included on the survey reveal that travelers have a great interest in the experiences that can be facilitated by travel along the Byway. These include
 - 84.4 percent - Visit quaint or historic towns and villages
 - 75.1 percent - Experience unique regional foods and cuisine
 - 72.6 percent - Attend special events or festivals
 - 66.0 percent - Shop in local stores
 - 63.8 percent - Visit Museums on Civil War era life and culture
 - 61.4 percent - Visit orchards or farmers' markets
 - 58.1 percent - Experience traditional American folk art and culture
 - 55.1 percent - See covered bridges
 - 53.9 percent - Visit wineries or wine regions/trails
 - 51.5 percent - Participate in recreational activities
 - 50.1 percent - Tour historic churches or religious sites
 - 30.0 percent - Enjoy bike trails
 - 27.3 percent - Visit sites of African-American historical interest
 - 23.8 percent - Attend equestrian activities
 - 15.4 percent - Play golf

National Market Research Finding: Provides Insights Into Visitor Interests

Survey respondents were enthusiastic about driving along scenic routes and discovering small towns. Fifty-six percent indicated that this would be the travel activity that most interested them – ranking as the top choice of respondents. When respondents were asked specifically about visiting quaint or historic small towns and villages, 84.4 percent ranked this as an activity of “high interest.”

A specific question that the research sought to address was the importance of an official designation for US Route 15 to visitors' understanding of JTHG's overall messaging strategy and travelers' interest in visiting the region.

Survey respondents were asked
If bucolic US Route 15, which runs the length of the Journey through Hallowed Ground, was officially designated a National Scenic Byway or as an All-American Road, I would be more likely to visit.

In response to this statement, 42.4 percent responded that they agree or strongly agree.

Several factors must be considered in analyzing these responses:

- 1) The question assumes that survey participants know and understand what a National Scenic Byway or All-American Road is – not merely a “scenic drive” but a heritage-based travel route that facilitates and enhances

Research Provides Baseline for Marketing Strategies and Measurement

The market research completed in 2007 was specifically designed to create a valuable baseline for developing marketing strategies based on current visitor awareness and understanding of the JTHG interpretive themes, the region, and the Byway. Most important, in conducting future research, the JTHG will be able to compare the growth of awareness and understanding of the Byway among visitors to the region as promotions showcasing the Byway are implemented.

Identifying Key Audiences

Additional questions asked of the respondents provided insights into potential traveler groups that would be interested in all that JTHG has to offer. Identified audiences are

- **Family Travel** – 80.8 percent of respondents believe that the JTHG would be an excellent experience for families with children ages 13-17. Survey respondents felt that by this age children will have studied American history in school and will be better able to comprehend and appreciate the experience. A smaller percentage (47.9 percent) felt that JTHG would be an excellent experience for children 12 years of age and under. Additionally, 47.1 percent believe that JTHG would be an excellent destination for a family reunion.
- **Washington, D.C., Add-on Trips** – 63.3 percent of survey respondents said they would like to combine a visit to JTHG with a trip to Washington, D.C. Although the survey was limited to American leisure travelers, it is also noteworthy that Washington, D.C., attracts a large number of international visitors each year, another target market for JTHG. (See information on CRUSA in the international marketing section.)
- **History Buffs** – Research showed this would be an obvious group to target. Respondents indicated they were especially interested in the region because of the rich, multi-level history presented in the JTHG. Additionally, because many already have visited major attractions such as Gettysburg and Monticello, they have a strong interest in exploring and discovering other “off the beaten path” heritage sites.
- **African Americans** – One-on-one interviews showed interest among African American travelers in discovering lesser-known historical sites.
- **Business Professionals** – The themes “Land of Leadership” and “Land of Conflict, Resolution and Rebuilding” create an inspiring environment for business meetings, leadership training programs, corporate conferences and the like. Several facilities along the Journey are equipped to accommodate large groups and offer conference settings.

Given rising fuel costs, the JTHG may find an increase in local visitors across all of the categories listed above. Among Mid-Atlantic residents, the JTHG may become an appealing alternative to vacations that are farther away.

Additional Findings

Given that most national travel research shows trends toward shorter, more frequent vacations, the survey inquiry regarding length of stay produced a somewhat surprising result.

Of the respondents, 59.2 percent indicated they would prefer to visit the entire 175-mile JTHG on a one-week-long trip. These respondents were primarily coming from farther away, which perhaps explains the response.

These findings will be useful in preparing suggested itineraries that offer week-long options as well as those of shorter duration.

III. EXISTING MARKETING STRATEGIES AND ADAPTATIONS

The strong partnership of the JTHG’s Traveler Services Programs, Educational Outreach Programs, Main Street Committee, Media Outreach Initiatives and DMOCs has already resulted in the development of a number of interpretive and marketing tools that are increasing awareness and attracting tourists. The partners have carefully reviewed each tool and developed strategies for adapting and enhancing these tools to showcase the Journey’s All-American Road as the primary travel route to experience the region.



Fig. 5-2: Existing JTHG Logo

1) Destination Brand, Logo and Tagline

The name The Journey Through Hallowed Ground communicates the many stories that have greatly influenced the history of the nation – and the world – that are reflected in traveling this region. Taglines include “Take the Journey” and “Where America Happened”. The name and taglines are registered trademarks.

Adaptation – The All-American Road designation will be incorporated in marketing taglines, along with variations of the three themes. Examples might include

- “Take the Journey...on the All-American Road.”
- “The All-American Road...Where America Happened.”
- “Take the All-American Road...to the Land of Leadership.”
- “Take the All-American Road...to a Land of National Beauty and Rural Character.”

2) *JTHG Website – www.hallowedground.org*

The JTHG website, developed in 2005, was designed to increase visitor awareness of the attractions of the JTHG. Visitors may explore the Journey by interest (Civil War, Revolutionary War, Historic Buildings, African-American Heritage, Presidential Sites, Prominent Homes and Other Sites) or by region (states and counties) with itinerary building capacity. The website provides information by direct click-through access to heritage sites and visitor associations and bureaus.

Tracking from June through December 2007 showed a total of 25,548 visits with peak visitation of 5,290 in October. The pressroom includes all media press releases including heritage travel opportunities and educational programs. The website's education tabs include teacher-developed lesson plans and field trip itineraries

Adaptation - With the All-American Road designation, a new portal to the website will be created to lead directly to a tourism-only site. Features of the site will include

- **All-American Road** – The site will feature the All-American Road on the home page, and visitors will be able to follow links to plan their visit using the Byway as the primary transportation route. (With designation as a National Heritage Area, the site will also allow visitors to link through this choice if they want to plan a trip through the entire region.) Leisure travelers will be able to use the site in several ways to plan their trip:
 - View three short videos reflecting the three themes: Land of Conflict, Reunification and Rebuilding; Land of Leadership; and Place of National Beauty and Rural Character.
 - Choose a theme of interest.
 - Choose a sub-theme (i.e. Civil War, Revolutionary War)

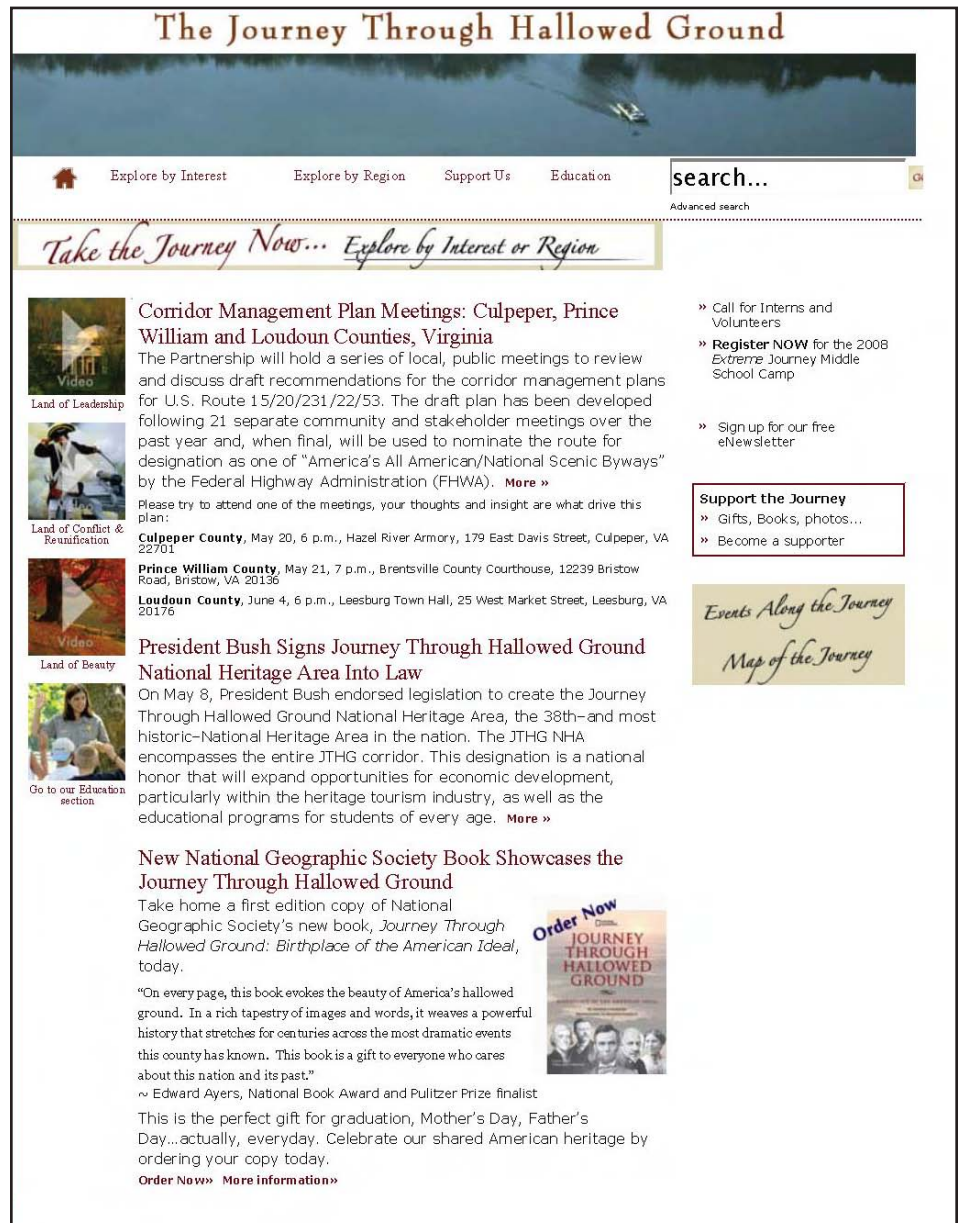


Fig. 5-3: www.hallowedground.org

- Select a thematic tour from suggested one-, two-, three- or more-day tours for each section of the Byway. Itineraries will include distances and estimated driving times.
- Select the option of a general interest tour that combines elements of all themes and reflects various sub-themes. The one-, two-, three-or more-day itineraries will include distances and estimated driving times.
- Follow links to Destination Marketing Organizations and attraction sites for further information.

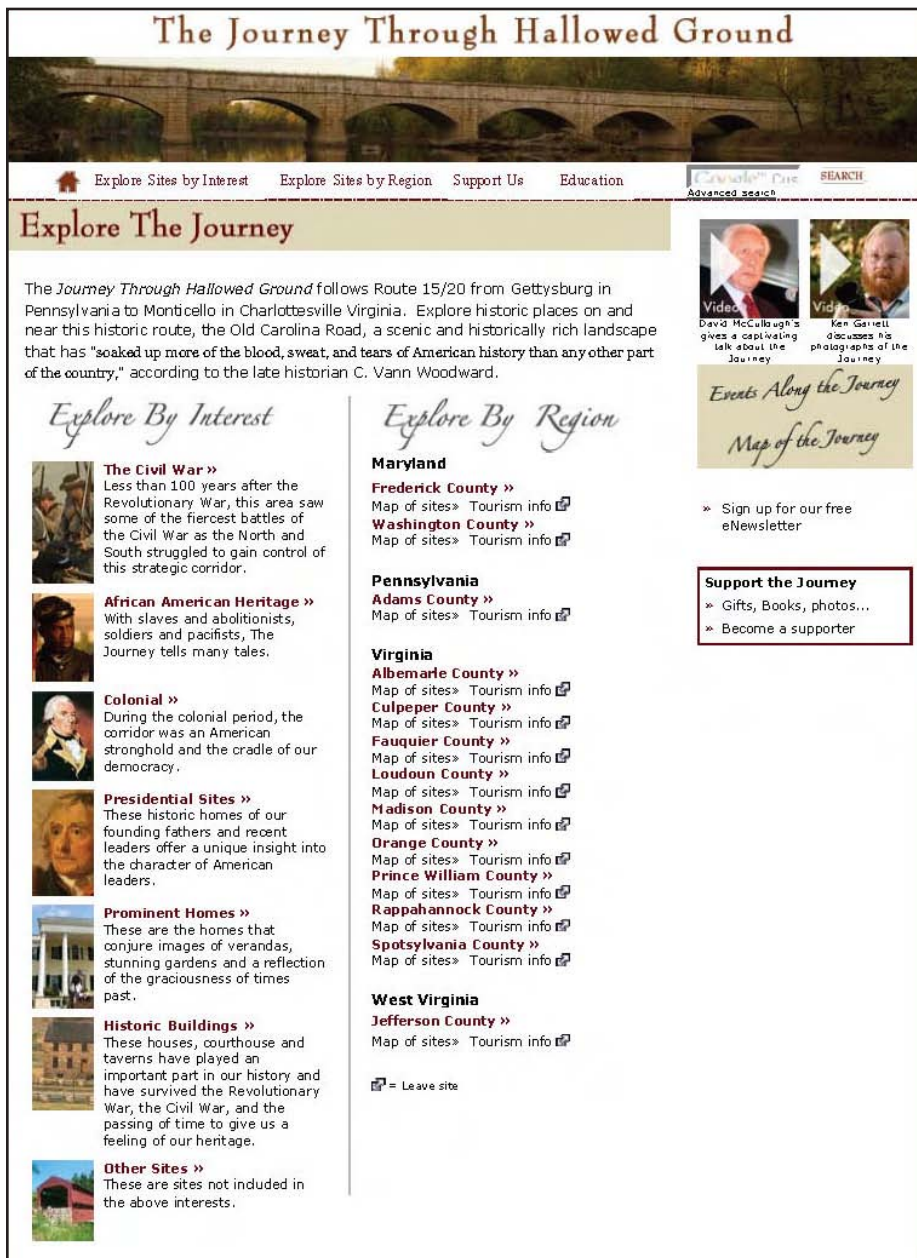


Fig. 5-4: Page display by clicking on "Explore by Interest or Region"

- **Travel Media Pressroom** – This section will be designed specifically for travel media to assist in their research and to encourage written articles and broadcast segments that feature the JTHG All-American Road. The section and photos will include a general information press release, fact sheet and contact information. A list of story ideas also will be included to inspire feature stories by travel writers. Current press releases will be posted and noted as "new." Guidelines for requesting assistance in preparation of travel features also will be posted.

- **Group Tours** – This section will assist tour operators and receptive operators in planning and hosting group tours to the region. Resource materials will include sample itineraries and examples of customized tours. Emphasis will be placed on activities that are available only to groups (such as behind-the-scenes tours). Contact information will include the JTHG, DMOs, Educational Programs for visitors of every age, Traveler Services provided by the JTHG Partnership, receptive operators in the region and qualified attractions.
- **Touring Resources** – A long-term goal of JTHG is to develop a series of video and audio tours. Audio tours may utilize a tool first employed by realtors to promote home sales: Actradio Talking Houses (www.talkinghouse.com). Using this system, visitors can pull up to a site and tune their car radios to a particular frequency in order to hear a narrative about that site. In addition, tours can be placed on the JTHG website where visitors can download the tours – or parts of tours – to MP3/iPod or GPS-based devices. Tours will follow the identified themes and will bring to life the area's history through lively video and audio productions.

3) Tear-off Map

The 11" x 17" four-color piece includes a map of the JTHG area with road symbols and icons for presidential sites, battle sites, churches, historic sites and cemeteries. Other symbols denote state boundaries, Main Street Communities, the Appalachian Trail, state and national parklands, and scenic Byways. Visitor information includes listings of visitors centers with hours of operation as well as website addresses. Historic towns and villages are listed with website addresses. 100,000 maps were printed in 2006. Distribution points include heritage sites, National Park units, visitor centers and all Virginia Welcome Centers

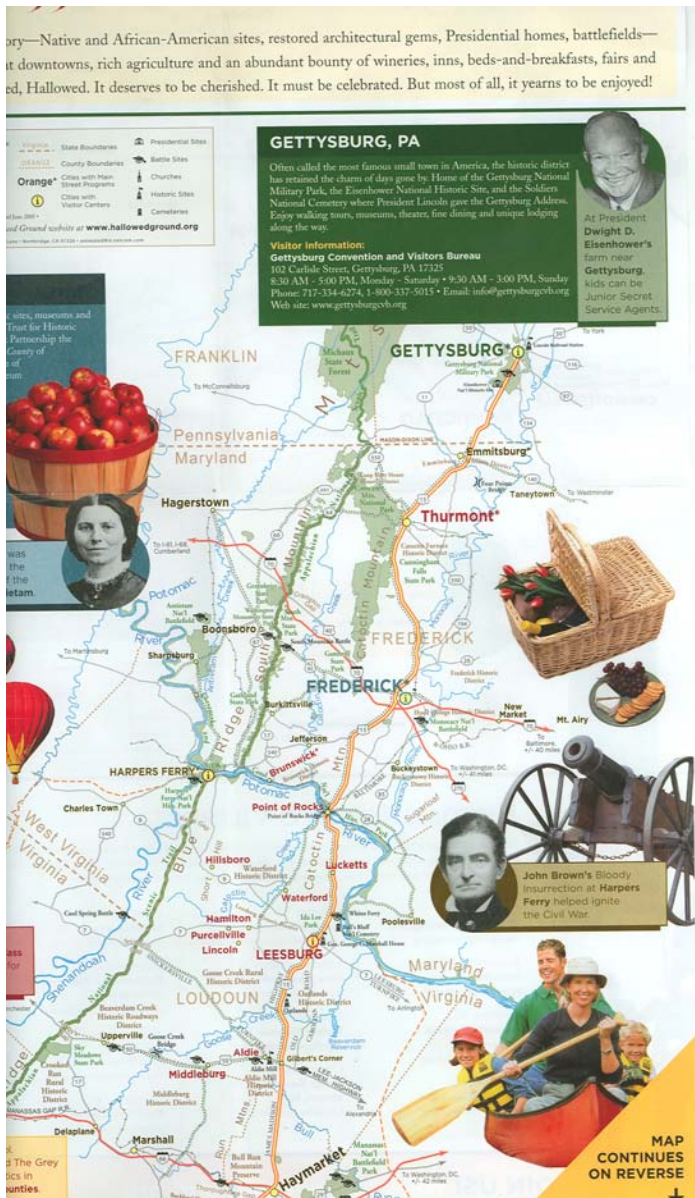


Fig. 5-5: Existing Journey Through Hallowed Ground tear-off map (front)

for a total of at least 40 locations. A copy of the map is included in the Appendix of this section. It is the intention of the JTHG Partnership to regularly update this visitor map.

Adaptation

The map will be adapted to identify US Route 15/20/231/22 as an All-American Road. Text will be added to describe the route and to encourage tourists to use the road as their primary touring route through the region. Plans call for 100,000 maps with this adaptation to be printed upon receipt of All-American Road designation.

4) Professional Development

The JTHG Partnership has already made tremendous strides in informing front line staff about the JTHG and ensuring that they are conversant on the region with visitors. Visitor centers in each of the partner's communities have JTHG information available. Some have developed displays featuring the JTHG tear-off map and guidebook and many display the three 60-second videos, which convey the three themes of the JTHG on continuous loop.

In 2006, the JTHG began development of a frontline hospitality training program to extend these efforts. The program has three goals: 1) to ensure that front line staff are knowledgeable about the Journey and its many historic, cultural and natural attractions, 2) to inform front line staff about how to share information on events, sites and services with visitors, and 3) to encourage outstanding visitor services to enhance the visitor experience.

Targeted sites for training include historic sites, museums, retail, lodging, restaurants, recreational sites and agricultural sites. Implementation is planned for 2009.

Adaptation

The training program will incorporate information on the significance of the All-American Road designation. Instruction will include an explanation of the significance of this designation. Front line travel industry workers will receive the All-American Road sample itineraries as the primary travel route and will be trained in how to assist visitors in planning their trips along the Byway.

5) Guidebook

The Journey Through Hallowed Ground: The Official Guide to Where America Happened from Gettysburg to Monticello – This 224-page, four-color travel guidebook with the foreword written by Pulitzer Prize Winning writer Geraldine Brooks was published in 2006. The book includes information on historic sites, lodging and shopping throughout the JTHG NHA. One chapter is devoted to helping travelers

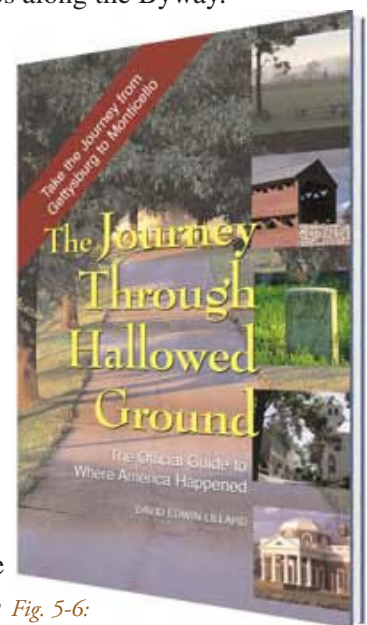


Fig. 5-6: Existing guidebook

create trips by selecting one of eight tours: A Presidential Journey, African American Heritage Tour, Adams County Orchards and Highlands Loop, Potomac Legacy Loop, South Mountain Circuit, Loudoun-Clarke Scenic Loop and Route 231. The Guidebooks were underwritten by the JTHG Partnership and are sold at bookstores and historic sites throughout the region to provide a funding resource for these JTHG partners.

Adaptation

The JTHG Partnership has three goals for the guidebook:

- 1) In the short-term (2-3 years), the guidebook will be expanded and revised to incorporate the significance of and showcase the alignment of the All-American Road and the National Heritage Area. The guidebook will include tour itineraries using the All-American Road as the primary travel route.
- 2) The JTHG Partnership will produce a new visitor guide which will include comprehensive listings of heritage sites and other attractions along the All-American Road and in the heritage area as well as information on lodging, dining and other visitor services.
- 3) The DMOC will actively pursue inclusion of the JTHG in travel guidebooks such as AAA, Frommer's and Lonely Planet.

6) *JTHG Coffee Table Books*

The first coffee table book focused on the region was *Hallowed Ground: Preserving American Heritage* published in 1996. This 192-page, four-color book features text by historian Rudy Abramson and photographs by National Geographic cover photographer Kenneth Garrett and acclaimed photographer Jack Kotz.

The book follows the history of the Old Carolina Road in Virginia from early settlements to the Revolutionary War to the Civil War.

A second book, *Journey Through Hallowed Ground, The Birthplace of the American Ideals*, was published by The National Geographic Society in spring 2008, with the

support of Pulitzer Prize winner Geraldine Brooks. This publication focuses on the heritage, culture, recreation and vibrant Main Street and farming communities throughout the entire JTHG National Heritage Area.

7) *International Marketing*

In addition to the international marketing efforts that support the All-American Road designation, the JTHG Partnership will actively pursue international visitors through the DMO's work with Capitol Region USA, Inc. (CRUSA) and the Pennsylvania Office of Tourism.

CRUSA is a tourism coalition comprised of the Virginia Tourism Corporation, Washington, D.C., Convention and Tourism Corporation and the Maryland Office of Tourism Development. CRUSA focuses solely on international marketing. Primary target markets are the United Kingdom and Germany. Secondary markets are Belgium, The Netherlands, Nordic countries, France, Ireland, Latin America (Brazil, Argentina, Mexico) and China. A major goal for CRUSA is to increase overseas visitation and economic impact by 5 percent annually.

Action steps taken by CRUSA to achieve this goal include

- Co-op consumer marketing campaigns with tour operators and travel agents
- Development of advertising campaigns
- Public relations campaigns to promote the sale of packages developed by third party sellers
- Participation in consumer shows in target markets with selected partners
- Partnering with third-party sellers to increase product, bookings and visitation including working with receptive tour operators, increasing the number of tour operators selling the CRUSA region, attending travel trade shows and working with travel agents.
- Creating marketing materials to target consumer, media and travel trade.
- Using the Internet to reach consumers and media.
- Conducting research to understand client preferences, assess economic impact of international visitors and evaluate marketing programs.

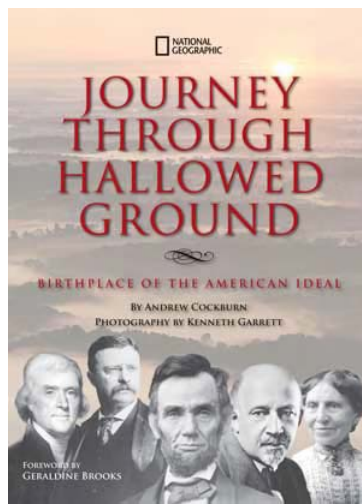


Fig. 5-7: Recently published National Geographic book (June 2008)

International Marketing Campaign for Virginia and Maryland Byways

CRUSA has demonstrated its understanding of the importance of scenic byways to the traveler experience and its commitment to promoting byways to international visitors through the organization's recent successful grant

International Visitors

Fig. 5-8: CRUSA webpage

application to the FHWA National Scenic Byways Program. Funds were awarded for an international marketing campaign for the entire network of Virginia and Maryland Byways.

CRUSA will work with the Virginia Tourism Corporation and Maryland Office of Tourism Development to implement a coordinated marketing plan targeting the United Kingdom, Germany, France, Scandinavia, Ireland and the Netherlands. A wide range of marketing strategies will include advertising, developing a Scenic Byways supplement within CRUSA's international travel planners in English and German, public relations activities, tour operator product development, trade and consumer show participation and research.

Adaptation - This demonstration of commitment to promote the region's scenic Byways will make CRUSA an outstanding partner through incorporation of JTHG's All-American Road in future marketing efforts. Upon receipt of designation, JTHG partners will work with CRUSA to include the All-American Road in future CRUSA marketing through the previously described strategies.

8) *International Visitor Services*

In addition to marketing to attract international visitors, Monticello and Gettysburg provide tour materials in foreign languages.

Adaptation

The DMOs intend to continue development of promotional materials in foreign languages and to encourage heritage, cultural and natural sites along the Byway to develop tour materials in foreign languages.

IV. NEW MARKETING STRATEGIES

In addition to adapting existing marketing strategies, the JTHG Partnership's Destination Marketing Organization partners have identified new opportunities to build on current marketing, to increase the reach of marketing efforts and to capitalize on the All-American Road designation.

9) *Develop AAR Travel Itineraries*

Itineraries will be a key tool to help visitors plan their trip on the All-American Road. Existing itineraries will be adapted (as in the guidebook), and new itineraries will be created to facilitate tourists' preparation for trips of one, two, three or more days. Tours may follow specific themes or may be designed to appeal to general interests in history and nature.

10) *Cooperative Advertising*

JTHG and the DMOC are selecting publications and broadcast outlets in target markets to advertise the Journey's All-American Road. Ads will be designed to feature various aspects of the Byway's attractions. Those responding to the advertisements will be directed to the JTHG website for more information and assistance in planning their trip. In addition, DMOC partners will incorporate the All-American Road into their individual tourism advertising.

11) *Capitalize on Publicity for the 2009-2015 Civil War Sesquicentennial*

Plans for the 150th anniversary of the Civil War are already underway in Virginia, Pennsylvania, Maryland and West Virginia. As more Civil War battles were fought within the JTHG than any other area in the country, much of the nation's attention will be focused here during these anniversary years. Promotions will begin in 2009 to lead up to the commemoration years. A multitude of events,

programs, tours and other activities are being planned throughout the region along with accompanying publicity plans. The JTHG Partnership is a significant entity in the planning of these efforts and is capitalizing on this occasion by focusing tour routes for sesquicentennial activities along the All-American Road and the unparalleled Civil War sites within the region. The DMOC is developing a readiness model to provide guidance to heritage and park sites within the heritage area to prepare for and participate in the Sesquicentennial.

12) *Develop Informational Electronic Kiosks*

Informational kiosks will allow travelers to access information about the All-American Road and the JTHG in more locations throughout the region and at times when visitor centers may not be open. The kiosks will be designed to be easily navigated with a touch screen and will contain information on attractions, restaurants, lodging, shopping and other visitor services. The kiosks also will allow travelers to print desired information as well as directions. Grant funding will be sought to underwrite the cost of the kiosks to allow the purchase of as many as possible.

13) *Build Promotional Partnerships for Leisure Travel Packages*

A variety of travel packages are being developed for promotion and sale to visitors traveling by car, RV, bicycle, hiking or horseback riding. For example, the DMOC will work with AAA's Mid Atlantic office to increase AAA-rated attractions along the All-American Road and to create special packages for AAA members. (The AAA Mid-Atlantic includes Virginia, Maryland, Pennsylvania, Delaware, New Jersey and Washington, D.C. A partnership with this office will reach more than 5 million members.) Other packages will be promoted through organizations that reach RV travelers, cyclists, hikers and horseback riders.

14) *Intergenerational Travel*

JTHG will develop tours and packages that appeal to the growing intergenerational travel segment. Emphasis will be placed on leveraging relationships with tour operators who also offer an intergenerational product, such as Elderhostels or tour operators that cater to alumni groups, to fully exploit their existing marketing tools and relationships. Historic, scenic, and agricultural sites will continue to be highlighted, but a greater emphasis will be placed on active elements of the tours – such as hiking, canoeing, and



Fig. 5-9: Virginia Sesquicentennial Commission webpage

cycling. Based upon our successful educational programs, introducing a technological element (video, podcasting, etc.) to fully utilize the creativity of our young travelers also will be considered.

15) *Traveler Service Packages*

These packages will be designed to offer all-inclusive experiences around popular themes to highlight specific communities and assets along the Byway. Packages would include nights of lodging (primarily at romantic inns and B&Bs), upscale dining at local restaurants, guided tours, special lectures, and/or guided experiences (such as art or cooking classes). Themes will include: Presidential History; Civil War; Farm, Vineyard, & Kitchen; Arts & Antiques of the Piedmont; and Horses & Trails.

16) *Host Travel and Education Writers to Showcase the AAR*

To generate media awareness of the Journey's All-American Road designation, the JTHG Partnership and DMOC will host a series of press trips. Invited media will include writers, photographers and broadcasters from within the JTHG region and travel writers, photographers and broadcasters from targeted visitor states. The All-American Road will be the travel route. Trips will focus on different

parts of the Byway and showcase the range of historic, cultural and natural resources found in each part of the region. For example, one tour may focus on presidential homes, another may showcase the area's natural beauty and scenic drives, and another trip may include Civil War sites. This will allow the partners to reach a larger number of writers representing many different publications and niche markets. A concentration of press trips will be planned within one-to-two years of All-American Road designation with the intention of offering press trips on a continuing basis in the years beyond.

17) *Provide Displays and Promotional Videos to Visitor Centers*

JTHG has created two new marketing tools for use at visitor centers. Pop up displays are 40" x 84" and feature a map of the region identifying key sites and towns. (The map designed for the tear-off maps is identical) Ten pop-up displays are being produced and will be available for visitor centers in late 2008. Additionally, JTHG has produced three 1-2 minute DVDs conveying the themes of Land of Leadership; Land of Conflict, Reunification and Rebuilding; and Place of National Beauty and Rural Character. The videos are designed to offer a glimpse of the rich resources in the area and to inspire travelers to "Take the Journey." The videos will be provided to visitor centers throughout the area. It is anticipated that these three DVDs will be significantly supplemented with the development of additional DVDs once the All-American Road designation is achieved.

18) *JTHG Bicycle and Pedestrian Trail Plan and Guidebook*

In 2007-2008, graduate students at Virginia Tech's Urban Affairs and Planning Program prepared a Bicycle and Pedestrian Trail Plan for the JTHG. This plan forms the basis for a Bicycle and Pedestrian Trail Guide to follow. The guide will provide residents and visitors with a bicycle-safe touring route from Gettysburg to Monticello along roads that roughly parallel the Byway and take the cyclist into each of the downtowns along the main spine. It will also provide bicycle-safe loop routes and spurs to key sites. In addition, the guide will provide a complete catalog of long-distance hiking trails in the region as well as networks of hiking trails within national parks, state parks, wildlife management areas, and other special places. Walking tours in such downtowns as Gettysburg, Frederick, Leesburg, Warrenton, Culpeper, Orange, and Charlottesville, among others, also will be included.

In spring 2009, BikeWalk Virginia will hold its annual five-day biking event, Bike Virginia, within the JTHG. The event will bring 2,000 cyclists to the area, who will stay overnight in Charlottesville and Culpeper. Cyclists cover approximately 60 miles per day on loop tours and routes that connect the two towns.

5.4 *INTERPRETATION STRATEGIES*

While the heritage tourism strategies discussed above will help bring visitors to the Journey corridor, it is the interpretive programming and facilities that will keep them coming back for more. A description of plans to interpret the significant resources of the Byway is one of the fourteen requirements for a corridor management plan.

This section of the corridor management plan discusses the existing interpretive vehicles along the Byway, the interpretive themes that will be used to organize existing and future interpretive activities along the Byway, and a general framework of interpretive strategies that explains how the interpretive sites can be linked together in a meaningful way.

Interpretation, whether at an individual site or along an entire corridor has to have four basic components to be successful: First, it has to be fun in order to lure the visitor in to the story. Second, interpretation has to be relevant to each individual – making both an emotional and intellectual connection with the visitor. Third, the interpretation has to be organized – visitors need to be able to recognize the theme and the key point of the interpretive information immediately – attention spans are usually short whether one is on a school field trip or a vacation. Fourth, the interpretation has to have a theme that is enduring and timeless.



Fig 5-10: Existing interpretation at Cedar Mountain Battlefield, Culpeper.

More than anything, the interpretive framework needs to demonstrate that the Byway serves as the main spine for travelers – urging them to “come closer” – to linger and explore those resources in more detail. The Byway will be utilized as a mechanism to act as the “curator” of a museum – an outdoor museum that encompasses the entire Journey region. The entire story should be laid out for the visitor along this central spine and organized by themes, with “doors” into other rooms in the museum that encourage visitors to explore the three Journey themes in more detail.

The interpretive framework described below, followed by a subsequent master interpretive plan to be developed for the entire Heritage Area, will weave together all of the existing and planned interpretive facilities into a cohesive travel experience that is fun, has relevance, is organized, and is enduring – keeping travelers coming back for more.

EXISTING INTERPRETIVE VEHICLES

There is a strong foundation for interpretive planning, development and management that has already been built through a series of workshops and meetings associated with the JTHG Heritage Area Feasibility Study process. These workshops and meetings continue today and will continue into the future as a fundamental part of the JTHG Partnership activities and initiatives.

Main Street Communities

The historic Main Street communities within the Heritage Area work together as a standing committee that has organized community briefings and gallery showings of a traveling JTHG photographic exhibit. The committee served as advisors on the guidebook and continue to work on interpretive programs to create a seamless visitor experience.

National Park Superintendent Committee

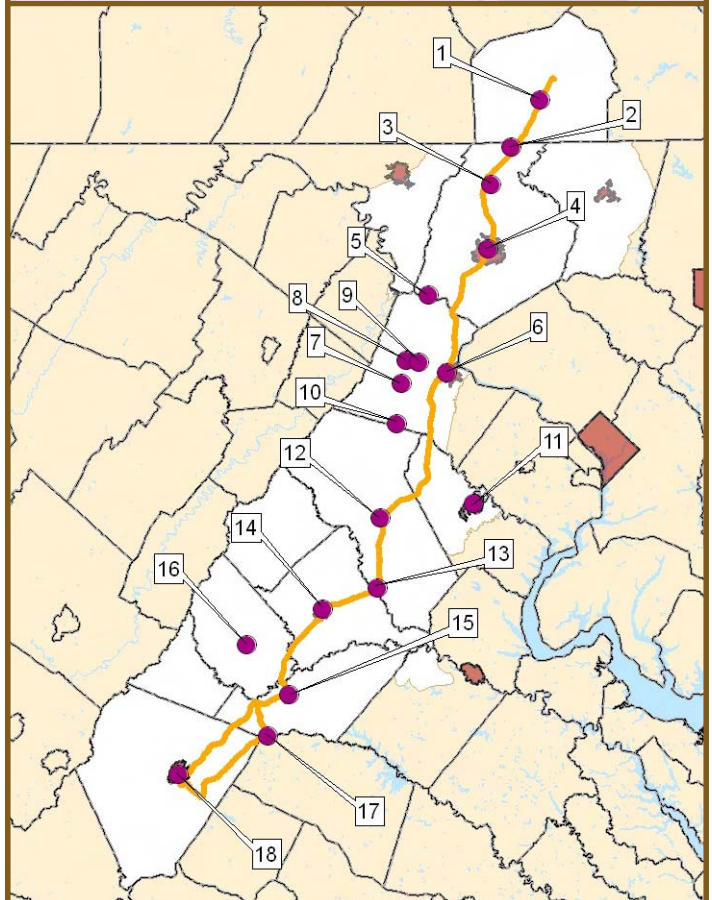
Sixteen representatives of National Park Service units within the Heritage Area work together to identify ways to build partnerships among the National Park sites for purposes of enhanced interpretation and increased visitation.

MAIN STREETS

There are eighteen “Main Street Communities” within the Journey Through Hallowed Ground National Heritage Area. Those with an asterisk (*) are designated by an affiliate of the National Main Street Center, a program of the National Trust for Historic Preservation. Those identified as “affiliate” are Virginia Main Street Affiliates. Non-designated communities with strong and identifiable “main streets” are also included on this list of important views.

- | | |
|------------------------------|----------------------------|
| 1. Gettysburg* | 10. Middleburg |
| 2. Emmitsburg | 11. Manassas* |
| 3. Thurmont* | 12. Warrenton* |
| 4. Frederick* | 13. Remington* (affiliate) |
| 5. Brunswick* | 14. Culpeper* |
| 6. Leesburg* (affiliate) | 15. Orange* |
| 7. Loudoun* (affiliate) | 16. Madison* (affiliate) |
| 8. Purcellville* (affiliate) | 17. Gordonsville |
| 9. Hamilton | 18. Charlottesville |

* -- Main Street Community



Educators Committee

Educators from across the region involved in university, high school, and elementary instruction as well as NPS and historic site educators met together at summits in April 2006 and April 2008 to identify ways to tell the stories of the JTHG and identify opportunities for education partnerships. The first summit resulted in the creation of two standing committees: one to create field trips for regional schools, with associated interpretive programs, and a second to create teaching materials for 4th and 6th grade students.

Attendees included representatives from the University of Mary Washington, James Madison University, Northern Virginia Community College, Prince William, Madison, Albemarle, and Loudoun County Public Schools, Oatlands Plantation, The Civil War Preservation Trust, and educational directors from Harpers Ferry National Historical Park, the Mosby Heritage Area, and many of the heritage sites throughout the Journey.

Since this summit, the educational programs for the JTHG have expanded to include educational initiatives that allow students to experience history on the ground where it actually “happened” and provide for teacher resources and development. These initiatives are invaluable for educators and students and are easily accessed and summarized on the Journey website. These initiatives include

- Extreme Journey Middle School Camp for rising 6th – 8th graders
- Extreme Journey High School Camp for rising 9th-11th graders (in conjunction with the University of Virginia)
- Field trip guides
- Teacher resources
- Teacher development, NVCC Teacher’s Course

Heritage Sites Directors Committee

In June 2006, the JTHG Partnership hosted a workshop for directors of heritage sites throughout the corridor. Forty people attended the workshop from a range of sites including Monticello and Montpelier and a variety of businesses to discuss cooperative marketing and ways to tie the various sites to the themes and stories of JTHG. This resulted in the creation of a standing committee that is working with the Education Committee and the Heritage Tourism Committee to increase interpretation of and visitation to these sites.

National Heritage Area Designation

With NHA designation, there will be a new national identity for the region. This will be fostered through new signage and interpretation, visitor information centers, waysides, educational programs, exhibits, and research projects. The National Heritage Area will help coordinate collaborative interpretive programs among the National Parks and heritage sites throughout the corridor and enhance park and recreational resources.

EXISTING INTERPRETIVE FACILITIES AND EDUCATIONAL INITIATIVES

This region boasts exceptional, existing educational and interpretive programs currently offered by the National Park Service in Gettysburg, Antietam, Monocacy, C&O Canal, Harpers Ferry, Manassas, and other NPS sites. In addition, Monticello, the George Marshall International Center, Oatlands Plantation, Montpelier, the Museum of Civil War Medicine, the Mosby Heritage Area, the Heart of the Civil War Heritage Area and the Northern Virginia Regional Park Authority, among others, offer educational programs.

There are many other anchor sites, attractions, and organizations, outlined in Chapter 3, along the JTHG with independent educational initiatives to complement the Journey-wide initiatives.

JTHG Publications

In addition to information about what to see and do along the Journey route (See page 94 for guidebook description.), the JTHG guidebook provides a set of stories and interpretive information about many of the places to visit along the Byway. Written by noted travel book author, David Edwin Lillard, the guide features a full-color fold-out map, twelve detailed maps of the corridor, county-by-county guides to the sites, attractions and back roads, and eight “Create Your Own Journeys” based on themes like U.S. Presidents, African American History, natural history and scenic views.

The Journey website (<http://www.hallowedground.org>) also provides capacity to build your own itinerary through the “Explore by Interest” page. The website provides short descriptions of each historic site organized by interest (Civil War, Colonial, Historic Buildings, African American Heritage, Presidential Sites, Prominent Homes, and Other Sites).

Civil War Trails Program

The Civil War Trails program offers touring opportunities throughout the JTHG. Virginia developed the Civil War Trails program in 1992, and today the state has 315 Civil War sites along five trails. Interpretive panels, maps, guides, and a website all allow visitors to follow campaign routes through the region and understand troop movements on the ground. Maryland adopted the Trails program, creating the Antietam Campaign Trail in September 2002 and the Gettysburg Invasion and Retreat Trail in June 2003. Each site has an interpretive panel (or panels) telling the story of that particular site and its role in the various campaigns.



Fig. 5-11: Mile Hill, Loudoun County, Virginia

The National Geographic Society Book

Mentioned earlier under marketing, the National Geographic Society recently published *The Journey Through Hallowed Ground: Birthplace of the American Ideal*, with photography by National Geographic Society cover photographer Kenneth L. Garrett, text by Andrew Cockburn, and foreword by Pulitzer Prize winner Geraldine Brooks. The book narrates the history of the region by focusing on how the geography of the piedmont shaped certain storylines, such as Native American culture, the Revolutionary War, and today's productive agriculture, providing a glimpse into each era of the American experience as it was lived in the realm where it first took root. The book also provides portraits of both historical figures and contemporary leaders in the area.

African American Heritage Research and Writing

The Virginia Foundation for the Humanities sponsored a grant for a project entitled "The Power of Place: Understanding the African American Experience in the Journey Through Hallowed Ground." The JTHG Partnership will be expanding the number of sites related to African American history, enhancing the interpretation of African American history for some existing sites, and including stories of "People in the Places" who helped create history.

Interpretive Research and Planning

The JTHG Partnership has been working on the National Park Service Challenge Grant to support increased interpretation. One of the NPS Director's Legacy goals is to "increase civic engagement to develop a seamless network of parks that links parks with states, communities

and tribes through effective means of consultation, participation and the use of science in key decision-making processes." The JTHG Partnership has been awarded funds to assist with this project by funding the development of an interpretive concept plan to link the 14 National Park units and their interpretive themes within the context of the JTHG.

INTERPRETIVE THEMES

The following provides background information regarding the themes for the National Heritage Area. The Byway will provide a central spine from which the themes will be interpreted.

Theme Development

Feasibility Study

As stated in the Feasibility Study for the National Heritage Area designation, three broad interpretive themes have been established for the JTHG:

- Land of Conflict, Reunification, and Rebuilding;
- Land of Leadership; and
- Place of National Beauty and Rural Character

These themes were developed out of a years-long process as part of the Feasibility Study for the National Heritage Area. The process included inventorying the corridor's historic, cultural, natural, and scenic resources and consulting scholars, National Park Service staff, historic sites managers, and others. The three interdependent themes encompass the many stories that capture the essence and national significance of the Journey landscape and its

people from Native American occupation to the present. The themes will support coordinated marketing and interpretation between attractions and sites and will help form a coherent travel experience.

The themes were further tested and confirmed by nationwide market research (See page 89 for description.) The research confirmed a particularly strong understanding of and interest in aspects of the Place of National Beauty and Rural Character theme, as well as the theme of Conflict, Reunification, and Rebuilding.

The Three Primary Themes

Land of Conflict, Reunification, and Rebuilding

The theme *Land of Conflict, Reunification, and Rebuilding* embraces the broad story of the Journey landscape and its people, from Native American occupation through early settlement, the War of 1812, The French and Indian War, Revolutionary War, Civil War, Civil Rights era and the decades of reunification after each conflict. Every historic site and attraction within the region tells a piece of this story.

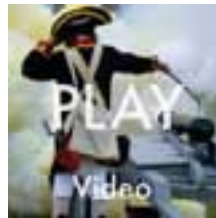


Fig. 5-12: [Click link to play video.](#)

The JTHG was settled in the late eighteenth century by two broadly different cultural groups with differing social, economic, and religious systems that laid the groundwork for future conflict in the Civil War. During the Revolutionary War, the Journey landscape was an active transportation route and housed headquarters for several American generals. The Journey was a critical transition zone for the Underground Railroad and a highly contested area during the Civil War. Numerous key Civil War battlefields are located within the region, and many other locations were the sites of skirmishes, small-scaled actions, and other significant events.

Following each conflict, but most significantly after the Civil War, the Journey landscape changed as reunification and rebuilding occurred. Communities and residents recovered and adapted. Well-known sites representing reunification and rebuilding include Civil War cemeteries and memorials in communities on both sides of the conflict.

New sites of national significance related to conflict,

reunification, and rebuilding also emerged, including such sites as the home of General George Marshall, crafter of the Marshall Plan, and Camp David, the site of peace talks and agreements such as the Camp David Accords.

The story of the Land of Conflict, Reunification, and Rebuilding is described in the Feasibility Study for the Journey Through Hallowed Ground Heritage Area and summarized in Chapter 2 of this corridor management plan as part of the discussion of the Byway's historic qualities. Aspects of research have been further developed in the National Geographic book, *Journey Through Hallowed Ground: Birthplace of the American Ideal*.

Potential storylines that might be explored to help coordinate interpretation between individual sites and to tell the story of the Journey landscape with additional structure and detail include

- Natural History of the Journey Landscape;
- Native American Settlement Patterns;
- The Plantation Tradition;
- The Independent Farm Tradition;
- Life, Liberty, and the Pursuit of Happiness;
- Agriculture, Prosperity, and Conflict;
- Civil War;
- Post-War Reunification, Rebuilding, and Change; and
- Horse Country, the Emerging Suburb, and Conservation.
- Writers and Artists

These are discussed in more detail later in this chapter.

Land of Leadership

The theme *Land of Leadership* identifies and tells the stories of influential individuals from the region's history who of regional or national significance. Closely associated with the Journey's communities and historic sites, these individuals shaped the Journey's story and in many instances were outstanding examples of national leadership.

Through these leaders and their stories, visitors will appreciate the impact and significance of the JTHG and its people on the nation.

The Journey's impressive list of leaders includes presidents, senators, governors, generals, and common citizens from many walks of life. Three of the nation's first five presidents were from the Journey and were instrumental in shaping the early history of the nation. Another, George



Fig. 5-13: [Click link to play video.](#)

Washington was instrumental in the creation of the region as a surveyor and general. Early settlers evoke the pioneer spirit and give testimony to their industriousness and perseverance. The Civil War was witness to many leaders representing divergent and conflicting perspectives, from military men, to the plantation gentry, to African Americans, to abolitionists, to religious leaders. Following the Civil War, the Journey landscape was host to many prominent individuals from Washington, D.C., who influenced the nation and the world. This region has witnessed generation after generation of citizens who chose to place both life and livelihood on the line in the name of creating the United States.

Journey Through Hallowed Ground: Birthplace of the American Ideal features profiles of historical and contemporary leaders in the region whose lives, beliefs, and passions are related to the themes and storylines.

A sample of leaders represented in the JTHG through existing interpretive sites include

- Lord Fairfax
- Thomas Jefferson
- James Monroe
- James Madison
- George Niede
- Lorenz Nyberg
- Mother Seton
- John Marshall
- Clara Barton
- President Washington
- WEB DeBois
- Thomas Johnson
- Robert Hansen
- John Brown;
- Willis Madden
- Frederick Douglas
- Leonard Grimes
- James W.C. Pennington
- Abraham Lincoln
- General George C. Marshall
- President Dwight D. Eisenhower
- President Theodore Roosevelt
- Governor Westmoreland Davis
- Marion DuPont Scott
- William Corcoran Eustis
- Jennie Dean
- Thaddeus Stevens

Place of National Beauty and Rural Character

The theme *Place of National Beauty and Rural Character* is about the JTHG's landscape today. The Journey landscape encompasses the Inner Piedmont region of Virginia, Maryland, and Pennsylvania between the Blue Ridge, Catocin Mountain, and Pennsylvania's South Mountain on the west and the Fall Line on the east. The geology, topography, and rivers shaped events and formed a natural resource of remarkable beauty. The Journey landscape today is a region with substantial areas of unspoiled rural character. Large areas of the rural and natural landscape have been preserved through successful easement programs and other conservation initiatives.

As the Journey landscape changed and the Piedmont became home to the horse breeding industry, the land also became a rural retreat for the wealthy and powerful in Washington.

Along and beyond the Byway, visitors can experience the beauty of the Journey landscape by driving the many scenic back roads that connect to the Byway and by visiting the Journey's scenic attractions, parks, and natural areas. With scenic rivers, woodlands, hills, and mountains, the Journey's cultural landscape of agricultural fields, farmsteads, mills, and crossroad villages is markedly distinctive and renowned. These natural and cultural landscapes have been described in Chapter 2 in the discussion of the Byway's scenic and recreational qualities.

Storylines related to *Place of National Beauty and Rural Character* include the story of today's cultural landscape and the conservation efforts that have helped and will continue to help, preserve it.



Fig. 5-14: Click link to play video.



Fig. 5-15: Graffiti House, Brandy Station, Virginia

RELATIONSHIP OF EXISTING SITES TO INTERPRETIVE THEMES AND BYWAY SIGNIFICANCE

There are a tremendous number of existing sites and places along the Byway that interpret its significant resources and qualities. Most of these sites offer some form of interpretation, ranging from written guides and brochures to museum exhibits and outdoor interpretive panels. What is missing is a common framework that ties them together.

In order to increase the awareness of the sites and what they have to offer, the JTHG Partnership's Destination Marketing Organization Committee (DMOC) has prepared a set of criteria to determine the appropriate type of marketing and awareness campaign for each type of site. (See pages 91-98 for description of recommended marketing strategies).

The JTHG DMOC identified criteria for determining whether a site should be promoted to the broadest range of markets, including tour groups and international travelers, that are referred to as "anchor sites"; or whether the sites should be marketed more as a self-guided tour for the more independent type of traveler (referred to as "secondary sites"). The criteria include

For both anchor and secondary sites

- Relationship to one or more of the JTHG themes
- Safety and accessibility to the public
- National or state significance

For anchor sites

- Open 300+ days a year
- Full service (guided tours by trained staff or volunteers)
- Visitor services (restrooms, information available on the area, etc.)

- Group tour accommodation
- International visitor accommodation

For secondary sites

- Self-guided (no staff, tour with brochure or audio)
- Visually accessible from a public road is acceptable

Map 8 in Appendix 1 identifies the locations of each site that meet these criteria. Appendix 3 contains a complete list of anchor sites and secondary sites and correlates them with the interpretive themes.

Other sites without at least a vehicle/roadside pull-off will be added to the official site list once they meet the criteria for at least one of the types of secondary sites.

Relationship of Sites to Byway Significance

There is a strong correlation between visitor-ready sites, the key themes of the Byway and their national significance. The following statement summarizes the "essence of the Byway":

The Journey makes it easy for the visitor to discover "Where America Happened," including nine Presidential homes, the largest concentration of Civil War Battlefield sites in the country, fifteen historic Main Street Communities along with the magnificent views, historic sites and natural landscapes of the Piedmont countryside.

Table 5-1 lists the anchor sites and indicates the themes that can be interpreted at each site. Because there are too many to list here, secondary sites and their corresponding themes are listed in Appendix 3. In addition, Appendix 3 lists two sites that are "up-and-coming" (i.e. in the process of developing the visitor facilities and interpretive programs that will qualify them to become secondary or anchor sites). Upon completion of the facilities needed to fulfill the anchor site criteria, these sites will be added to that list. Finally, the last portion of Appendix 3 lists driving/walking tours and sidetrips that highlight the Journey's themes but may take visitors to sites not directly along the Byway. All of these sites are shown by theme in Figure 5-17.

County	Site	Land of Conflict, Reunification & Rebuilding	Land of Leadership	Place of National Beauty & Rural Character
Adams/Gettysburg	David Wills House	•		
Adams/Gettysburg	Eisenhower National Historic Site	•	•	•
Adams/Gettysburg	Gettysburg National Military Park	•	•	•
Adams/Gettysburg	Gettysburg National Military Park Museum & Visitor Center	•		
Adams/Gettysburg	Soldiers' National Cemetery	•	•	•
Frederick	Catoctin Mountain Park	•	•	•
Frederick	Chesapeake & Ohio Canal Historical Park & Trail	•		•
Frederick	Cunningham Falls State Park	•	•	•
Frederick	Frederick Town Historic District	•		•
Frederick	Museum of Frederick County History	•		•
Frederick	Monocacy National Battlefield	•	•	•
Frederick	Mount Olivet Cemetery / Francis Scott Key Monument	•	•	•
Frederick	National Museum of Civil War Medicine	•		
Frederick	National Shrine of St. Elizabeth Ann Seton	•	•	
Frederick	Rose Hill Manor Park / Children's Farm and Museum	•	•	
Loudoun	Ball's Bluff Battlefield and National Cemetery	•		•
Loudoun	Leesburg Historic Downtown	•	•	•
Loudoun	Oatlands Historic House & Gardens	•	•	•
Prince William	Bull Run Mountains Nature Preserve	•	•	•
Prince William	Manassas National Battlefield Park	•		
Fauquier	Old Jail Museum	•		
Fauquier	Warrenton Historic District	•		•
Culpeper	Brandy Station Battlefield	•	•	•
Culpeper	Cedar Mountain Battlefield	•	•	•
Culpeper	Culpeper Historic Downtown	•	•	•
Culpeper	Museum of Culpeper History	•	•	
Orange	James Madison's Montpelier	•	•	•
Orange	Orange Historic Downtown	•	•	•
Albemarle	Ash Lawn-Highland	•	•	•
Albemarle/Charlottesville	Charlottesville Historic Downtown and Downtown Mall	•	•	•
Albemarle	Monticello	•	•	•
Albemarle/Charlottesville	University of Virginia Academical Village	•	•	•

Table 5-1: Byway Anchor Sites by theme



Fig. 5-16: Montpelier in autumn (Photo courtesy of The Montpelier Foundation)

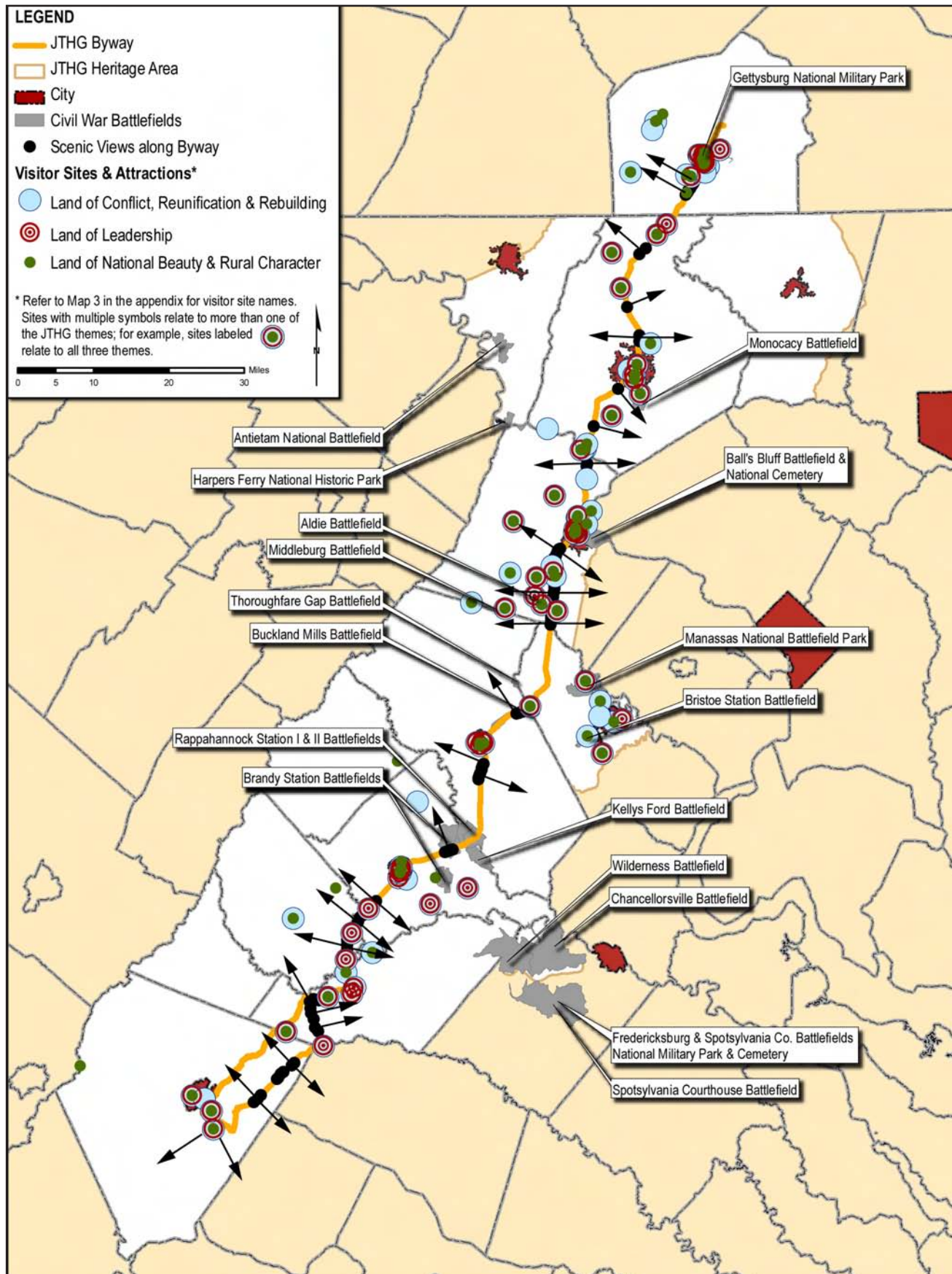


Fig. 5-17: Visitor sites organized by theme in relation to the Byway



Fig. 5-18: Orange, Virginia

5.5 DEVELOPING AN INTERPRETIVE FRAMEWORK

PURPOSE OF THE INTERPRETIVE FRAMEWORK

Interpretation will be organized around the Journey's three established themes of *Land of Conflict, Reunification, and Rebuilding*; *Land of Leadership*; and *Place of National Beauty and Rural Character*. Through these themes, the interpretation at individual sites and attractions will be coordinated into a holistic presentation of the region's story. The interpretive framework is the method established to coordinate interpretation among the various sites, attractions, programs, and product development.

The overall goal of interpretation of the Byway is to tell the authentic story of people and events within the JTHG to residents and visitors featuring historic communities, sites, and attractions and thereby reinforce the Byway's role as a destination for visitors.

LINKING THEMES, STORYLINES AND SITES

The three themes of the JTHG are broad and overarching, which can present a challenge to interpretation. For example, there are so many sites related to Land of Conflict, Reunification, and Rebuilding, that an attempt to link them all in a comprehensible and feasible way is daunting. One way to link the many sites along the Byway together is to focus on storylines (or sub-themes) under each of the three themes, much as has been done in *Journey Through Hallowed Ground: Birthplace of the American Ideal*. Focusing on storylines offers an opportunity to link sites that have a close thematic connection or common story to tell.

Some of the possible storylines related to each of the three themes are offered below.

Primary Interpretive Theme 1:

Land of Conflict, Reunification, and Rebuilding

This theme embraces the broad history of the Journey landscape and its people, from Native American occupation through early settlement, the French and Indian War, the Revolutionary War, the Civil War, the decades of reunification after the Civil War and into the present.

Storyline 1:

Natural History of the Journey Landscape

The Natural Landscape Character, including topography, soils, springs and drainage significantly impacted the settlement patterns, transportation routes, agriculture and industry of the JTHG landscape.

Potential Interpretive Subjects:

- Geologic evolution of the Mesozoic Lowlands and the Foothills Subprovince
- Geologic formation of the Appalachian Mountains
- Development of transportation routes northeast to southwest along the east side of the mountain range
- Scenic rivers flow across the JTHG

Storyline 2:

Native American Settlement Patterns

The Native American camps, villages, land uses, and conflicts impacted the Journey landscape and laid the groundwork for north/south trails that became routes for the migration of European settlers into the region.

Potential Interpretive Subjects:

- Migrations and settlement patterns of Native Americans of the Piedmont
- The Susquehannock tribe and the development of the Carolina Road
- Where did the Native Americans go from Piedmont Virginia?
- Discovery of tangible archaeological evidence of evolution of Native American life within the Journey landscape



Fig. 5-19: Barboursville, Virginia

Storyline 3:

The Plantation Tradition

The plantation was a distinct economic, social, political, and landscape system that imposed the hierarchy of the English cultural traditions and existing Tidewater plantation traditions on the Piedmont landscape.

Potential Interpretive Subjects:

- Cultivation of tobacco and export to Europe
- Rise of social structure of indentured servants and landowners
- Rapid growth in the absolute number and relative importance of enslaved laborers in the Piedmont area between the middle of the seventeenth century and the middle of the eighteenth century
- Land grants given to entrepreneurs in Pennsylvania for the settlement of large areas of land in the northern Shenandoah Valley
- Distribution of large land grants to the wealthy Tidewater plantation owners
- Rise of the patriarchal/prominent families and the resulting cultural, economic and political system
- Development of gentry leadership and use of slave labor
- Alteration in the nature of the agricultural workforce
- Establishment of plantation settlement patterns still visible throughout the region, particularly as they have influenced town development, religion and education

Storyline 4:

The Independent Farm Tradition

From southeastern Pennsylvania, settlers migrated south down the Shenandoah Valley into North Carolina and later, west into Kentucky and Tennessee. The entire northern Journey landscape was settled by these people on small independent farms with a family workforce and diverse agricultural production.

Potential Interpretive Subjects:

- Rise of small independent farms
- Creation of interdependent market system including farms, towns, merchants and exporters
- Development of towns with services of craftsmen, artisans, and merchants
- Rise of competing political parties
- Formation of egalitarian society in the northern Journey landscape

Storyline 5:

Life, Liberty, and the Pursuit of Happiness

A collection of British colonial citizens named Jefferson, Madison, and Monroe risked their lives and livelihoods to wage a war against their own sovereign nation and audaciously sought to create a grand dream called democracy.

Potential Interpretive Subjects:

- Virginia planters led the country in the Revolution and served as four of the nation's first five presidents
- Thomas Jefferson and the Declaration of Independence
- James Madison and the Constitution
- James Monroe and service to the new nation
- Slave owners solidified their superior economic and social status that denied all rights and benefits for slaves that owners claimed for themselves



Fig. 5-20: Buckland Mills, Virginia

Storyline 6:

Wheat, Prosperity, and Conflict

The northern and southern landscapes of the Journey are examples of different and competing economic, social, and political systems. Conflict was most acute where the landscapes intertwined in Loudoun County.

Potential Interpretive Subjects:

- Regional marketing network developed in the north and independent mills located along the stream corridors
- Dependence on slave labor for production and exportation of wheat
- Migration of peoples and goods and services shifted west to Kentucky and Tennessee
- Development of canals and railroads for economic development of the central and northern portions of the JTHG
- National debate heated up over slavery
- Leadership roles develop among Abolitionists and the African American community in pre-civil war society
- Establishment of the Underground Railroad

Storyline 7:

Civil War

The Journey corridor was at the center of a power struggle as the Civil War tore the nation apart. The strategic location of the corridor provided the setting for much of the War's northern theater, with many of the fiercest battles fought within or near the corridor.

Potential Interpretive Subjects:

- Clash of culture between Independent farm tradition in the north and the plantation tradition in the south
- Slavery, the defining issue
- Major battles in the Journey landscape were instrumental in deciding the course of events at the national level
- Small-scale conflicts impacted the daily lives of the landscape's inhabitants. No town was unaffected by the War
- Raids (Mosby's raiders) and prolonged encampments were long term interruptions in the daily lives of civilians in the Piedmont
- Transportation, access and movement drew conflict to the region
- Journey landscape was route for invasions and for the rapid movement of troops and supplies
- Emancipation of slaves

Storyline 8:

Rebuilding after the Civil War

The Civil War devastated much of the agricultural foundation of the area, but towns and farms gradually rebuilt over the last decades of the nineteenth century. The plantation tradition did not survive and the corridor returned to its agrarian roots and remained largely unchanged for the next 100 years.

Potential Interpretive Subjects:

- Massive rebuilding of structures, fences, and mills; and fields replanted
- Economic system of the plantation tradition was destroyed
- Former plantation land became property entrepreneurs from the north
- Establishment of new African American communities and churches
- Piedmont developed new crops and animals, dairy production, wine production, beef production and apple orchards
- African Americans pooled their resources and built homes, schools, churches, fraternal organizations and meeting halls
- Foundation created for the civil and human rights movements of the twentieth century
- Civil Rights Movement



Fig. 5-201 Buckland Farm, Virginia

Storyline 9:

Horse Country, the Emerging Suburb, and Conservation

In the 1780s, John and Samuel Love Jr. began breeding imported Arabian and European horses at Buckland, one of the first large scale breeding farms in Virginia. In 1787, the Loves sold a horse to General George Washington and by 1799 were providing horses to the U.S. Army. By the early twentieth century, the Virginia Piedmont had become home to a thriving horse breeding industry. Over the past thirty years, agrarian landscapes have given way to suburban sprawl around the Baltimore/Washington metropolitan area. This threat to the resource of the landscape spurred the conservation initiatives that thrive today, protecting the natural and cultural resources of the JTHG.

Potential Interpretive Subjects:

- Large land holdings change ownership
- Roots of “horse country” and early horse breeding in the Buckland vicinity
- Inner Piedmont becomes “horse country”
- Journey landscape becomes a rural retreat from Washington
- Growth pressures from large urban areas, new interstate highways and suburban sprawl
- Rise of conservation ethic

PRIMARY INTERPRETIVE THEME 2:

LAND OF LEADERSHIP

This theme identifies groups and individuals influential in the region and the nation and associated with the Journey’s communities and historic sites. They include early settlers, presidents, senators, governors, delegates to Constitutional Conventions of Virginia and the United States, and citizens who chose to place both life and livelihood on the line in the name of freedom for all people and the creation of the United States.

Storyline 1:

Native American Contributions

For thousands of years before European settlers arrived in the region, Native American tribes established transportation routes, managed the land for forestry and agriculture, and developed sophisticated tools.

Potential Interpretive Subjects:

- Archaeological discovery sites and burial mounds
- Powhatan chiefs meeting the English
- The Monacan nation

Storyline 2:

French and Indian War

The movement of English colonists westward in search of new land led to a conflict with French colonists from the Ohio Valley. The Journey region was a staging ground for troop movements during that war.

Potential Interpretive Subjects:

- Jonathan and Nathaniel Chapman
- Rev. Alexander Dobbin
- Willis Madden
- David Wills
- George Washington



Fig. 5-22: Outbuildings at Ash Lawn-Highland, Virginia (Photo courtesy of Ash Lawn-Highland)

Storyline 3:

Life, Liberty and the Pursuit of Happiness

The Virginia Planters were among the prominent leaders of the Revolution and contributed significantly to the founding and early development of our nation.

Potential Interpretive Subjects:

- Thomas Jefferson
- James Monroe
- General Anthony Wayne
- Lieutenant General Lafayette
- General John Peter Gabriel Muhlenberg
- James Madison

Storyline 4:

The Coming Storm

The multiple factors leading to the outbreak of the Civil War – economic, political, cultural, and social – played out in the Journey corridor.

Potential Interpretive Subjects:

- Thomas Jefferson
- James Madison
- James Monroe
- John Brown

Storyline 5:

The Civil War

Both military and civilian resources are significant to the story of the Civil War in the JTHG.

Potential Interpretive Subjects:

- Battlefield leaders
- Clara Barton
- Colonel John Singleton Mosby
- Abraham Lincoln
- Quakers and Abolitionists

Storyline 6:

Reunification, Rebuilding, and Change

Towns and farms gradually rebuilt over the last decades of the nineteenth century, plantation land changed hands, and African Americans moved off the plantations and created their own new communities and economic and social networks, including churches.

Potential Interpretive Subjects:

- Jennie Dean
- Jessie Vann
- Charles Hamilton Houston

Storyline 7:

Nineteenth and Twentieth Century Lessons in Leadership

The Journey was home to numerous leaders of the nineteenth and twentieth centuries, including many who played roles on the international stage.

Potential Interpretive Subjects:

- General George C. Marshall
- President Dwight D. Eisenhower
- President Theodore Roosevelt
- Governor Westmoreland Davis
- Marion DuPont Scott



Fig. 5-23: The Old Courthouse in historic Leesburg, Virginia



Fig. 5-24: Willow Grove, Orange County, Virginia

Storyline 8:

Honoring Their Paths

The African American experience in the JTHG is about courageous and diverse people who had a tremendous impact on their communities and beyond.

Potential Interpretive Subjects:

- Peter Deadfoot, the first documented freedom seeker from Loudoun County, Virginia
- African American tradesmen engaged in trades such as blacksmithing and masonry, and industries such as iron-making
- Enslaved laborers who worked under a brutal legal and economic system.
- Leonard Grimes who aided freedom flights until his arrest and imprisonment in 1839
- Organization of the Underground Railroad
- James W.C. Pennington who escaped from slavery, attended classes at Yale, and helped lead the international abolition movement
- African American men who served in the Union Army
- Emancipation Day
- John W. Jones, a key agent on the Underground Railroad
- W.E.B. Du Bois, Niagara Movement
- John Brown

PRIMARY INTERPRETIVE THEME 3:

LAND OF NATIONAL BEAUTY AND RURAL CHARACTER

This theme is about the landscape of the Piedmont region of Virginia, Maryland, and Pennsylvania between the Blue Ridge, Appalachian and Southwest Mountains to the west and the Fall Line to the east. The geology, topography, and rivers shaped events and formed a natural resource of substantial beauty. The Journey landscape today remains a region of unspoiled landscapes and rural character retained through successful easement programs and other conservation efforts.

Storyline 1:

Rise of Leadership in Conservation

Due to major growth in the Washington metropolitan area during the second half of the twentieth century, conservation efforts were established to preserve the rural and scenic beauty of the JTHG, especially in areas of northern Virginia.

Potential Interpretive Subjects:

- Battlefield preservation
- Preservation of endangered Piedmont landscape: Preserving a rural economy while encouraging “Smart Growth”
- Development of parks and preserved landscape areas
- Designation of historic districts and rural historic districts
- Preservation of land through conservation easements

Storyline 2:

The Cultural Landscape of Today

The entire landscape of the JTHG remains from the period of reunification, rebuilding, and change. Farms, towns, churches, improved roads, roadside shops, new homes, and other resources contribute to the character of the late nineteenth and twentieth century rural landscape of the region.

Potential Interpretive Subjects:

- Historical Resources
- Cultural Landscapes
- Land Use Patterns
- Scenic and Visual Quality

Enriching Existing Sites and Resources

For the majority of sites associated with the JTHG, the interpretive framework simply needs to enrich the existing

material in order to keep it fresh, relate it to its broader context, and link the site directly to one of the three themes.

STRATEGIES FOR IMPLEMENTING THE INTERPRETIVE FRAMEWORK

Increasing Awareness of Existing Interpretive Resources

The highest priority for implementing the interpretive framework is to simply make visitors more aware of the wealth of interpretive resources that are already out there. The JTHG Guide and Website have provided a start for this important task. However, there is a need to provide more of a physical presence for the Byway. Two strategies are recommended:

1) Graphic Identity

Develop a graphic identity for Journey interpretive signage, wayfinding signage, and graphic content as a means of linking together the various independent sites with their common themes and presentation.

2) Develop Interpretive Centers

Interpretive centers should be created to introduce visitors to the broad themes and storylines of the Byway and to identify places where more detailed interpretation on specific subjects may be found. Interpretive facilities could be located at gateways to the Byway (see Map 1, Appendix 1), at secondary sites that have the capacity to upgrade to anchor sites and within existing Main Street communities where visitor facilities are limited. (See Chapter 3 for the list of existing anchor sites.) Where gaps in the interpretation of the Journey story have been identified, new interpretive facilities will be needed to assist in telling the stories of the Byway.

Ongoing Planning for Interpretation

3) National Heritage Area Management Plan

As recommended in the Feasibility Study, there is a need to create a comprehensive interpretive plan as part of the management plan for the JTHG NHA. The interpretive plan should result in the creation of interpretive content and

media to present the overall story of the Journey landscape, to set the interpretation of individual sites and attractions in context, and to create bridging storylines among sites. The interpretive master plan should then link the overall story to the presentation tools currently under development by the JTHG Partnership, including the Journey website, print publications, electronic media, and at kiosks at major attractions and gateway sites. (See pages 91-97 for descriptions.)

4) Site-Specific Interpretive and Educational Programming

Once the master plan is completed, mini-grants should be made available to encourage sites to enhance and upgrade their interpretive and educational materials, products, and programs.

Product Development

5) Expanding and Enriching the Journey Stories

Using the results of the ongoing JTHG Partnership research efforts, new interpretive products should be developed for the Journey storylines that are not currently being told but that have the potential to interest visitors and residents. Of particular significance are the stories associated with the Native American culture of the Piedmont, African American heritage, and women of the Piedmont. The JTHG Partnership is already working to identify African American sites and ways that the African American heritage stories can be more richly told. There was great interest at the public meetings in May and June of 2008 in expanding the interpretive content regarding the “everyday” landscape, especially as it relates to the Civil War era.

6) Self-Guided Interpretation

Given the extensive number of secondary sites (see Appendix 3), there is a distinct need for new stand-alone interpretive materials including tour brochures, exterior interpretive panels, small-scale interpretive kiosks, MP-3 or wireless media, and portable exhibit panels that can be utilized during events and/or rotated among sites.

These materials should build upon the existing JTHG itineraries to enrich and enliven the self-guided experience in a manner that makes sites come alive for visitors. As

visitors drive by an unmarked cornfield, for example, it could come alive with the sounds of the battle that took place there. The rural landscape in Albemarle's Southwest Mountains could come alive and be seen from the eyes of the master builders who constructed these homes. There are dozens of opportunities to bridge the story with the technique – especially with rapid advances in communication devices that allow museum quality interpretation to be delivered to the reaches of the rural Piedmont.

Program Development

7) Linking Interpretation with Visitor Services in Existing Towns and Villages

Market research suggests that there is an important visitor need for places where educational and interpretive programming can be found in the same location and where other visitor opportunities are readily available.

Interpretive programming can include a wide range of activities including theme-based fairs, special restaurant meals, theme-based bed-and-breakfast weekends, and other related activities that can help to tell the Journey story.

The JTHG Partnership should continue to offer and develop new programs featuring regional crafts, produce, dining and other experiential approaches to interpreting the Piedmont region as a distinct identity. It should support the production and coordinate the marketing and sale of regional crafts and produce, such as the region's wines and apple products. Similarly, it should support stores in downtown areas that feature local crafts and produce.

8) Events

Events, such as the annual meeting of the JTHG Partnership held at Montpelier in spring 2008, can serve as venues for regional interpretation. The annual meeting's keynote speaker David McCullough offered a broad interpretation of the importance of the JTHG region in the founding of our nation, citing the critical roles that neighbors Jefferson and Madison played. In addition, community events offer interpretation by bring history to life: Court Days – held at various historic courthouses along the Journey – feature mock trials and re-enactments of historic court cases; while local fairs and festivals showcase everyday life in colonial times through weaving or pottery demonstrations

by local artisans. Finally, events such as book signings, art openings, and the like can have an interpretive component, helping to tell the many stories of the region related to the three themes.

CONCLUSION

The JTHG region, with the Byway as its spine, is abundantly rich in resources and stories. Its three interpretive themes — Land of Conflict, Reunification, and Rebuilding; Land of Leadership; and Place of National Beauty and Rural Character—resonate in sites throughout the region and permeate the landscape visible from the Byway.

The JTHG Partnership has developed extensive interpretive and marketing programs to bring visitors to the Byway and tell the stories of the heritage area. Through maps, its website, a guidebook, interpretive books, educational programs, themed itineraries, and other means, the Partnership has worked hard to share the heritage and beauty of the Byway corridor. The All-American Road designation will build on and enhance that effort.

CHAPTER 6: ROADWAY SAFETY, WAYFINDING, AND ENHANCEMENT

The purpose of this section of the management plan is to outline how the JTHG will address the following transportation related requirements associated with designation as a National Scenic Byway or All-American Road:

- The recommended approach to conducting transportation related work along the Byway
- The recommended strategies for
 - Accommodating commerce while maintaining a safe and efficient level of highway service, including convenient user facilities.
 - Demonstrating that intrusions on the visitor experience have been minimized to the extent feasible.
 - Demonstrating how each state will insure and make the number and placement of signs more supportive of the visitor experience.
 - Utilizing design standards relating to any proposed modification of the roadway. This discussion should include an evaluation of how the proposed changes may affect on the intrinsic qualities of the Byway corridor.

The overall Byway management goal for roadway safety and wayfinding is to

“Promote the creation and maintenance of transportation systems that employ context sensitive design and protect efficient, safe, and enjoyable travel through the corridor for all modes and types of users while maintaining the character defining features of the corridor.”

As documented in Chapter 2, the character defining features of the JTHG corridor are widely recognized for their historic significance and scenic beauty throughout the United States. This recognition has resulted in an extraordinary level of land stewardship at all levels – from the private landowner who donates a conservation easement to an entire county working to guide development in a manner that is sensitive to this historic and scenic context.

This stewardship ethic has been translated to the built environment throughout the corridor, primarily through ad hoc efforts by individuals and groups to make each built project reflect the distinctive identity and character of the inner Piedmont landscape. Roadway projects also have gradually begun to reflect the character defining features of the inner Piedmont landscape. (See Kelly’s Ford Bridge, above.)



Fig 6-1: Kelly’s Ford Bridge over the Rappahannock River

This section of the corridor management plan contains a set of planning and design concepts and details that, taken together, can help new roadway projects better fit their historic and scenic context. Over time, by incorporating the concepts and details included below, a distinctive character and identity for the Byway can be established (or re-established in some cases) as a means of further enhancing tourism opportunities for the region. Recent marketing analysis of the Journey region indicates that heritage-oriented visitors look for communities with a distinct identity, aesthetic appeal, and authentic qualities. (See page 90).

Roadway projects are unique in that every project must address a completely different set of circumstances – resulting in a need to balance the needs related to the capacity or function of the roadway and the environment through which it must pass. FHWA has provided extensive amount of guidance on this subject in recent years and the process outlined starting on page 116 addresses this important aspect of developing context sensitive solutions for transportation projects.

In Chapter 2, the Journey Corridor was defined to include the Byway travel route, the view from the travel route and visitor sites and attractions, along with the connecting regional corridors that link to or intersect the Byway.

In Chapter 3, the types of roadway conditions were identified, including two-lane rural routes, and two-lane



Fig. 6-2: The character defining features of US Route 15/29 as a four-lane divided highway include the mature roadside and median trees.

village sections, transition areas that include both two-lane and four-lane sections, and urban (or village) areas that include both two-lane and four-lane sections.

In Chapter 3, areas of future growth as planned by each of the jurisdictions along the Byway route were identified, along with any planned or programmed projects included within the six-year transportation improvement plans or identified in long-range transportation plans.

The result of this analysis is a set of anticipated future conditions along the Byway that can be identified in conjunction with the desired future character of the roadway. The management strategies that follow are intended to be utilized to help designers achieve long-term design goals while at the same time meet and balance the multiple objectives of safety and capacity for the roadway. This section of the Byway management plan is not intended to establish design standards that are prescriptive in nature.

6.1 CONTEXT SENSITIVE DESIGN/SOLUTIONS

Use the principles of Context Sensitive Solutions to preserve, maintain and enhance the character defining features of the road and roadside.

Each of the three DOTs along The Journey route has incorporated Context Sensitive Solutions (CSS) into their daily transportation practices. The application of CSS principles to the transportation issues facing the Byway is the primary objective achieving the roadway safety and wayfinding goal for the project.

Pennsylvania DOT has adopted CSS practices through the following general policy statement:

PennDOT has embraced FHWA's Context Sensitive Design initiative committed to changing the way highway projects are developed, constructed and maintained. Context sensitivity emphasizes the broad nature of solutions

to transportation needs by focusing on enhancing the quality of life across the Commonwealth for transportation users, communities and the surrounding environment. This initiative recognizes that not every context sensitive solution includes a design component, and therefore focuses on the process for developing all projects. CSS is a proactive approach to transportation planning, design and implementation that looks at the broad context streets and roads play in enhancing communities and natural environments, be they urban, suburban or rural, scenic or historic. PennDOT's initiative is introduced in guidance referred to as Excellent Transportation Design Qualities: Context Sensitive Design. For more information see http://65.207.30.22/css/www/policy_overview.php.



Fig.6-3: link to PennDOT's CSS web page

PennDOT's CSS activities have included:

- Development and delivery of overview awareness presentations
- Development of 45-minute video on CSS
- Development of Community Context Audit Form
- Development of a CSS website which explains CSS and provides many case studies/examples
- Development and delivery of a three-day CSS training course to over 700 PennDOT staff and partners
- Revisions completed to numerous PennDOT manuals to incorporate the CSS philosophy

In Pennsylvania, CSS has been integrated into a new "SMART Transportation Program. A SMART Transportation Guidebook (March 2008) has been published and is available on the PennDOT website at the following address: <http://www.smart-transportation.com/>.



Fig.6-4: Maryland SHA's has been a national leader in CSS/CSD.

Maryland is one of the early pioneers in the application Context Sensitive Design. According to their website at <http://www.marylandroads.com/events/oce/thinkingbeyondpavement/thinking.asp>.

“The Maryland Department of Transportation, State Highway Administration’s (MSHA) approach to implementing Context Sensitive Design (CSD)/Thinking Beyond The Pavement (TBTP) has included the following strategies and activities:

- *Developed TBTP Implementation Strategic Plan to guide the overall implementation effort (April 1999).*
- *Co-Sponsored the National TBTP Workshop in May 1998 to identify the project qualities and process characteristics associated with context sensitive project development.*
- *Established TBTP leadership team, TBTP working team, and program coordinator position to support and coordinate the implementation effort (Spring 1999).*
- *Conducted four project review charrettes involving a full range of project stakeholders that identified MSHA project development process strengths and weaknesses in regard to the application of established TBTP principles (spring/summer 1999).*
- *Developed a project evaluation instrument based on the project qualities and process characteristics of the TBTP approach that were identified at the May 1998 National TBTP Workshop.*
- *Conducted a two-day TBTP Implementation Workshop with 300 interdisciplinary participants that examined issues identified in charrettes and identified improvement strategies (November 1999).*
- *Established four Task Teams and 12 sub-teams to review and implement the project development process improvement strategies identified at the TBTP Implementation Workshop (Winter/Spring 2000).*
- *Developed Implementation Work Plans for all task teams and sub-teams (Summer 2000).”*

Virginia has adopted Instructional and Informational Memorandum (IIM-LD-235) signed by VDOT’s Chief Engineer on August 23, 2006. IIM-LD-234 “gives support to examining context sensitive solutions for all projects” in VDOT’s program. The JTHG, a state scenic Byway designated by VDOT and proposed for consideration as a National Scenic Byway, is a logical candidate for applying Context Sensitive Solutions concepts and approaches to all types of work undertaken by the agency along this route.



Fig.6-5: VDOT has adopted CSS policies and have been implementing those policies on a range of projects.

The IIM-LD-235 provides guidance to staff as to how to implement the CSS approach. It calls for including stakeholders and citizens in the design process to create transportation solutions that meet transportation needs, don’t compromise safety and “fit physically and visually within the natural social and cultural environment.” The IIM includes a list of ten key characteristics to meet in the application of CSS principles:

- Open, honest, early and continuous communication with all stakeholders
- A multidisciplinary project development team including the public stakeholders
- A consensus on clearly defined project purpose, need and scope before proceeding to detailed development
- A project development process tailored to meet project specific circumstances
- A commitment to process from top agency officials and local leaders
- A public involvement process tailored to project specifics
- An understanding of geography, community and valued resources before planning and engineering design is started
- A full range of communication tools used to clearly visualize the project.
- A commitment to fully examine all modes of travel and intermodal solutions.
- A balance of safety, mobility, community and environmental goals.

The CSS principles cited in the IIM are derived from those developed at the 1998 National *Thinking Beyond the Pavement Conference*. VDOT’s is employing the principles developed by a joint AASHTO/FHWA Task Force through a strategic planning process in its own strategic initiative of CSS. (See page 118 for the AASHTO/FHWA Principles.)

Results of Joint AASHTO/FHWA CSS Strategic Planning Process – March 2007

CSS Definition

Context sensitive solutions (CSS) is a collaborative, interdisciplinary approach that involves all stakeholders in providing a transportation facility that fits its setting. It is an approach that leads to preserving and enhancing scenic, aesthetic, historic, community, and environmental resources, while improving or maintaining safety, mobility, and infrastructure conditions.

CSS Principles

These core CSS principles apply to transportation processes, outcomes, and decision-making.

- Strive towards a shared stakeholder vision to provide a basis for decisions.
- Demonstrate a comprehensive understanding of contexts.
- Foster continuing communication and collaboration to achieve consensus.
- Exercise flexibility and creativity to shape effective transportation solutions, while preserving and enhancing community and natural environments.

CSS Qualities

Context sensitive solutions is guided by a process which

- Establishes an interdisciplinary team early, including a full range of stakeholders, with skills based on the needs of the transportation activity.
- Seeks to understand the landscape, the community, valued resources, and the role of all appropriate modes of transportation in each unique context before developing engineering solutions.
- Communicates early and continuously with all stakeholders in an open, honest, and respectful manner, and tailors public involvement to the context and phase.
- Utilizes a clearly defined decision-making process.
- Tracks and honors commitments through the life cycle of projects.
- Involves a full range of stakeholders (including transportation officials) in all phases of a transportation program.
- Clearly defines the purpose and seeks consensus on the shared stakeholder vision and scope of projects and activities, while incorporating transportation, community, and environmental elements.
- Secures commitments to the process from local leaders.
- Tailors the transportation development process to the circumstances and uses a process that examines multiple alternatives, including all appropriate modes of transportation, and results in consensus.
- Encourages agency and stakeholder participants to jointly monitor how well the agreed-upon process is working, to improve it as needed, and when completed, to identify any lessons learned.
- Encourages mutually supportive and coordinated multimodal transportation and land-use decisions.
- Draws upon a full range of communication and visualization tools to better inform stakeholders, encourage dialogue, and increase credibility of the process.

Context sensitive solutions leads to outcomes that

- Are in harmony with the community and preserve the environmental, scenic, aesthetic, historic, and natural resource values of the area.
- Are safe for all users.
- Solve problems that are agreed upon by a full range of stakeholders
- Meet or exceed the expectations of both designers and stakeholders, thereby adding lasting value to the community, the environment, and the transportation system.
- Demonstrate effective and efficient use of resources (people, time, budget,) among all parties.

APPROACH TO DOING TRANSPORTATION WORK ALONG BYWAY

Context Sensitive Solutions can be applied to all types of projects regardless of budget, scale, or the level of public concern. CSS can be scaled to the appropriate level, whether it is a major project listed in the six-year plan, just in the planning stages as part of the long-range transportation plans, or simply a day-to-day activity needed to maintain the road or manage traffic.

Utilizing the CSS Principles and Approach, any project or program can benefit from its application, often saving time and money by thinking about the wide range of issues and approaches at the beginning, rather than waiting until the end when the complaints start rolling in.

The following sections are intended to provide designers with some possible CSS approaches that can be applied along The Journey route to address the critical issues facing the Byway. The strategies are intended to meet the requirements for developing a corridor management plan as provided by the FHWA Interim Policy as published in the Federal Register on May 18, 1995.

1) FRAMING CSS PROJECTS

For the Journey route, the following key considerations should be used to incorporate the Byway's point of view into any CSS approach developed for a transportation project or activity.

a) Understanding the Significance of the Byway

DOT staff, in whatever capacity they may become involved with The Journey, need to become familiar with the reasons for which the Byway has been designated as a State Scenic Byway and is being considered for designation by the Federal Highway Administration as an All-American Road or National Scenic Byway. DOT staff are involved in decision-making as it relates to project planning, design and development; asset management; land development permitting; and other functions in which decisions may affect the physical and visual qualities of the Byway. DOT staff should be familiar with the Vision and Goals of the Journey Byway and consider what impact DOT decisions along this Byway may have in helping to achieve the Byway's Vision and Goals. DOT may need to examine its internal review mechanisms to ensure that DOT staff, located in diverse functional areas and multiple offices, have a routine means to learn more about its Byway designations and the Byway's corridor management plan.



Fig 6-6: The Town of Leesburg has a long tradition of paying careful attention to how the design of their streets fits with the historic character of the town.

b) Determining the Quality of Traveler Experience

DOT staff can ask some basic questions about the nature of the travel experience and use the answers to these questions to inform their design decisions.

- Is the travel experience one that conveys the character of town with buildings fronting the street or one where the buildings are set back away from the roadway?
- Is the experience one of traveling through an overhanging canopy of trees or one that is characterized by open spaces and broad views?
- Is the experience one of traversing a two-lane route with relatively narrow shoulders and closely spaced trees or of traversing a four-lane road with wide landscaped median?
- Is the travel experience itself one where the driver feels safe with adequate mobility, or is it congested with unpredictable turning movements?
- Is this the only way to get from one point to another, or are there choices?

c) Determining the Character Defining Features of the Project Area

DOT staff can better understand the nature of the character defining features by asking "What are the elements of the road and roadside design that establish the character of the road and the traveler's experience in the specific project area?"

DOT Staff are familiar with one set of character defining features – the traffic conditions such as whether or not the road is congested and whether or not the roadway has a crash history. (See Page 54). DOT staff are also familiar with the various types of roadway design elements that



Fig. 6-7: Transportation professionals have made great strides in gaining a better understanding of the inherent flexibility already built into existing engineering design criteria and guidelines.

establish roadway character – including both its alignment and the associated structures used in the construction of the road, often referred to as appurtenances. Such elements might include paved or turf shoulders, sidewalks, hiker/biker trails, landscaped medians, traffic signage, lane and edge pavement, striping and various types of utilities. (See page 58 for discussion of these elements.)

What is important for a Byway is the relationship of the roadway's character defining features to the character defining features of the landscape or townscape which it travels through. Chapter 2 provides an extensive definition of the corridor and the character defining features of this historic, scenic and recreational landscape. Does the road fit closely to the shape of a rolling pastoral landscape? Is the overall width of the road and its various design elements fit with the scale of the adjacent buildings in a town or City? In a transitional area, do the design elements also change from rural to urban as the driver enters a city, town, or crossroads settlement?

d) Determining Appropriate Treatments

Once DOT staff and their partners have familiarized themselves with the Byway's Vision and Goals and identified the character-defining features in the project area, they will be able to maintain this character through their work, whatever its nature. Maintenance of the character-defining features applies to planning and design phases of a project, to project construction, to the issuance of access permits and to traditional maintenance activities along a Byway – to all actions that affect the context of the Byway.

Where a proposed action does not affect an identified character-defining feature, consideration should be given as to how the action undertaken can support the road's special character. Stated another way, can the project be done in a manner to enhance the visual and physical quality of the Byway?

Additionally, where character-defining features of the Byway have been lost, it may be possible to design and fund roadside enhancement projects to add value to the traveler's experience. Several such projects are included in the list of Transportation Enhancements projects included on page 57.

The Byway's character defining features include certain intrinsic qualities of the roadway itself according to the following Byway types that form a rural to transition to urban or village continuum along the 175-mile length:

1. Two-Lane Rural Section

South of Culpeper and north of Haymarket, in Virginia, and on Business Route 15 in Pennsylvania, the road consists of fairly narrow travel lanes, grass shoulders of varying widths, an alignment that closely follows the natural terrain, and adjacent agricultural and forested land uses. Roadside trees typically enclose the landscape with a canopy that often covers much of the roadway.

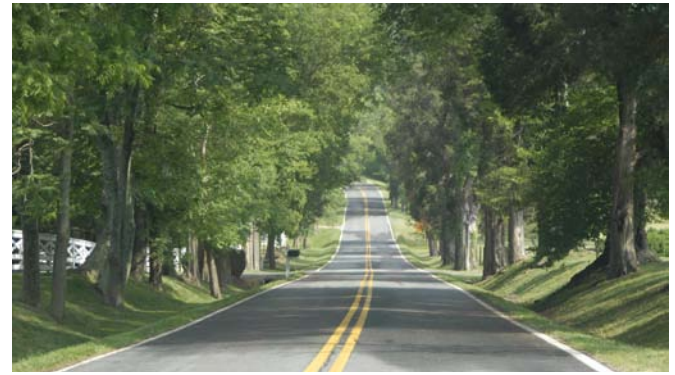


Fig. 6-8: VA Route 20, Orange County, Virginia

2. Four-Lane Rural Section

The Byway route between Culpeper and Haymarket is primarily a four-lane divided highway. The original two-lane section readily can be seen as rolling with the natural terrain, while the newer expanded alignment tends to have a less undulating profile. Portions of the median retain some of the original vegetation, and in the sections that follow the old alignment that are enclosed by this vegetation, the roadway has a narrower look and feel to it which is significant and should be preserved. Views out to the Blue Ridge Mountains or adjoining farm fields are still found along the way. These views, however, are gradually being lost as successional roadside vegetation is screening these views over time.

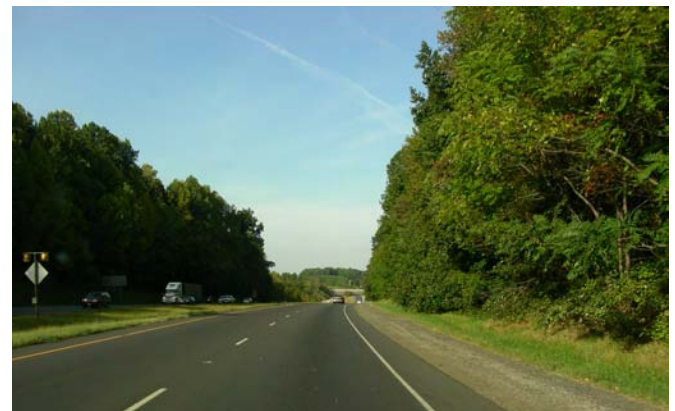


Fig. 6-9: US Route 15/29, Fauquier County, Virginia

3. Historic Crossroads and Small Villages

There are a number of small towns and historic crossroads communities (Lucketts, Remington, Brandy Station, Keswick, etc.) where the two-lane rural road noted above passes through rural residential and rural commercial land uses (including country stores, antique shops, etc.). Speed limits are often reduced in response to the adjacent land uses in these areas.



Fig. 6-10: US Route 15, Lucketts, Virginia

4. Small Towns and Cities

The Byway travels through a series of small cities and towns where the primary travel route (US Route 15, US 15/29, US 15/29/17) has bypassed the historic town or city. The historic travel or “business” route to some of the towns remains a two-lane road (into Gettysburg, Leesburg and on the south side of Culpeper, for example) or is a four-lane commercial route (Warrenton, north side of Culpeper). Each of these towns has a historic Main Street, with adjoining residential neighborhoods and built-up commercial fringes from various decades of urban expansion.



Fig. 6-11: US Route 15 Business, Leesburg, Virginia

5. Transitional Areas Between Rural and Urban

The Byway travels through several transitional areas especially in Prince William County from US 29 to Route 234 and Loudoun County both north and south of Leesburg. These routes are typically two- to four-lanes with new developments constructed in the last twenty years. In many cases, these include buffer areas fronting along the roadway.



Fig. 6-12: US Route 15 and US Route 29 overlap along portions of the Byway where the road serves commuter and truck traffic and acts as a gateway to the Journey Through Hallowed Ground.

2) UNDERSTAND AND DEFINE THE PURPOSE OF THE ROAD AS PART OF A COMPREHENSIVE TRAVEL NETWORK.

The application of this strategy is critical for those locations along the Byway where there are overlapping purposes competing for the use of the same right-of-way. This is most typical of places that have exceeded their existing capacity to accommodate peak hour traffic volumes (see Chapter 3, page 53).

The following portions of US Route 15 are included as part of the National Highway System:

- US Route 15 in Pennsylvania between the Maryland line and US Route 15 business. (The NHS designation continues on US Route 15 to north to Harrisburg)
- US Route 15 in Maryland (entire length)
- US Route 15 in Virginia between the South Kings Street and the Maryland Line. (The Byway route leaves a portion of this section where 15 Business and US Route 15 join north of Leesburg.)
- US 15/29 and US 29/15/17 - The overlapping section starting where 29 joins 15 in Prince William County to Warrenton where US 17 joins both routes and southward to Opal where US 17 continues south toward Fredericksburg.
- US 15/29 to Culpeper where the Byway splits off at Brandy Station and continues southward becoming US 15 business in Culpeper. US Route 15 south of Culpeper is not on the National Highway System.

The National Highway System (NHS) includes the Interstate Highway System as well as other roads important to the nation's economy, defence, and mobility. Inclusion as part of the National Highway System indicates that the route must meet multiple functions and purposes including the accommodation of a wide range of vehicle and user types.

The legislative language establishing the NHS in 1995 was explicit about allowing flexibility on the National Highway System to "take into account the environmental, scenic, aesthetic, historic and community preservation impacts of the activity..." [US Code, Title 23, Section 109 Standards] as stated below:

“(c) Design Criteria for National Highway System.—
 (1) In general... A design for new construction, reconstruction, resurfacing (except for maintenance resurfacing), restoration, or rehabilitation of a highway on the National Highway System (other than a highway also on the Interstate System) may take into account, in addition to the criteria described in subsection (a)...
 (A) the constructed and natural environment of the area;
 (B) the environmental, scenic, aesthetic, historic, community, and preservation impacts of the activity; and
 (C) access for other modes of transportation.”
 (US Code, Title 23, Section 109 Standards)

This language and additional language that follows provides the basis for consideration of context sensitive solutions and approaches for addressing the capacity and safety issues in a manner that maintains the character defining features of the Byway within a heritage area that is recognized for its historic and scenic qualities.

The purpose and function of the remaining sections of the Byway (i.e. not on the NHS) are generally defined by each county and regional planning organization. The purpose of the routes that comprise the Byway must balance both its transportation functions for mobility and access, and its role as the primary travel route through the JTHG, a nationally-designated Heritage Area.

3) ORGANIZING CSS APPROACH AROUND PUBLIC PROCESS

When beginning any transportation project along the Byway keep in mind the key concepts of the CSS definition and CSS core principles.

- Adopt a collaborative approach, work in an interdisciplinary manner, and involve all stakeholders.
- Strive towards a shared stakeholder vision to provide a basis for decisions.
- Demonstrate a comprehensive understanding of contexts.
- Foster continuing communication and collaboration to achieve consensus.
- Exercise flexibility and creativity to shape effective transportation solutions, while preserving and enhancing community and natural environments.

The project team leader, who may or may not be called a project manager, has the responsibility to develop a project process that will meet the CSS Principles. (See page 119.) He/she will serve as a facilitator for the project team, ensuring that the needed disciplines are engaged on the project team and that a full range of stakeholders also are engaged.

Determine the Study Area; Identify and Understand the Context

Any transportation project developed along the Byway should look at both the roadway and its context. Defining and understanding the context is a critical first step in making sure that the full range of issues is addressed as part of any transportation project along the Byway. Transportation (regional/interstate traffic, mobility, commerce and safety), land use (including regional growth and development patterns), environmental and socio-economic context issues need to be understood before embarking on any federally-funded project. A review of the corridor management plan will assist greatly in the identification of a project study area's historic, scenic, recreational, natural, archaeological and cultural context.

Understand the Place; Identify Problems

In addition to learning about the context of a project area, it is also important to understand how this area functions as a place. What are all the transportation functions in the area? How do a full range of stakeholders use this facility, including commuters, residents, visitors? Consider all



Fig. 6-13: Community meeting "on-site" in Lucketts (Photo courtesy of Kimley-Horn.)

modes of transportation that need to be addressed. One of the best means to identify and understand the problems and needs of a project area, is to do a site visit to the area including both project team members and project stakeholders. These stakeholders might include interested members of the public, resource agency staff, and public officials. Exchanging information is extremely valuable so the project team understands better what the range of stakeholders see as problems, needs or opportunities and so those present learn from project team members what they have learned about project problems.

Involve a Full Range of Stakeholders; Develop a Public Involvement Plan

Most projects, whatever their scale, should aim to involve stakeholders representative of the range of interests or perspectives present in the project area and also seek a means to inform all stakeholders of the upcoming project and seek their input. For a limited intersection improvement project, this might mean having a field visit with a handful of stakeholders to identify problems and establish goals as well as providing information to include in a local newsletter or newspaper. For a mid-size project, it might mean having periodic meetings with a slightly larger group of stakeholders plus a means to communicate about the project with a broad stakeholder audience. For a larger project, it might mean establishing a stakeholder advisory group to work with the project team as well as having public meetings to inform and seek input.

Whatever the scale, the intent should be to provide some means both for DOT staff and consultants to engage and listen to stakeholder perspectives and for the staff and consultants to offer information about how to solve

transportation problems and seek consensus on proposed solutions. For most projects it will be helpful to write a public involvement plan, short for small-scale projects and more expansive for larger projects, that indicates how DOT staff plan to engage stakeholders through the current phases of the project. The plan would outline public involvement techniques to be used and the anticipated outcomes of the public involvement steps. The project manager will have chosen stakeholders to consult based on their representing a diverse range of interests in the project area. The stakeholders themselves should be encouraged to consult with the constituencies they represent to educate them about the project and to serve as a conduit for input from these groups.

Seek a Common Understanding or Consensus on Problems to be Solved

Having identified problems and needs from a full range of perspectives, the project team leader should seek to develop a statement of what problems the project will aim to solve. In a small scale project, it may be possible to draft a short statement of problems at an initial site visit with the help of those involved, and ask if this statement of problems makes sense to the group - if everyone can live with it. The statement may consist of 2 or 3 sentences. In a somewhat larger scale project or where the site visit may have identified that additional information is needed, about the road's safety record, for example, it may be better to put together the problem statement and email it to stakeholders for comment or to meet a second time with the site group to develop consensus on the statement of problems to be solved. If email is used, the project manager should be sure to send the final statement to all after incorporating comments and ask for response if someone feels the statement is so off base that they can't live with it. If this is the case, adjustments should be made until there is consensus.

The most important step in solving any transportation problem whether large or small scale, is to begin the effort with a common understanding among all stakeholders who you need to support the project of what the actual nature of the problem or problems is.

Establish Goals or a Vision for the Project

Once the problem statement has been developed, it is important to establish written goals for the project. In larger projects, it will be helpful to establish a Vision

for the project, a statement of how the project area will function for transportation purposes, how it will look, and how it will fit into the context of the area ten to fifteen years into the future. Again, to seek clarity and avoid misunderstandings, this statement of goals or Vision statement should be written, ideally in collaboration with representative stakeholders and the project manager should engage stakeholders in reviewing it to be sure they can live with it.

Establish Criteria to Evaluate Alternatives that Solve the Identified Problems and Achieve the Goals or Vision

Prior to developing project concepts, it is useful to discuss criteria to evaluate proposed concepts. Again, this step can be scaled to the size of the project, but whatever its size, thinking through the criteria to evaluate proposals prior to becoming invested in specific proposals will bring greater objectivity to the alternatives review process.

Evaluate Proposed Project Solutions or Alternatives

Use the evaluation criteria to evaluate proposed project alternatives. Involve key stakeholders who have worked with the project team in earlier phases in this evaluation.

Provide Continuity in Project Information Throughout All Phases and Track Commitments Made

As one of the goals of CSS is to encourage effective teamwork and a holistic and efficient design process, it is important to provide a good record of project decisions and of relevant community input to design team members as the project moves from one phase to the next. It is also important that there be continuity of communications to community members or stakeholders who have been involved in various project phases. As final design proceeds it may well be helpful to meet with stakeholders to share with them the evolution of designs. This consultation might be with just a handful of people or with members of an Advisory Committee depending on the project scale.

The same need for continuity of information within the project team and continuity in communications with stakeholders is needed as the project moves into construction and into maintenance phases.

Example Project

In a small town in New Hampshire, there is an intersection that has been the site of several accidents over a period of years, one recent accident involving a fatality. The DOT sent staff to the site to meet with Town Officials but DOT staff couldn't identify any specific deficiencies that would be the cause of accidents. The DOT has funds to resurface the road in this area. This work needs to be accomplished by a specific date due to the nature of the funding. DOT staff would like to address perceived safety issues of concern to the town, but are concerned that any public involvement effort not slow down the resurfacing project.

DOT staff contacted the Town Manager to suggest a meeting. The Town Manager asked several key stakeholders to participate. DOT staff spoke briefly about Context Sensitive Solutions, then talked about what they saw at the intersection. Next the townspeople talked about what problems they see. DOT staff then asked the town representatives to articulate issues they thought the DOT should be thinking of in proposing alternative solutions. DOT staff drafted some ideas and concepts in response to the dialogue and another meeting was held to discuss these. The town has been very receptive to this dialogue and the concept design is proceeding in a timely manner.

4) APPROACH TO ADDRESSING CAPACITY ISSUES ALONG THE BYWAY

Where more capacity is needed and traffic safety is compromised, examine all possible alternatives, including new network connections, in order to mitigate both traffic and safety needs.

One of the critical issues facing the Byway and the region is the need to develop new and innovative approaches to addressing capacity issues. Long-range plans for many years have proposed expanded four- to six-lane corridors on existing or new alignment to accommodate projected capacity. However, it has proven difficult to gain community support and funding, and may require some kind of new approach.

Three areas are likely to require some kind of action in the near future to alleviate or otherwise manage congestion along the Byway: Buckland, US Route 15 north of Leesburg, and Opal.



Fig. 6-14: Preservation strategies for the Buckland Mills Battlefield examine ways to minimize the impacts of US 29/15 traffic on future opportunities to preserve and enhance the battlefield.

Buckland and Vicinity

As stated in Chapter 2, Intrinsic Qualities, the Buckland Battlefield is a significant Civil War Battlefield. The Buckland Preservation Association is working with the American Battlefield Protection Program and other key stakeholders in the area to prepare a master plan for its preservation and interpretation. Key preservation and interpretive concepts are being developed for the Battlefield through that preservation planning process.

Chapter 2 identifies several major transportation projects in the vicinity of Buckland primarily related to the US 29 Corridor Development Study. A Memorandum of Agreement (MOA) was signed among the Federal Highway Administration, the Virginia Department of Transportation, the Virginia State Historic Preservation Officer, and the Advisory Council on Historic Preservation regarding the replacement of the Bridge Deck on US 29/15 Southbound over Broad Run in Prince William County.

The MOA allowed construction to begin in January of 2008 and allowed for the reconstruction of the US 29 southbound bridge within the footprint of the existing bridge while preserving the significant historic and cultural resources in the vicinity. The life span of the replacement bridge is twenty years after which time both the southbound and northbound lanes will need to be replaced.

VDOT has also initiated improvements for VA 215, Vint Hill Road. Several corridors have been identified. Fauquier County's Comprehensive Plan has identified a preferred location for the realignment of VA 215 that will best

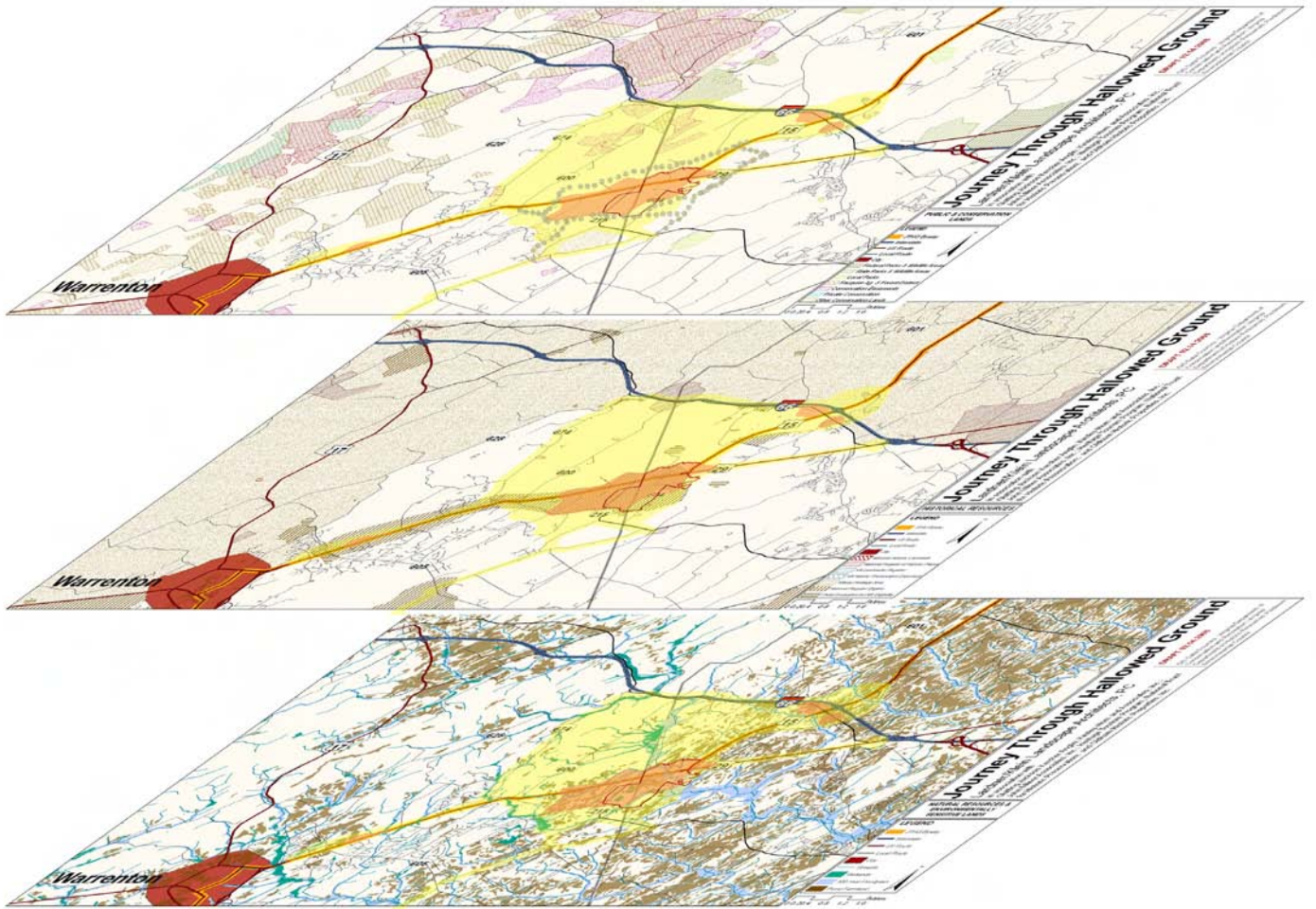


Fig. 6-15: GIS mapping for Buckland Mills Battlefield and vicinity, including boundaries as established through the American Battlefield Preservation Program can be used to identify opportunities to link together rural and secondary roads while avoiding significant historic, natural and scenic features and still maintaining the character defining features of the Battlefield area.



Fig. 6-16: Any new network or modification to the Byway route should be designed as a high quality rural road, such as Whites Ferry Road (left) or a well-designed four-lane parkway-like road, such as Paris Pike, near Lexington, Kentucky (right, photograph courtesy of HW Lochner)

maintain the character-defining features of the Buckland Mills Battlefield and Historic District. Fauquier County is also exploring the use of Transfer of Development Rights or Purchase of Development Rights to reduce the development pressure in the vicinity of US 29.

Funding is included in the six-year plan for \$1.6 million to study US 29 between I-64 and I-66. It is not clear how this new study will differ from the results of previous studies. However, for the purpose of the Byway, it is very important that all of the stakeholders get involved prior to this study to gain consensus about the future of this important area along the Byway. The following paragraphs document recommendations for the desired outcome, the study area, potential funding, qualifications for the facilitator and design team, and the recommended approach for conducting the work. There is strong support for a specific approach to developing this site into an important gateway to the Journey while at the same time accommodating through travel and local access and maintaining the character defining features of the area.

For the section of the Byway where U.S. Route 15 and U.S. Route 29 intersect, in the vicinity of Buckland, a series of meetings and a design charrette may be needed to try to achieve a consensus approach at feasible transportation design solutions - while maintaining the character defining features of the Byway and adjoining intrinsic qualities associated with Buckland and Broad Run. This process should consider all alternatives, including, but not limited to, interchange improvements, new network connections, road widening elsewhere to relieve Route 29 traffic, supplemental transit services to relieve Route 29 traffic, etc. Any Route 29 modifications being considered shall be analyzed according to context sensitive solution principles and processes.

The meetings and charrette should address the long-term capacity and safety issues of that section of the Byway in a manner that preserves, maintains or enhances the character defining features of the Buckland Battlefield and nearby preserved rural lands. The resulting approach and concept(s) should provide direct input to the programmed US 29 Corridor Study (I-66 to I-64).

The study area should focus on the Byway in the vicinity of Buckland between VA 215 and US Route 15 intersection with US 29 but should include consideration of the travel network that serves the US 29 corridor between Warrenton and Gainesville. All previous US 29 Corridor studies

BUCKLAND STAKEHOLDERS

At the February 14, 2008 Advisory Committee Meeting, participants identified a list of key stakeholders that should be involved in the development of Context Sensitive Solutions for the Buckland area. This list can serve as a starting point for a CSS process at Buckland:

Landowners
Private Citizens/General Public
Commuters
Environmentalists
Historic Preservationists
Planners
Truckers
VDOT
County Board of Supervisors
Federal Highway Administration
National Trust for Historic Preservation
American Battlefield Protection Program
VA Department of Conservation and Recreation
Environmental Protection Agency
Tourism Offices
Developers

should be reviewed to gain an understanding of previous approaches that have been considered. It is assumed, however, that a new approach is needed.

The following text is intended to elaborate upon the more general approach outlined on the previous pages.

Facilitator/Design Team Qualifications

A team approach is required that includes an expert facilitator and design team with national experience regarding complex transportation and land use problems. The facilitator must be highly skilled and able to demonstrate prior success with planning and leading consensus building involving complex and potentially contentious issues. The facilitator/design team must have extensive experience working collaboratively with the public (charrettes, design workshops, community visioning, etc.); strong visualization skills; and experience in and

understanding of the requirements and criteria that guide transportation projects on the national highway system. Such projects require that those involved balance through travel, local access, and mobility with the preservation and conservation of nationally significant historic, natural resources and scenic qualities.

Stakeholder Interviews

Key person interviews of stakeholders throughout the study area (including those that represent the full range of points of view that shape the issues facing the Byway) will be required. The facilitator and design team leader should conduct interviews on an individual basis, with a consistent set of questions and without attribution so as to encourage a candid discussion of the issues. The result of the interviews will be the establishment of a task force that fully represents a cross-section of stakeholders.

If possible, the task force should be chaired or co-chaired by the Commonwealth Transportation Board representative(s) for the study area. The role of the task force in VDOT's project development process needs to be clearly defined at the outset regarding who will be responsible for making the decisions, the role of local government in the decision-making process, and the nature of the decisions that each entity will take responsibility.

Initial Meeting on Goals and Vision

An initial, all-day meeting is a good way to establish and agree upon clear goals and objectives and to gain an understanding of and agree on the data upon which decisions are based (e.g. assumptions about future growth and travel demand, assumptions about what lands can be modified and which lands cannot, etc.) Some advance meetings also may be required by the facilitator.

The facilitator is expected to organize this meeting using a method of their choice. A structured decision-making technique is preferred, however, one that the group would agree to as a condition of participation on the task force.

The method should be one that would facilitate consensus among all participants on the following: the facts and the nature of the problem(s) and opportunities; the goals or vision for this effort; the range of choices that could be available to achieve the vision or goals; and the criteria to be used to evaluate the choices.

Design Charrette

Once a decision has been made to move forward through a community workshop process, the design team, through a design charrette process, would help the task force by developing illustrative scenarios that represent the range of choices, including visualization of the scenarios from key viewpoints throughout the study area.

US Route 15 North of Leesburg

In a similar fashion, Loudoun County has begun to evaluate the use of a network of local roads to relieve pressure on US Route 15 north of Leesburg. A bypass around Lucketts and four-lane facility has been removed from the Planning Commission Draft Transportation Plan (as of Spring 2008).

Loudoun County's Draft Countywide Transportation Plan (CTP) is currently under review (November 2008). The Draft CTP is scheduled to be finalized by December 2009. It is anticipated that changes will be made by the Loudoun County Board of Supervisors based on additional public comment and deliberation. Included here is a snapshot of the process that is ongoing.

The Planning Commission Draft CTP map maintains the Byway as a two-lane rural road from the intersection with the Leesburg Bypass north to the Potomac River and south of the Leesburg Bypass to the County line. The Byway Corridor Analysis (September 2007) identifies the following recommendations:

Draft Countywide Transportation Plan Language

"Recommendations to provide the in corridor and countywide strategies would include:

- Provide as many local connections as possible between streets off of The Byway from Lucketts to White's Ferry Road to provide mobility for corridor residents (Conduct a Small Area Plan)
- Develop access points with signals on The Byway to provide local access (Corridor Access Management)
- Add four-lane capacity south of White's Ferry Road as a transition to the planned six-lane bypass
- Coordinate with Maryland on commuter transit services based at park and ride lots on both sides of the river
- Aggressively pursue travel demand management strategies for Loudoun employers (Trip Reduction Ordinance)"

The Byway would benefit from a more proactive approach to providing input to the future Small Area Plan noted

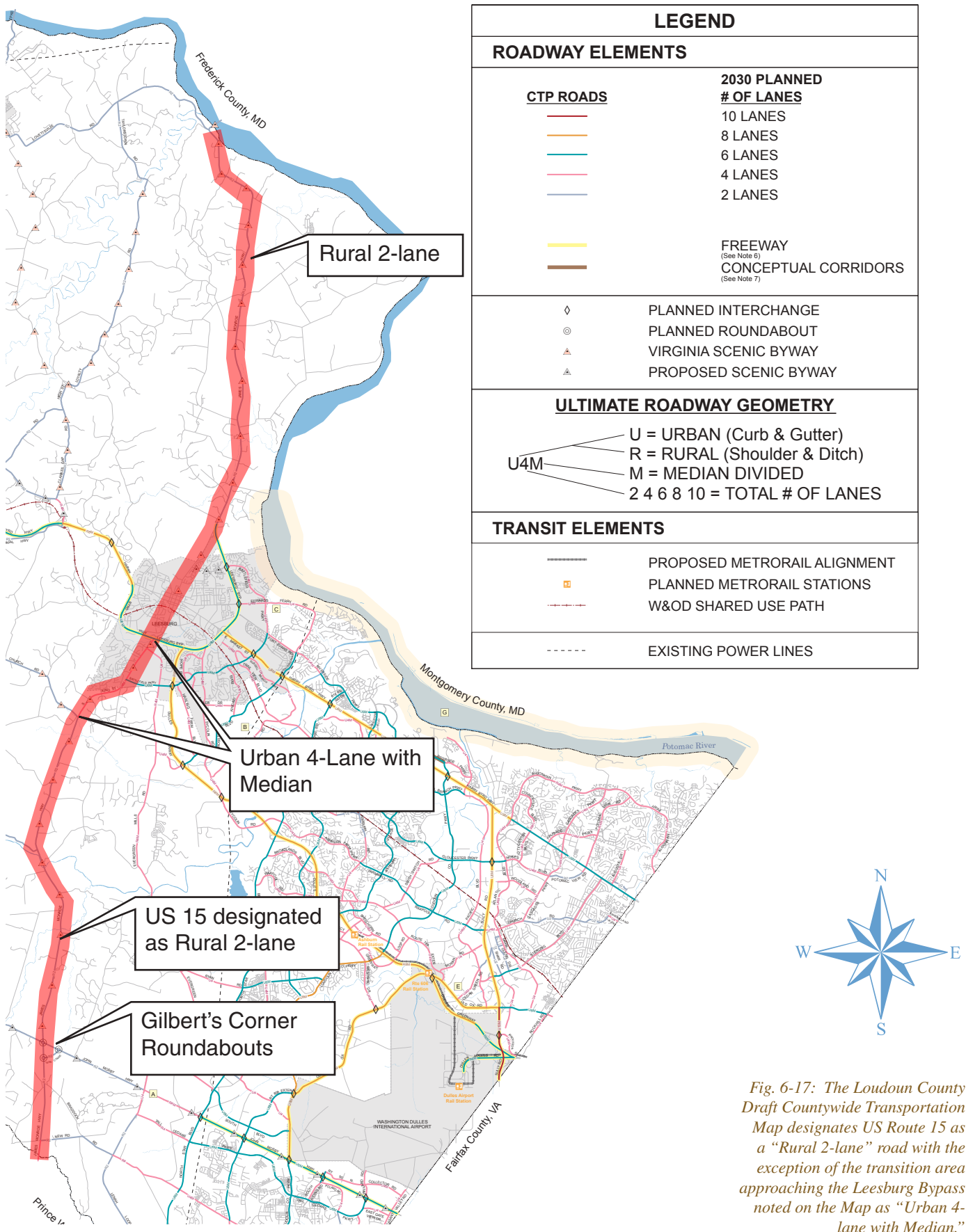


Fig. 6-17: The Loudoun County Draft Countywide Transportation Map designates US Route 15 as a "Rural 2-lane" road with the exception of the transition area approaching the Leesburg Bypass noted on the Map as "Urban 4-lane with Median."



Fig. 6-18: Heading north toward Warrenton after leaving the intersection of US 17 and 29/15

above. A series of meetings and a design charrette are needed to achieve a consensus approach and feasible concept(s) for the section of the Byway north of Leesburg. The meetings and charrette would develop potential approaches to the network connections in a manner that preserves, maintains or enhances the rural historic character and cultural resources of that section of the Byway through northern Loudoun. The resulting approach and concepts should provide direct input to the Loudoun County Planning Commission in its efforts to determine how best to identify new roadway network connections as part of their revised Countywide Transportation Plan.

A similar approach to that outlined above for Buckland should be considered for US Route 15 North of Leesburg to augment the various phases of the safety study and its implementation that has already taken place. Previous engineering studies and state statutes regarding speed limits have led VDOT to conclude that a 35 mph speed limit is appropriate for Lucketts. However, the operating and design speed should be reexamined when or if Loudoun establishes a connected network of secondary or rural roads consistent with the direction indicated by Loudoun County as part of their Draft Transportation Plan.

Opal

The third area of significant congestion is in Opal where US 17 turns southeast towards Fredericksburg and leaves the combined right-of-way with US 29/15.

Overview

The Fauquier County Comprehensive Plan outlines how the pressures are becoming critical, with the limited availability of existing rights-of-way and funding constraints to

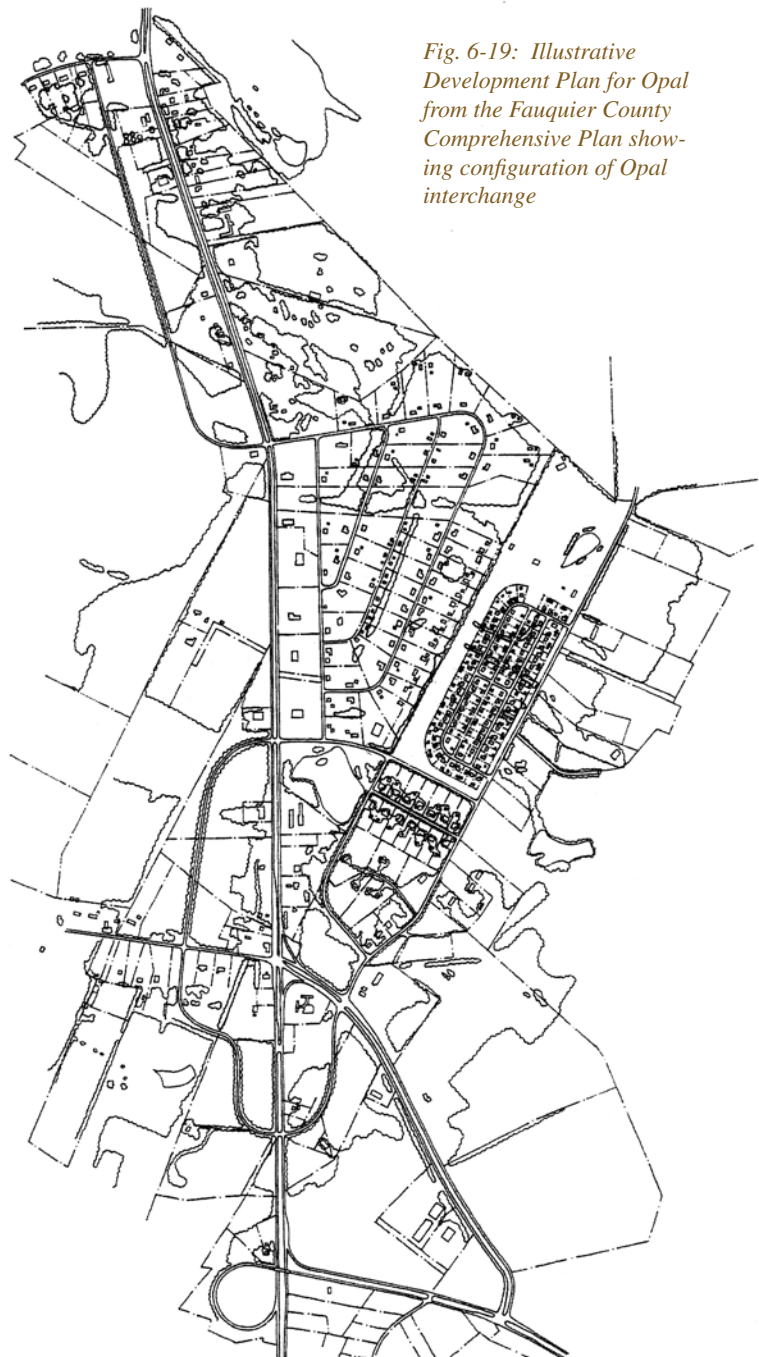
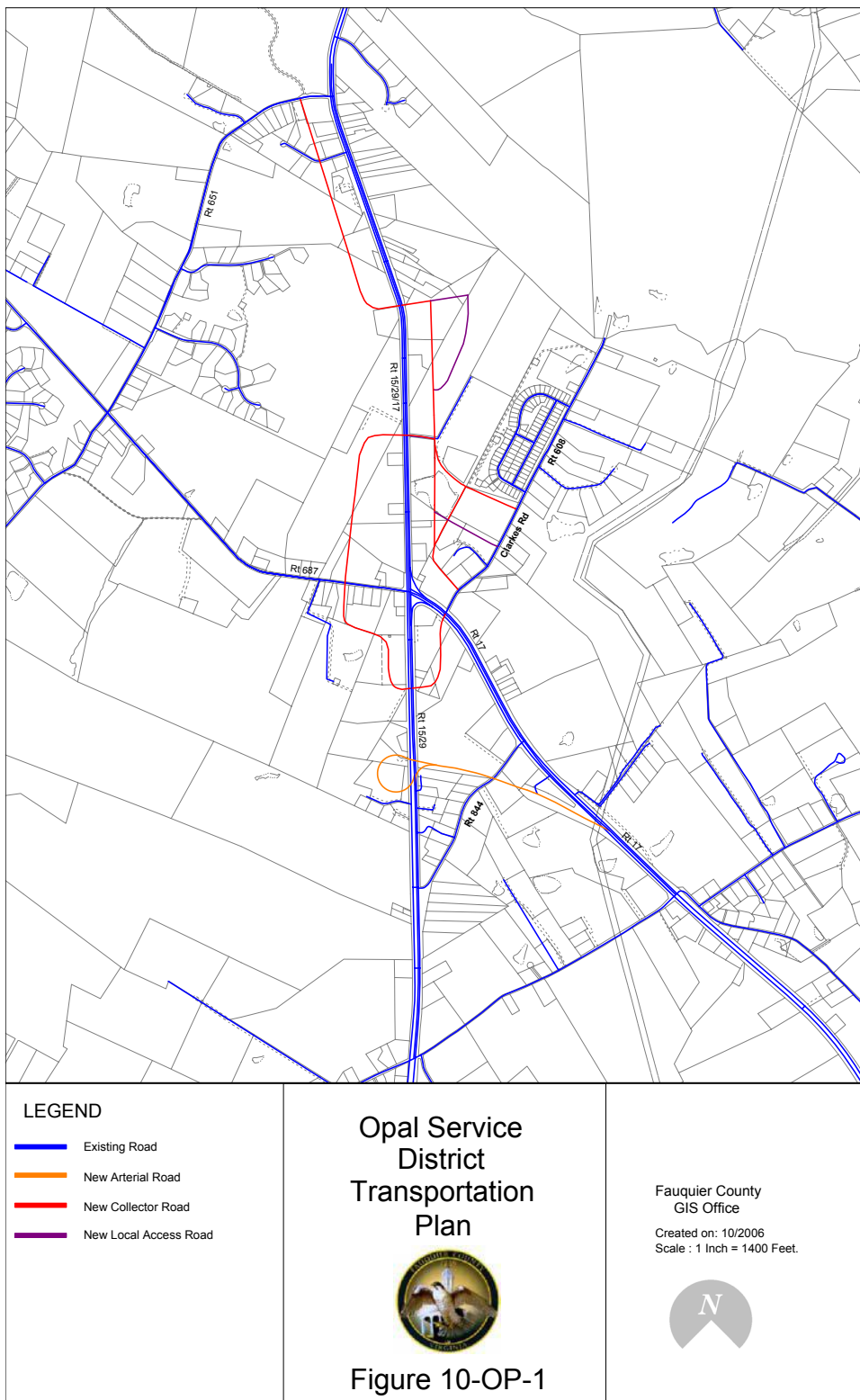


Fig. 6-19: Illustrative Development Plan for Opal from the Fauquier County Comprehensive Plan showing configuration of Opal interchange

- (1) enforce limitations on the number of new development entrances;
- (2) close dangerous median crossings; and
- (3) implement more aggressive and coordinated efforts for expanded turn lanes, service roads, traffic signalization, and traffic calming designs.

The Fauquier County Comprehensive Plan identifies the following as background to the current situation:

- Once had a dual role as a local and as a regional crossroad.
- Comprehensive Plan of 1967 recognized significance as regional crossroad and proposed to surround Rt. 15/17



- Comprehensive Plan of 1987 understood that a “scatter of houses around a highway stop” would never be a community and removed residential belt.
- Much of Opal is underlain by soils with high shrink-swell characteristics, which break up road and building foundations and are unsuitable for dense development.
- Ad-hoc nature of Opal’s business development, with multiple commercial entrances, has created problems relating to site access, turning movements and reduced road capacity.
- Increasing traffic volumes have exacerbated these and associated issues.

The Fauquier County Comprehensive Plan lists the following transportation issues:

- US 15/29 carries over 37,000 vehicles per day and Route 17 carries over 17,000 vehicles per day.
- Traffic projections conservatively suggest growth rates of 3% to 4% per year.
- Transportation access issues, aggravated by strip commercial development, will only increase as local and regional traffic volumes grow.
- Casual business development patterns, with numerous access points, awkward breaks in medians, etc., have created dangerous situations as trucks slow to turn into a gas station or block all four lanes as they cross a median.
- 1998 County-commissioned study determined that the 550 plus acres of land planned for commercial and employment uses within the Opal Service District could generate in excess of 71,600 two-way trips per day, nearly 7,500 of which would

intersection with commercial and employment uses. Beyond this core, plan proposed low-density residential belt.

- Gradual spread of car ownership, which enhanced Opal’s regional role, weakened the local role, hence the disappearance of the Opal Dance Hall, grocery store and other village facilities.

Fig. 6-20: Transportation Plan for Opal from the Fauquier County Comprehensive Plan showing configuration of Opal interchange

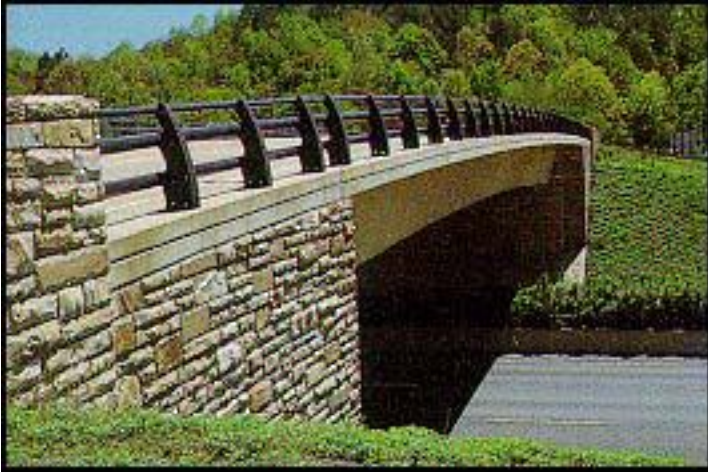


Fig. 6-21: Cumberland Gap



Fig. 6-22: New Jersey Route 29, in Trenton

occur in afternoon peak hours creating grid lock along US 15/29.

The Fauquier County Comprehensive Plan outlines the following Opal Service District Vision Statement and Goals:

Vision Statement

Opal will be designed to accommodate and serve regional through-traffic on Route 17 and US 15/29 as a pleasant and friendly place to take a break on long drives between North Carolina and Washington, DC.

Land Use Plan

- VDOT has acquired property along US 15/29 approximately 1/3 mile south of present Route 17 intersection, to construct partial grade separated interchange. However, the Department proposes to merge northbound Route 17 traffic at its existing intersection with US 15/29, consequently mixing Route

17 traffic accelerating onto US 15/29 into the same lanes that northbound travelers on this road use to decelerate and exit into local commercial properties. The Comprehensive Plan (adopted August 2005) proposes merging northbound Route 17 traffic onto US 15/29 approximately 1/3 mile to south at the location of new VDOT interchange.

- Construction of service roads, set back one lot deep, from US 15/29
- Northwest quadrant to be used for commercial and flex office industrial uses – non-residential uses would extend immediately to the south of Route 687, Opal Road.
- Northeast quadrant to be designated for local contractors (much of property already zoned for industrial uses) with some land reserved for ‘Live Work’ development (would require amendment to Zoning and Subdivision Ordinances).
- Southeast quadrant and land to north of new Route 17 right-of-way to remain in employment use, while land south of new alignment along Route 844 to remain residential
- Southwest quadrant to be used for hospitality-business – traveler uses (e.g. hotel/motel, restaurants, golf/sports club, etc.)

As of the writing of this management plan, VDOT has completed plans for an overpass and has moved into the right-of-way phase of the project (FY 2008) with construction scheduled for FY 2009.

Some changes to the aesthetic design treatment of the proposed interchange may still be possible, though the overall design is unlikely to change. At this point in the process it would be useful to conduct a community-based planning workshop to discuss ways in which to establish a distinct community identity for Opal, assuming that the interchange will be constructed.

The Byway would benefit from a community-based design charrette or planning workshop to develop the basis for a form-based zoning code similar to what is being done in the Town of Orange as a method of proactively planning in order to link the land use and transportation elements in the Opal area through physical design strategies such as the proposed live-work development. This approach assumes that the Opal interchange will be constructed as designed by VDOT possibly with some of the aesthetic design treatment noted above.

5) LINK TYPICAL ROAD SECTIONS TO LAND USE PATTERNS

Along the Byway, the character-defining features of the roadway incorporate both rural and urban features. Typical road sections should reinforce the desired land uses while reflecting and accommodating the functional requirements of actual traffic conditions. Future land uses should be planned to match the capacity of the transportation system. As the Byway transitions between rural and urban (or villages), so too should the typical road section.

Chapter 3, Existing Conditions, identifies the growth areas as planned by each jurisdiction along the Byway. Rural areas have been extensively preserved through conservation easements, agricultural and forestal land use assessment programs, and large-lot zoning. As areas begin to be developed, however, the transition from urban to rural is not always so clear.

Instead, what is often left is an urban or suburban land use pattern and a rural roadway that cannot handle the types of traffic and turning movements associated with the new suburban land use pattern.

Two of the communities along the Byway are facing this issue directly.

Culpeper

Culpeper has addressed this challenge first through its Comprehensive Plan, and second through its Entrance Corridor Overlay and Design Guidelines. The Comprehensive Plan has identified a parallel road network to serve as a means of relieving traffic pressure and commercial development pressure on the entrance corridor (Figure 6-23). The Six-Year Plan includes funds to construct the additional capacity on US Route 15 business. The parallel road network would be constructed through private land development on a phased basis.

BEST PRACTICES ALONG THE JOURNEY

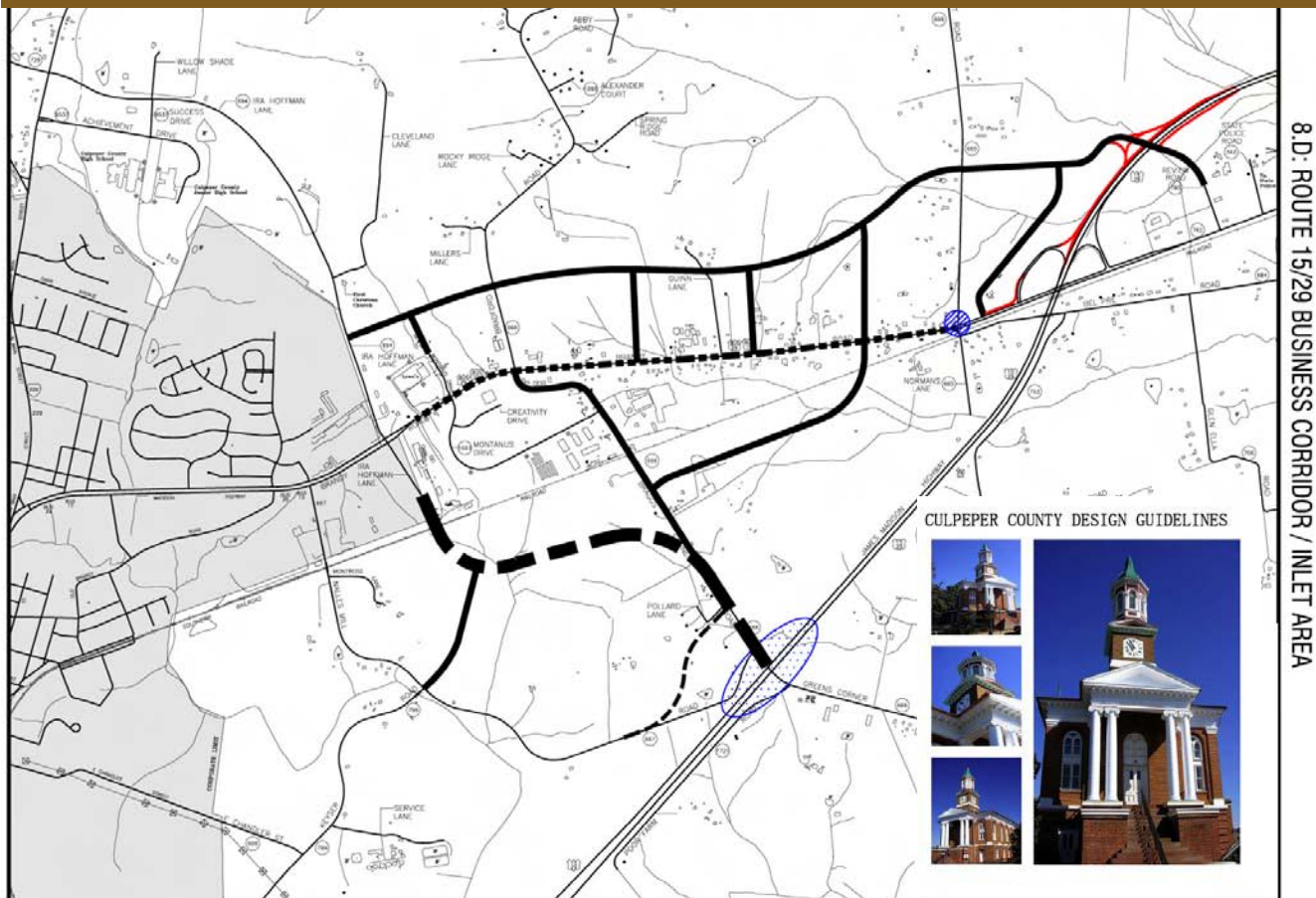


Fig. 6-23: The Culpeper County Transportation Plan excerpt (above) shows new road network to be constructed parallel to US 15 Business (the Byway). Culpeper's Design Guidelines will help shape the appearance of future development built along the entrance corridor.

The Design Guidelines for Culpeper County’s Entrance Corridors provide direction for private developers and establish a desired character and quality to the development. Guidelines provide advice on how projects can be designed to be compatible with “significant historic sites/cultural and scenic resources/tourist corridors” and compatible with the character of the entrance corridor as it applies to structures, equipment, lighting, signs and landscaping.

Figures 6-24 through 6-26 illustrate how the roadway design elements may be arranged in a manner more compatible with the entrance corridor. Of particular note are the following key elements:

- The roadway alignment should incorporate a large shift to reduce the long sight lines that encourage speeding.
- The resulting splitter island can be utilized as an entrance feature delineating the transition between rural and urban areas.
- Stormwater management should be integrally designed so that it is considered an amenity rather than an eyesore – the large splitter island may provide an outstanding opportunity to accomplish speed reduction and stormwater management.
- As the roadway transitions into the urban section, the median can become more narrow and formal in its arrangement, with a minimum 16-foot width to accommodate turn lanes.
- Approaching the built portions of the corridor, buildings should transition from large landscaped setbacks in the rural areas to buildings that front the roadway in the urban section with parking behind.
- Buildings can act as a distinct gateway into the urban areas with on-street parking, curb and gutter, street trees, sidewalks, pedestrian-scale lighting, and building facades with storefronts to establish the urban identity at the desired location.

These concepts are further illustrated on pages 136 and 137 (Figures 6-28 and 6-29) as a conceptual example of how they might be applied along a typical section of the Byway.



Fig. 6-24: Rural gateway entrance with wide splitter island and LID stormwater management practices integrated into the center median accommodates drainage from the roadway.



Fig. 6-25: Transition area with narrower splitter island. LID stormwater management practices for adjacent development integrated into the roadway frontages as an attractive amenity



Fig. 6-26: Wide splitter island with LID stormwater management practices integrated into the center median accommodates drainage from the roadway.

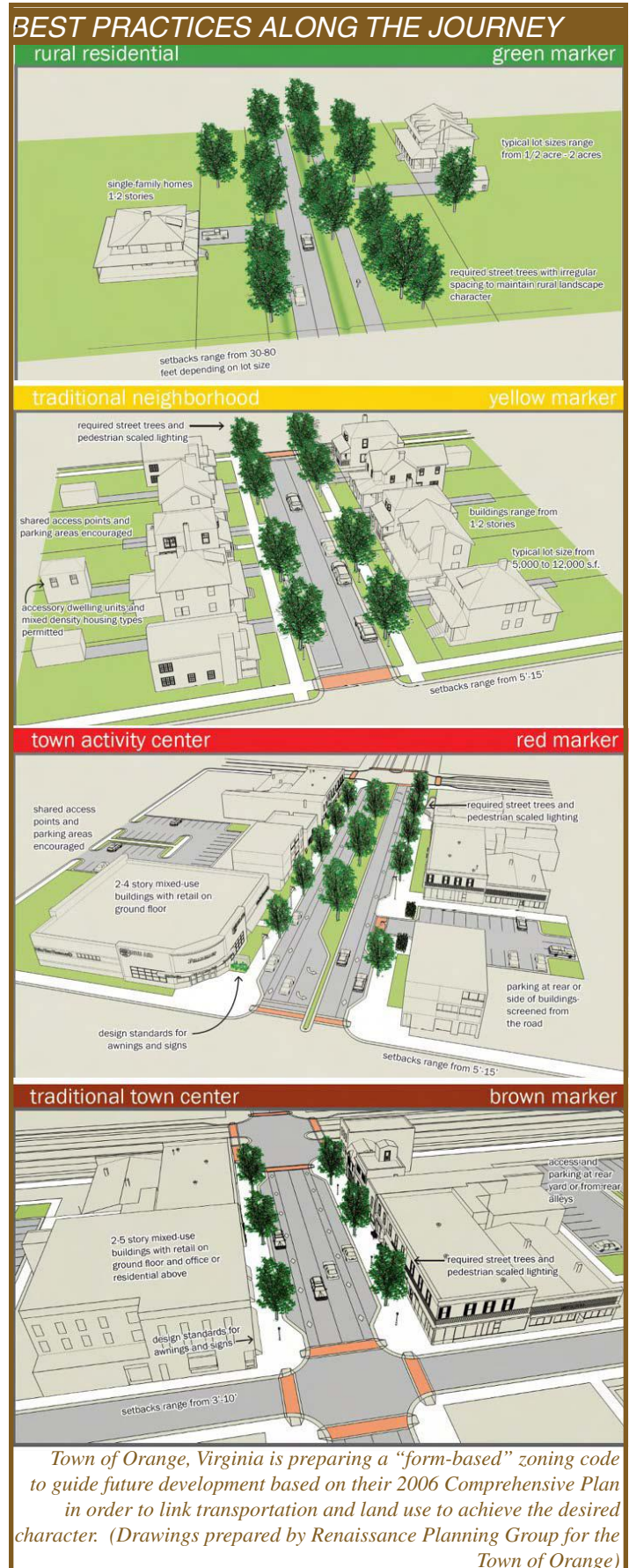
Orange

The second community, Orange, is addressing this issue through a rewrite of its zoning code to include a “form-based” zoning code. This approach allows for a more three-dimensional understanding of the ramifications of various zoning requirements including setbacks (or build-to) lines, relationships between building and street, building and parking, and encouraging more ‘live-work’ building arrangements.

Figure 6-31 on page 139, illustrates how the roadway design elements may be arranged in a manner more compatible with the entrance corridor. Of particular note are the following key elements:

- A developer-proposed roundabout serves as the gateway to the urban area.
- An existing medical building has already begun to establish the pattern of buildings fronting the roadway within the planned urban area with curb, sidewalk, and street tree details already in place.
- As properties change use over time, efforts can be made to place buildings along the frontage of the roadway rather than parking lots in order to create a walkable village street instead of a rural highway. This is particularly important where the Food Lion Shopping Center is located.
- Where there is interest in placing utility lines underground, it may be wiser to place the utilities at the rear of buildings as part of future redevelopment projects.
- The three-lane section may be better served by increasing travel lanes to 14 feet to include an on-street bicycle lane, eliminating the left turn “suicide” lane. (Towns are about access, not throughput.)
- Shop windows and front doors should be accessible, friendly and inviting.
- New construction should be appropriately scaled - similar to historic district building heights and fenestration.
- Add pedestrian-scale lighting, and street trees/landscape median as buffer to parking and travel lanes.
- Allow for parallel parking along Byway in front of new businesses.
- Adopt a sign ordinance - no backlit signs, all signs should be attached to buildings.

These concepts are further illustrated on pages 138 and 139 (Figures 6-30 and 6-31 as a conceptual example of how they might be applied along a typical section of the Byway.



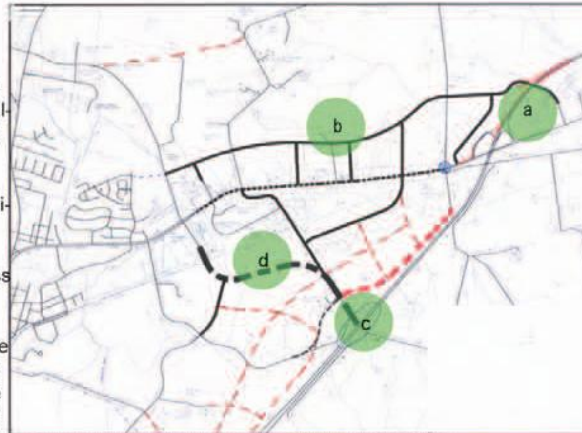
PLANNING FOR THE BYWAY: ILLUSTRATIVE CONCEPT FOR CULPEPER, VIRGINIA**PLANNED LAND USE AND TRANSPORTATION**

- US Route 15/29 Business is a primary access route into Culpeper from the north.
- The portion of US 15/29 Business east of town runs through one of three areas targeted by Culpeper County for future industrial development.

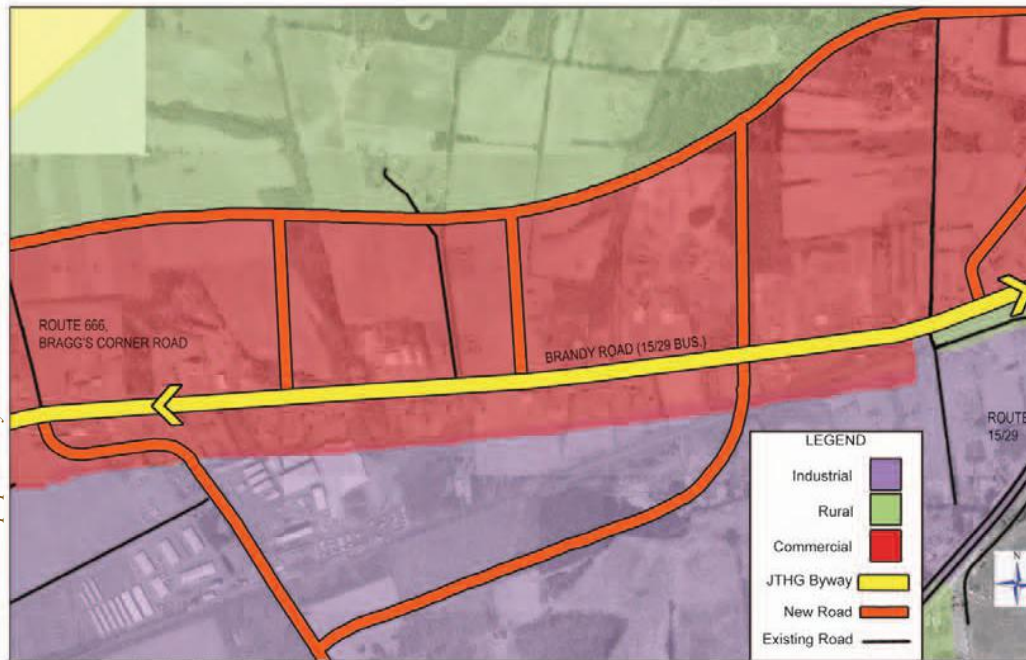
PLANNED TRANSPORTATION ELEMENTS

- a New road configuration at the US 15/29 Business – US 15/29 Bypass interchange (also included in VDOT Six-year Plan)
- b A road network parallel to US 15/29 Business to provide some traffic relief for US 15/29 Business.
- c Construction of a diamond interchange at the intersection of US 15/29 Bypass and Route 666, and a connection from that interchange to Ira Hoffman Lane. This connection would provide direct access between the US 15/29 Business corridor/shopping area and the US 15/29 Bypass.
- d Modifications to Route 666 (Bragg's Corner Road) between US 15/29 Business and US 15/29 Bypass, including a realigned intersection with US 15/29 Business.

(SOURCE: Culpeper County 2005 Comprehensive Plan)

**BYWAY MANAGEMENT RECOMMENDATIONS:**

- Black lines refer to planned road network included in the Culpeper County 2005 Comprehensive Plan.
- Red dashed lines suggest how a network of roads could be utilized as an alternate to expanding capacity on US 29 Bypass and US 29 Business to accommodate future development that may occur once the interchange at Bragg's Corner Road is constructed.

**PLANNED LAND USE** (Based on Culpeper County Comprehensive Plan)**Urban to Rural Transition**

- distinct edge to urban district with buildings fronting roadway
- maintain open space as edge to urban area
- use drainage as aesthetic amenity to enhance roadway character
- wide splitter island in roadway signals transition coming

**BYWAY MANAGEMENT CONCEPTS****BYWAY MANAGEMENT****EXISTING CONDITIONS:**

1 Views west near intersection of Route 15/29 Bypass and Brandy Road (the byway)

EXISTING CONDITIONS:

2 Views west along Route 15/29 Business

EXISTING CONDITIONS:

3 Views west along Brandy Road near existing retail development

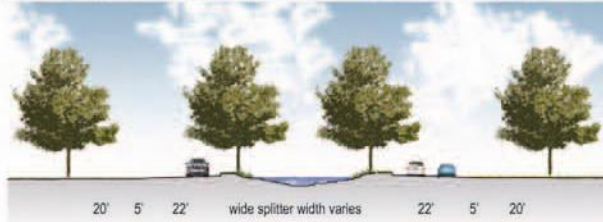


Existing downtown retail corridor

PLANNING FOR THE BYWAY: ILLUSTRATIVE CONCEPT FOR CULPEPER, VIRGINIA

CONCEPTS

1. Rural Entrance with Wide Splitter



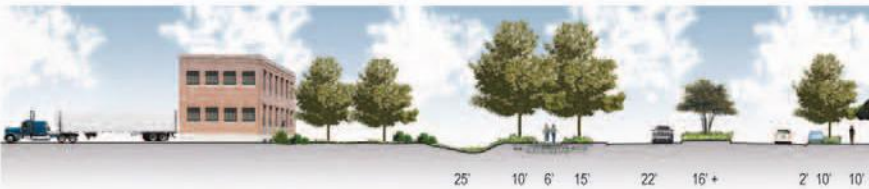
- Adjust road and expand right-of-way to allow for expansion to 4 lanes - NB and SB alignments on separate line and grade to provide transition from US 29/15.
- Use wide splitter islands with header curb allowing for larger planting area to create attractive gateway
- Collect runoff from the roadway using "Best Management Practices for Low-Impact Development (LID) in vegetated swales with infiltration
- Reinforced turf shoulder
- Large canopy roadside and median trees



2. Transition Area [with Industrial/Commercial Uses Shown]



- Adjust road and right-of-way to allow for expansion to 4 lanes plus center turn lane
- Wide splitter islands with header curb allowing for larger planting area and bigger trees
- Collect runoff in vegetated swales and stormwater collection ponds with vegetation in R.O.W. using "Best Management Practices for Low-Impact Development (LID) where possible.
- Special paving at intersections and parking areas
- Curb and gutter
- On street & off street parking
- Retail storefronts facing Byway at intersections; splitter narrows approaching intersection
- Industrial development set back minimum 120'
- Informal trail on south side of Byway
- Industrial loading areas facing away from Byway
- Street trees get closer together and begin to form streetscape



3. Distinct Edge to Urban Area



- Alignment changes from rural split alignment to five-lane section with center turn-lane and streetscape use narrower splitter islands with header curb to allow for landscape
- Use "build-to" lines for structures, rather than "set back from" to establish urban street
- Use special paving at intersections and parking areas
- More upright street trees, closer together
- Curb and gutter
- On street & off street parking



Fig. 6-29: Byway management concepts for the north Culpeper entry

PLANNING FOR THE BYWAY: ILLUSTRATIVE CONCEPT FOR ORANGE, VIRGINIA

Byway Transportation Goal

To Manage the Road and Roadside Character to Preserve, Maintain and Enhance its Natural Beauty and Historic Character

Byway Transportation Objectives

- Preserve, Maintain and Enhance the significant Natural and Historic features of the Roadway and Roadside
- Accommodate all Modes and Types of Users
- Provide an Attractive, Safe and Well Signed Byway
- Use the Principles of Context Sensitive Solutions

Comprehensive Plan Recommendations

Byway goals and strategies for enhancing the entrances to Orange along the byway route are consistent with the recommendations for future land use and development in the Town of Orange Comprehensive Plan. The drawings at right are intended to illustrate what the byway would be like if the Comprehensive Plan were implemented.

TOWN OF ORANGE



Comprehensive Plan
2006-2026

Creating Prosperity in the 21st Century

FINAL REPORT

Prepared by:
The Town of Orange Planning Commission
The Town of Orange Comprehensive Plan Committee
November 2006

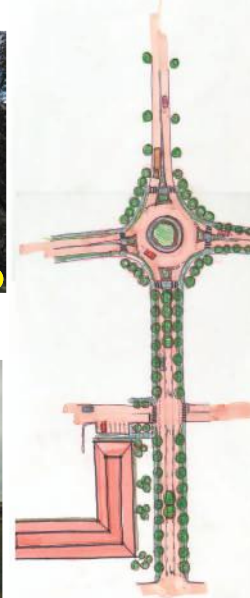
1

Gateway Feature

- Add planned traffic circle at entrance to the new town area at the intersection of Radney Road and Montebello Road to signal change into "town" from rural setting.
- Incorporate splitter island to have something to drive around and reduce speed, incorporate tactile change to pavement to raise driver awareness and increase sense of enclosure by adding street trees and shrubs closer to travel lanes.
- Begin to introduce sidewalks and pedestrian lighting.
- Edge treatments transition from "rural" (grass to pavement edge) to "town" (curb with adjacent landscape strip and sidewalk).
- Travel speed 25 MPH.



View of Rural character entering Mid-Town



Northern Gateway Option



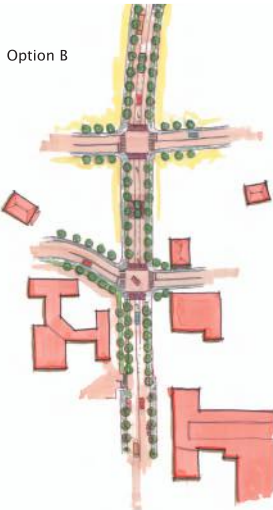
View of proposed location of new roundabout at intersection of Radney and Montebello Roads

Options

Option A



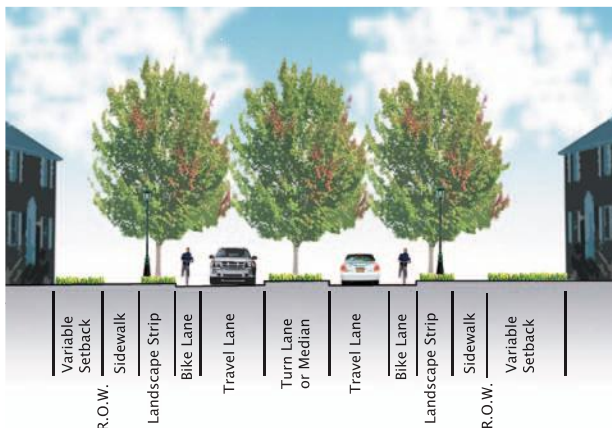
Option B



2

New Mid-Town Strategies

- Extend Kean Road to intersect with Lafayette Street
- Add new street alignment to create a better intersection with Moore Street
- "Build-to" line, a maximum of 5' from public ROW
- Travel lanes 11' with 4' Bicycle lane and 11' landscaped median or left turn lane.
- Minimize driveway openings to North Madison Road (US Rt.15)
- Add pedestrian scale lighting and sidewalks with street trees.
- Speed: 25 MPH.



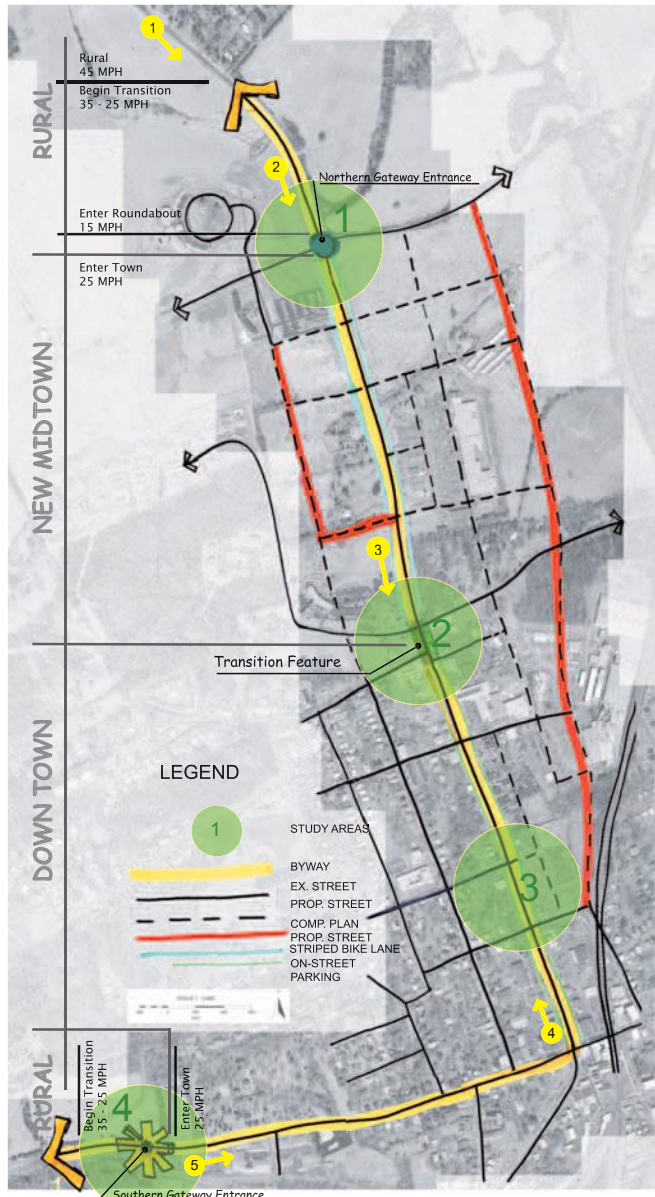
View of proposed location of southern gateway option into Downtown along US 20.



View into area that will become the future Mid-town.

Fig. 6-30: Byway management concepts for Orange, Virginia

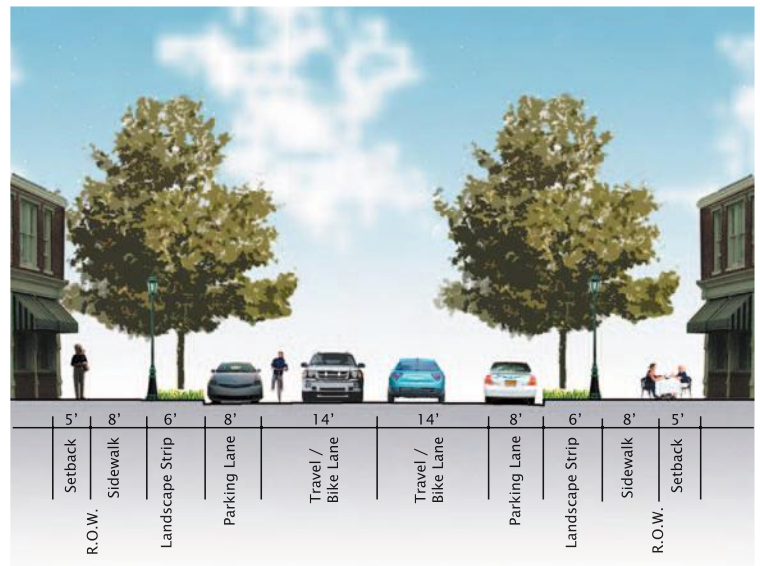
PLANNING FOR THE BYWAY: ILLUSTRATIVE CONCEPT FOR ORANGE, VIRGINIA



3

Extend the Fabric of Downtown Northward along the Byway (US 15)

- Increase travel lanes to 14' to include on-street bicycle lane.
- Eliminate left turn lane. "Towns are about access, not through-put."
- New buildings should have a "build-to" line, a **maximum** of 5' from the road ROW to create a village street, rather than a rural highway.
- Shop windows and front doors should be accessible, friendly and inviting.
- New construction should be appropriate scale - similar to historic district building heights and widths.
- Minimize driveway openings onto N. Madison Road (US Rt. 15). Relocate driveway entrances to East and West Washington Streets and Easton (?) Street.
- Re-align East Washington Street to create a safer and better intersection with West Washington.
- Underground utilities. Add pedestrian scale lighting, and street trees/landscape median as buffer to parking and travel lanes.
- Allow for parallel parking along Byway in front of new businesses.
- Adopt a sign ordinance - no backlit signs, all signs should be attached to buildings.



4

Southern Gateway Option

- Incorporate entry features such as Town signage to act as gateway transition from "Rural" to "Town".
- Signal change by introducing town elements such as retaining wall, street trees, and pedestrian lighting.
- Increase sense of enclosure by bringing street trees and shrubs closer to travel lanes.
- Travel speed transition from 35 to 25 MPH.



Southern Gateway Idea



Downtown Redevelopment Idea

Fig. 6-31: Byway management concepts for Orange, Virginia

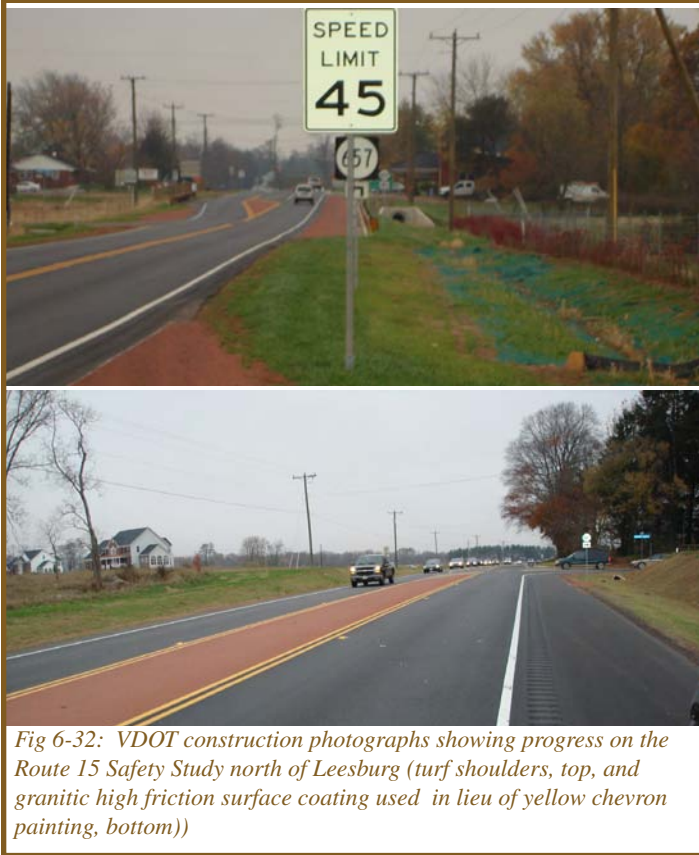
BEST PRACTICES ALONG THE JOURNEY

Fig 6-32: VDOT construction photographs showing progress on the Route 15 Safety Study north of Leesburg (turf shoulders, top, and granitic high friction surface coating used in lieu of yellow chevron painting, bottom))

6) ADDRESS SAFETY ISSUES ALONG THE BYWAY

Understand safety issues along the Byway and develop techniques for resolving safety issues while maintaining character-defining features.

The Highway Safety Analysis (See Chapter 3) identified several safety issues that are prevalent along the Byway. While each of these issues has been addressed for the short term through warning signs, warning flashers, and physical modifications to the roadway and roadside, there is a need to identify longer-term strategies and actions that will both solve the safety issue and maintain the character defining features of the Byway.

The primary issues include

- Turning movements to and from two-lane sections
- Sight distance issues approaching congested intersections
- Transitions between speed zones approaching towns and populated places (Gettysburg, Point of Rocks, Lucketts, Gilbert's Corner, Orange, Gordonsville, Keswick)
- The need for pull-offs where visitor attractions or views may slow vehicles in travel lanes
- Pedestrian and bicycle safety within the corridor

Turning Movements Along the Byway

The Virginia Department of Transportation (VDOT) developed several spot safety measures along US Route 15 north of Leesburg that can be modified and applied in other parts of the Byway. The measures include the following techniques (source: VDOT):

- The original design speed of 60 mph was reduced to 45 mph to reduce the footprint of the project.
- Granitic high-friction surface coating was used in the transition areas opposite to left turn lanes instead of the typical "chevron" striping.
- Rustic guardrail was installed throughout the project in keeping with the rural character of the surroundings.
- Virginia "hedgerows" were planted to maintain the scenic corridor effect in a location where overhead wires precluded street trees.
- VDOT drawings indicate a shoulder detail that included the use of a two-foot shoulder with rumble strip and a graded shoulder with two inches of topsoil and seeding.

While the use of the granitic high friction surface coating is a pilot project for VDOT, its application on other parts of the Byway may be helpful. Where practical in rural areas with design speeds of 45 mph or greater, the chevron striping for left turn lanes should be replaced with protected turn lanes with rolled curb and gutter and grass. Approaching towns, the left turn lanes should be used as splitter islands creating a speed reduction measure through a lateral shift in the alignment.

Intersection Design

The use of roundabouts in lieu of signalized intersections should be examined at each of the major two-lane road intersections along the Byway. These are particularly useful for scenic byways in that they require drivers to slow down and help to announce a scenic byway for travelers approaching from the intersecting roadways. VDOT has adopted a policy to consider roundabouts as an alternative whenever an intersection warrants a traffic signal. Roundabouts are under construction at Gilbert's Corner (Intersection of US Route 50 and US Route 15).

According to the SHA's website, Maryland has 24 roundabouts, with seven now under construction. Where roundabouts have replaced traffic signals in the state, crashes have decreased by more than 60 percent and injuries by more than 75 percent.

Roundabouts also serve to slow traffic down to between 15 and 25 mph, which is the typical operating speed. Allowing vehicles to move through intersections at slow speeds, rather than stopping, saves gas, reduces air pollution, and reduces the severity of crashes. Signalized intersections require drivers to stop but also encourage speeding as lights turn yellow. The higher speed results in more severe crashes.

Maryland SHA is proposing a roundabout at the intersection US Route 15 and Maryland 464 (construction pending FY 2008). Virginia DOT is constructing a system of roundabouts at the US 50 and US Route 15 intersection as part of the Route 50 Traffic Calming project. These roundabouts are scheduled for construction in FY 2009 with right-of-way acquisition underway.

Roundabouts were considered at Mountville Road by Maryland SHA (now under construction) and in Lucketts by Loudoun County. Loudoun County determined that the Lucketts roundabout was limited by constraints of slope and impact to adjacent uses. A roundabout is proposed in Orange (Figure 6-30). An existing roundabout in Gordonsville, circa 1940, is probably one of Virginia's first, but is not built to modern roundabout standards. Modern roundabout design accommodates the full range of truck sizes through creative use of paved aprons on the inside circumference of the roundabout.



Fig. 6-34: Landscaped median with ornamental grasses in Greenville, DE, along the Brandywine Valley Scenic Byway. Each of the planted medians are sponsored by a local business and maintained by the Delaware Center for Horticulture.

Safety Measures and Transitions Between Speed Zones

As drivers approach settled places, there is a need to provide visual and operational clues that drivers should slow down to account for the increase in turning movements, congestion, and slower operating speeds. High crash rates occur in places where stopped cars are not visible to drivers as they approach an urbanizing intersection at high speeds and cannot react fast enough to avoid a collision (US Route 15 at Vint Hill Road, for example).

On a Byway travel route, this is particularly problematic when drivers unfamiliar with the route travel at much slower speeds than those commuting on a regular basis. This differential in operating speeds will be most problematic on extended weekends during peak travel periods.

The selection of the design speed in relation to the desired operating speed is one of the most important factors in determining the eventual roadway and roadside character. Care should be taken to match the design speed with the desired operating speed to the extent practical, avoiding the use of excessive safety margins that tend to induce excessive speeding.

Where the road is already designed at a much higher design speed than desired operating speed (and actual operating speeds are higher than desired operating speeds), or where land use change has introduced a wider range of turning movements raising the number and duration of stationary objects in the travel lane, efforts should be made to use

BEST PRACTICES ALONG THE JOURNEY

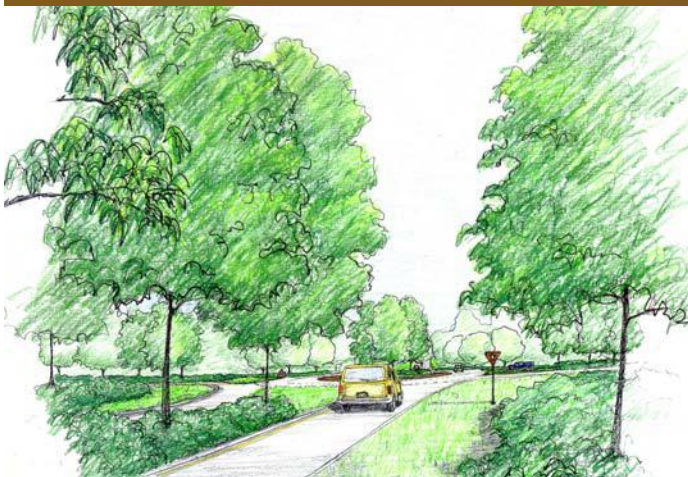


Fig. 6-33: Roundabouts planned for Gilbert's Corner are scheduled for construction in 2008-2009 and will reduce congestion along Route 15 and Route 50.

speed reduction and other traffic calming measures. These measures are designed to reduce operating speeds as the primary means of increasing safety, rather than widening the road to accommodate high speed through movements at the expense of safety for local access.

When approaching towns and other settled places, the typical section should narrow, increasing the amount of “visual friction” perceived by the driver. Rural roadsides should transition to urban or village character by introducing urban details as the driver approaches the town. A distinctive gateway element should be incorporated into the roadway design to signal that the driver is entering a settled place and should slow down.

The use of traffic calming measures such as those constructed in Upperville on US Route 50 offer a positive approach to providing transitions between high speed rural roads as they transition into a village street. An ideal sequence of design elements allowing for the gradual speed zone transitions from rural to urban include: warning strips; flush curb followed by raised curb and gutter and splitter islands to deflect horizontal alignments and long sight lines. These elements should be followed by urban measures such as raised intersections.

The Route 50 Traffic Calming Project was funded by the USDOT as a National Demonstration Project for rural traffic calming. Upon completion of the project, VDOT will document a number of the lessons learned from the implementation effort. A few key lessons are highlighted here as they might apply to their use along the Byway:

- Involve construction phase personnel with responsibilities for managing the project’s implementation as early in the process as possible. Advice on constructability issues, design exceptions that might be needed, maintenance of traffic and roadway maintenance issues, along with the buy-in from construction phase personnel that would accompany that early input would be extremely valuable.

BEST PRACTICES ALONG THE JOURNEY



Fig. 6-35: Rural traffic calming approach utilized on the Route 50 Traffic Calming Project (top) and before and after images (top) in Upperville showing the western entrance approaching the Trappe Road intersection showing:

- flush curb transitions to curb and gutter
- splitter islands and bridge treatment to announce the town.

NOTE: Additional research is needed to determine the most cost-effective way to establish reinforced turf shoulders. (See Chapter 7.)

- Ensure that landscaped medians and traffic calming measures have a formal agreement for who will be maintaining the project. A three-year maintenance agreement should be included as part of the construction contract coupled with a partnership agreement from a community organization for roadside landscape areas.
- Ensure that any changes proposed by the contractor in the field are vetted with the traffic calming experts and project designers prior to making the change to ensure that the design is consistent throughout the project.
- Coordinate all routine maintenance activities with the traffic calming project to make sure that they are consistent with the traffic calming plan.

Application of these types of measures should be considered for the approaches to Gettysburg, Point of Rocks, Lucketts (preliminary plans completed), Gilbert's Corner, Remington, Orange, Gordonsville and Keswick. The 10-foot and 11-foot lane widths noted in the example above are applicable to the two-lane transitional roads approaching the business district of the towns also noted above.

Pedestrian Safety

Pedestrian safety is addressed throughout the corridor utilizing the traffic calming approaches outlined above. The primary locations where pedestrian safety will be a concern is in the existing towns and village areas where visitors are encouraged to stop, get out of their cars, and enjoy the walking tours, attractions, and historic sites within the traditional "Main Street" communities. The design elements on pages 160 and 161 indicate the desired character of town and village streets, including the incorporation of connected sidewalks and crosswalks.

Bicycle safety is addressed through the bicycle guide discussed on page 98. This guide identifies parallel routes where bicyclists can enjoy the less traveled secondary roads.



Fig. 6-36: Transition areas approaching towns require that the driver pay more attention to turning movements and variable driving conditions.

7) INCORPORATE DESIGN, MAINTENANCE AND MANAGEMENT GUIDELINES

Develop distinct identity for the Byway utilizing a family of roadway details to achieve the desired character of the Byway.

In addition to the major projects planned for the Byway, the day-to-day activities needed to manage traffic, maintain a safe travel route for all users, and protect the public's investment in the roadway infrastructure can greatly influence the character of the Byway. Incorporating context sensitive solutions to the operational and management side of transportation infrastructure can be accomplished by identifying the desired character of the roadway environment and providing a series of tools and techniques that can be used to achieve the desired character.

The following section highlights some of the tools and techniques appropriate for use along the Journey. It should be noted, however, that their use must be part of a coordinated effort with state DOTs and that proprietary item approvals should not be assumed in the planning process.

Regional Design Principles

There are three distinct regionally scaled visual environments along the Byway: rural areas, transition areas, and urban or village areas. Each of the three distinct types has its own set of design principles that identify the desired regional character.

Rural Areas

In the case of rural areas, the natural and cultural landscape (forest, agricultural, riparian) should be the dominant character while man-made elements such as the roadway, homes and rural businesses should be less dominant in scale. The color and texture of man-made elements should be selected to minimize visual contrast with the rural landscape.

Transition Areas

The design and materials for man-made elements should serve as visual cues to drivers that they are entering a more settled landscape. Urban and village design elements should be introduced gradually, for example a flush curb transitioning to a curb and gutter. A defined and distinct gateway should be established where urban design elements and details begin. Buildings and land use within the transition areas should have more rural characteristics outside the gateway and be distinctly urban or village inside the gateway.

Urban or Village Areas

The design of the urban and village areas should be compact, walkable, and have a distinct architectural character with materials that reflect the rural and transition landscapes surrounding it. For example, in an area where brick is readily available and produced in adjacent rural areas, it should be utilized as the primary material. Where stone is found in abundance from nearby quarries, the design should reflect the characteristics of that stone. Local materials can and should be used extensively for urban details such as

retaining walls, foundations, gateway features, drainage details, bridges and the like. Using local building materials saves energy and minimizes the carbon footprint of the urban area.

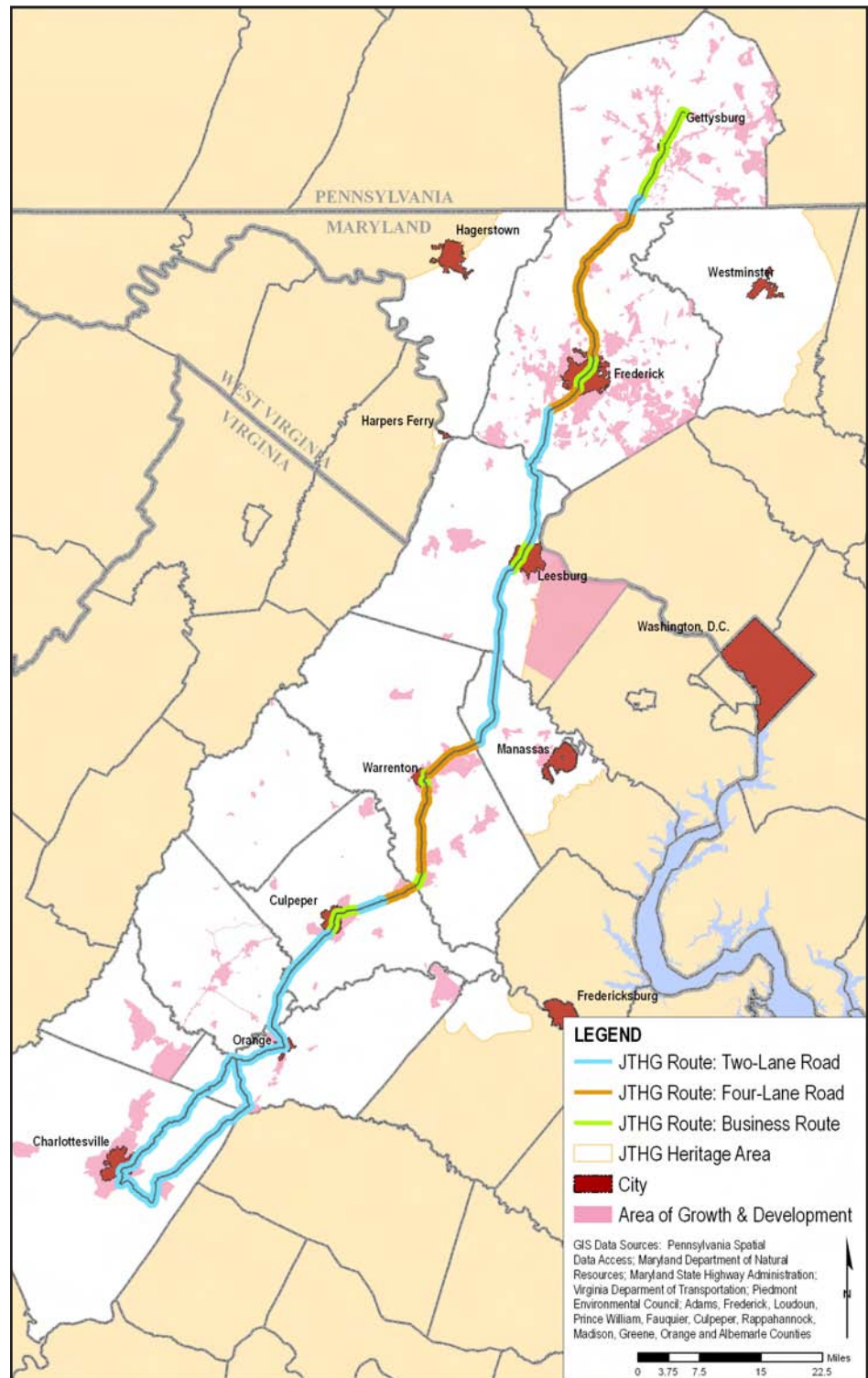


Fig. 6-37: Map showing the locations of existing two-lane and four-lane configurations of the Byway travel route in relation to existing cities and towns and planned growth areas. See Appendix I, Map 9 for the locations of character areas throughout the Byway.

The following pages describe in the types of design elements in general terms that, if incorporated into the day-to-day practices of each State's DOT, could help to achieve the desired regional design principles for rural, transition and urban areas along the Byway. The charts on pages 152-162 then illustrate how each of these elements could be applied along sections of the Byway with varying design speeds and widths (the two- and four- lane sections in Figure 6-17). The application of these elements are intended to be conceptual only as a way to provide a framework for achieving the desired character of the Byway. Actual use of these design elements will require more detailed examination of the specific conditions.

Application of Design Elements and Consistency with AASHTO and State Design Policy

Any proposed design element selected for use along the Byway should be consistent with State and/or American Association of State Highway and Transportation Officials (AASHTO) design guidance and policy. Each State DOT's design exception process can be used when professional engineering judgement indicates that design elements and values are needed that do not meet the minimums associated with those policies in order to avoid or minimize impacts to environmental, historic, cultural and community values and to maintain the character defining features of the Byway, the main touring route of the JTHG NHA.

The following pages provide describe the general concepts for the following design elements:

- Alignment and Geometry
- Drainage
- Roadside Appurtenances (Guardrail, Traffic Control and Signs, Utilities, and Lighting)
- Bridges
- Landscape
- Access Management
- Roadside Maintenance

Alignment and Geometry

Geometric changes should be made with an eye to maintaining the character of the original road as much as possible within safety parameters. Where safety measures are needed to reduce crash risk due to existing obstacles in the clear area, efforts should be made first, to remove obstacles if possible. If not possible due to financial or environmental considerations, then efforts should be made to make the obstacles more visible or place a suitable barrier in front of them.

Care should be taken to avoid inadvertently increasing the operating speeds of the road further downstream – transferring the risk from one location to another – by opening up the sight lines to accommodate vehicles that routinely exceed the posted speed limit.

Where modifications to the roadway and roadside are needed for the purpose of reducing risk, increasing road capacity, or providing access or egress to the highway, efforts should be made to match the existing edge conditions prior to when the construction took place (e.g. replace stone walls with like kind).

Rural Areas

Most of the roadway work on the Byway or in the Heritage Area will not be located on new alignment. If new network is considered (See page 125.), then those roads should lie lightly on the land using lower design speeds to match the capability of the terrain rather than dominating the terrain with a high-speed roadway

Transition Areas

Alignment shifts should be utilized to provide drivers with clues that they are entering a special place.

Urban Areas

Alignment should tie in with the type of road network in the community (e.g. a grid in Culpeper or Leesburg, a loose grid in Warrenton rolling with the terrain).



Fig. 6-38: Commonly Used Alternative Stormwater Management Facilities (Courtesy of Maryland SHA)

Drainage

Non-point source runoff is now the major cause of water pollution. Non-point source pollution enters a water body from diffuse origins in the watershed and does not result from discernible, confined or discrete convergences such as a pipe or ditch. Each state Department of Transportation routinely incorporates measures to control non-point source water pollution. It is possible, however, to increase the amount of non-point source pollution that is treated along the roadside before it joins other surface waters and is carried to the Chesapeake Bay.

Roadside drainage should use best management practices and low impact development techniques to maintain the pre-development hydrology as much as possible and retrofit existing roadside drainage and ditches.

Bioretention, dry wells, filter strips, grassed swales, infiltration trenches, inlet pollution traps/removal devices, and permeable pavers and pavement are some of the common LID tools. VDOT will consider LID solutions on a case by case basis.

While it is important for surface water to be removed from the driving surface and shoulders as quickly as possible, it is neither necessary nor desirable to deposit the water directly into the natural watercourse at a high rate of speed, even with dissipaters used at the outfall.

Instead, efforts should be made to allocate more space so that surface runoff can either infiltrate into groundwater (using infiltration ditches for example), or be retained and treated in a passive retention system using constructed wetlands and then be released at the pre-development rate.

Rural Areas

- Drainage swales and stream channels should be restored to their natural condition with adaptations designed to slow the rate of water down to the pre-development rate.
- Greater use of soil amendments can increase the capacity of soil to absorb moisture (thereby reducing runoff) and sustain vegetation, curbside or in swales, which, in turn removes water through transpiration.
- Stormwater management ponds should be designed to appear natural and fit with the terrain, including siting the ponds in their natural topographic positions

Transition Areas

- As an area urbanizes there is a need for greater levels of retention and treatment for water quantity and quality. Where feasible these areas should be integrated as an amenity forming a natural gateway from rural to urban.
- As flush curb and raised curb and gutter are introduced, best management practices should also be introduced to find ways to store water close to the outfalls.
- Rain gardens can be introduced as an initial means of encouraging infiltration an aesthetically pleasing manner.
- The design of structures can begin to take on a more urban appearance using materials and finishes on exposed headwalls that reflect the regional character (e.g. using exposed aggregate for concrete, rather than the high contrast finish of the hardening agents used for concrete).

Urban Areas

- With raised curb and gutter used on urban streets, more care and attention needs to be paid to the outfall and storage systems using best management practices. Storage could take place under the road or within parking and utility strips.
- Rain gardens in parking lots should be utilized to encourage infiltration as a means of reducing runoff.
- Permeable paving surfaces for parking lots should be encouraged.

Roadside Appurtenances

FHWA policy requires that all roadside appurtenances such as traffic barriers, barrier terminals and crash cushions, bridge railings, sign and light pole supports, and work zone hardware used on the National Highway System meet the performance criteria contained in the National Cooperative Highway Research Program (NCHRP) Report 350, Recommended Procedures for the Safety Performance Evaluation of Highway Features.

A number of aesthetically pleasing details that can be used to contribute positively to the quality of the Byway's travel experience fall within an acceptable range of crash-tested roadside hardware.

Guardrails and other highway fixtures such as retaining walls, safety barriers, traffic signals and controllers, light standards, and other structures should be designed to the minimum dimensions as required for safety and durability. Shiny reflective finishes should be avoided. The following are specific recommendations for each regional landscape type.

Rural Areas

- **Guardrail** – Minimize the use of guardrail by fitting the road more closely to the lay of the land, at lower design speeds if necessary. Laying back slopes at 4:1 or flatter will eliminate the need for guardrail. Where guardrail is necessary, use low contrast finishes such as weathering steel or integral color galvanized finishes to achieve a desirable and consistent color (brown or dark gray)



Fig. 6-39: Weathered steel guardrail recently installed on US Route 15 between Lucketts and Leesburg, Virginia

- **Traffic Control and Signs** – Poles should be constructed with wood or color (brown) galvanized metal (brown). The backs of signs should be brown to minimize contrast.

For safety reasons, roundabouts are preferable to signalized intersections where practical. However, where not practical due to terrain or unique traffic conditions, signalized intersections may be required. In these cases



Fig. 6-40: The roadside appurtenances, drainage, and utilities need to be better coordinated to improve roadside appearance along the Byway.

traffic signals should be placed on a mast arm that is black or dark green. Where mast arm configuration is impractical and the signal must be supported with cable, use dark, non-reflective materials for the cable supported by wood poles with minimal support structures.

- **Utilities** – Adjust the locations of overhead wires to minimize their potential impact on mature trees. The simplest method of preserving big trees along roadsides from the pruning requirements of utility lines is to shift the line to the opposing side of the road. This requires some coordination and communication with the utility company in advance of new construction involving adjustments to utilities.

Whenever available, use electrical or other utility lines (conductors) that have a non-reflective finish. If unavailable, use a substitute wire or cable that is coated with a black covering or other dark color, or has a non-reflective finish.

Where feasible, consider placing the wires underground as part of new construction or through community funded effort. As part of any feasibility analysis, it should be determined whether or not a 3rd party will be able to fund the placement of utilities underground, or whether it is feasible to consider it as part of the cost of new construction.

- **Lighting** – Lighting is located primarily at intersections with wood poles and cobrahead fixtures. To minimize night sky pollution existing fixtures should be replaced gradually with new concealed light sources. At major

intersections such as at any US Route 15 and US 15 business route, US 50, US 29, US 17, US 33, US 340, I-70, and US 30, greater illumination may be required. Illumination should be concealed and mounted on poles that are color galvanized with a brown or black finish. Cluster fixtures should not be allowed in order to prevent night sky pollution. Pole heights should be proportional to roadway width, but more fixtures at lower heights are preferred over fewer fixtures at higher heights.

Transition Areas

- **Guardrail** – as the Byway approaches the built up areas, guardrail placement needs to be more cognizant of pedestrian and bicycle issues and guardrail materials should respect the historic character of the road.
- **Traffic Control and Signs** – as the Byway approaches built up areas, more signals will be required. Mast arms should move toward a black finish as should the backs of signs. As design speeds decrease, the size of signs should be reduced accordingly.
- **Utilities** – Utility lines should continue to be consolidated on one side of the right-of-way and feature non-reflective finishes or dark color coating. As the land use transitions from rural to urban, utility lines should be placed in alleys as part of the grid network of streets or placed underground as part of new construction or through community funded effort. (See Rural Area Utility discussion on feasibility.)
- **Lighting** – Intersection lighting will transition to full roadway lighting. Light standards should be coordinated with other poles and support structures in both style and function. Lighting should begin at the gateway feature to the town.

Urban Areas

- **Guardrail** – should no longer be necessary as most fixed obstacles have been removed by urban development.
- **Traffic Control and Signs** – Mast arms should have a black finish as should the backs of signs. As design speeds slow, the size of signs should be reduced accordingly.
- **Utilities** – Utility lines should be placed in alleys as part of the grid network of streets or placed underground as part of new construction. (See Rural Area Utility discussion on feasibility.)



Fig. 6-41: A missed opportunity to highlight the Goose Creek State Scenic River along US Route 15 in Loudoun County

- **Lighting** – Light standards should be coordinated with other poles and support structures in both style and function. Lighting should begin at the gateway feature to the town.

Bridges

Use appropriate detailing to maintain distinct visual identity on parapet walls and abutments. Bridge widths should be consistent with roadway widths (and consistent with AASHTO or State policy). The crossing of rivers, streams and wetlands offers an important opportunity to highlight each state's water resources, the importance of the Chesapeake Bay, and the aesthetic quality of the Piedmont's beautiful water resources. Three of the crossings are on designated scenic rivers. FHWA has an outstanding website that illustrates the types of bridge rails available, along with the crash test level that has been approved for that rail.

Rural Areas

The Kelley's Ford Bridge shown on page 115 is a nationwide example and should be emulated throughout the rural areas of the Byway and Heritage Area with similar design speeds. Where possible, stone facing (or textured concrete with form liner to look like stone) should be used on all parapet walls, abutments and pier structures.

In rural areas with design speeds under 62 mph, Test Level 3 or Test Level 4 bridge rails will be needed. Rather than use jersey barriers, steel-tube railing is preferred. This is similar to the Wyoming 2-tube Steel Railing with a color-galvanized finish at a cost of \$55/foot* plus



the cost of the color galvanized finish). This coordinates well with a box-beam guardrail as the approach rail to the bridge.

VDOT has agreed to use the Kansas 32-inch Corral Rail in the bridge replacement project for US 29 Southbound over Broad Run (\$42-48/foot*). This rail may be an appropriate substitute for future bridge replacements. Concrete finishes should be tinted to reduce the visual contrast with the setting.



Transition Areas

As design speeds slow approaching towns, more attention to the bridge rail can be afforded, and TL-2 can be utilized at design speeds less than 45 mph.

The George Washington Parkway Steel Bridge Rail (\$200 /foot*) is suitable for TL-3 (up to 62 mph).



Many of the existing bridges along the Byway have concrete parapet walls with openings. At design speeds of 45 mph or less, these parapet walls can be replicated using the Texas Type T411 Aesthetic Rail (cost approx. \$75/foot*).



In areas where stone walls are prevalent, the Baltimore Washington Parkway Stone Rail (TL-3 up to 62 mph) should be considered.



Urban Areas

Free Bridge (US 250) over the Rivanna River in the City of Charlottesville is another example of an aesthetically pleasing bridge rail with views to the river below. Here the bridge also serves as a gateway into town.



*Note: These costs are in 2008 dollars.



Fig. 6-42: Planting on top of berms, while serving as a larger buffer, is a difficult type of planting to sustain over a longer period of time.

For design speeds over 62 mph, Test Level 5 of NCHRP 350 is required, unless a test level 4 or 6 is authorized by the District Executive in Pennsylvania, or through design exception in Virginia and Maryland (consistent with each State's and AASHTO policy).

Landscaping

Use species appropriate to the context such as natives in rural woodlands or old farm roads and old-fashioned plants in historic districts. (See recommendations on page 169 for the development of an overall landscape master plan for the Byway.)

Rural Areas

Landscape elements should reflect the traditional agricultural and equestrian landscape of the Inner Piedmont including fence lines, hedgerows, allees, and native woodlands. Each state's roadside wildflower program should be considered as a way to highlight the location of scenic views, historic sites, or approaches to rural village areas.

Transition Areas

As the design and operating speeds of the route are reduced, street trees and median plantings should be introduced to narrow the look and feel of the roadway as well as provide shade and comfort to pedestrians. Gateway plantings should establish a distinct look and feel for each community entrance. Materials and design details selected for community gateways and entrances should be consistent with the communities' dominant architectural styles and/or historical development.



Fig. 6-43: Providing access to a state highway often requires the installation of acceleration and deceleration lanes and crossovers on the four-lane section of the Byway.

Urban Areas

Street trees along with higher maintenance planting beds (those that can be adopted by local garden clubs or civic organizations) should be considered. In historic districts, planting design should be developed that reflects the period of significance (i.e. native species might be desirable, but old fashioned plants may also be appropriate).

Access Management

Consider adopting policies through the development review process that encourage linking together parcels and the construction of a parallel system of streets and alleys to distribute local traffic rather than channel it onto the main road. Acceleration and deceleration lanes are needed for queuing, maintaining traffic flow, and the reducing the risk of rear end collisions. The need for acceleration and deceleration lanes should be minimized by reducing operating and design speeds through rapidly developing areas. Speed reduction measures may be needed to accomplish these lower operating speeds.

Rural Areas

A strong link between land use and transportation is needed to limit future rural subdivisions where acceleration and deceleration lanes would be required. Along the National Highway System portions of the Byway route, access from rural subdivisions should be established through existing side roads, rather than through direct connections to the Byway.

Transition Areas

As development increases approaching the urban and village areas, connecting to adjacent parcels and side roads should be required to reduce the number of intersections requiring a signal or roundabout. For two-lane sections, left turn lanes are typically accommodated through lane striping. In some cases they are protected with grassed medians with curb and gutter.

Urban Areas

Access should be provided through a more tightly knit set of intersections as part of an overall street network. Side streets should occur at shorter intervals, with alleys providing access to residential garages, and on street parking should be more readily available providing direct access to retail, business, 'live-work' and other desirable urban patterns.

Any changes to access management policies along the Byway would need to be accomplished through a coordinated effort of local government and each state DOT's access management group (e.g. Traffic).

Maintenance

Identify likely roadside maintenance requirements early in the project design process and select details that match the likely long-term maintenance commitments (including opportunities for community partnerships to be established to maintain enhancement projects along the Byway).

Rural Areas

Rural areas are likely to receive the least maintenance. Therefore, planting should strive to naturalize the existing condition (e.g. by using a native shrub understory along woodland edges to provide visual interest). Many of the hedgerows of Virginia's Piedmont landscape were established along fencelines where birds or the wind dropped seed. Pioneer species such as cedar and black locust are dominant. Maintenance along the roadside typically will be limited to several cuttings by each DOT to the width of the clear area to keep vegetation from encroaching and compromising road safety. Where practical, mowing cycles sometimes can be timed to promote wildflower bloom along roadsides.

Transition Areas

In the transition areas gateway features, splitter islands, and roadside plantings will need to be adopted to guarantee a minimum level of maintenance. Each DOT will not be

able to guarantee the level of maintenance needed to insure a healthy landscape. Where planting programs can be adopted, plantings with higher maintenance requirements can be installed. Planting contracts should require a three-year maintenance period to increase the likelihood that plants will survive the establishment period. Drip irrigation should be considered if an appropriate water and power source can be identified. Water detention systems should be designed to provide drip irrigation

Urban Areas

The maintenance of streetscape plantings should be carried out by a business improvement district or government agency with the capacity to perform major tree pruning, tree fertilization, weeding and watering of planting beds, and annual or semiannual renewal of mulch.

Bicycling

Please refer to the section on the bicycle guide for the JTHG, found on page 98. The bicycling guide identifies bicycle routes at varying levels of experience. Where bicycle routes overlap or cross the Byway, efforts should be made to make drivers more aware of increased bicycle use through warning signs in advance of crossings, and by marking the routes themselves.

6.2 DESIGN GUIDELINES

The following pages provide examples of how to address these issues in rural, transition and urban areas with both two- and four-lane roadways.

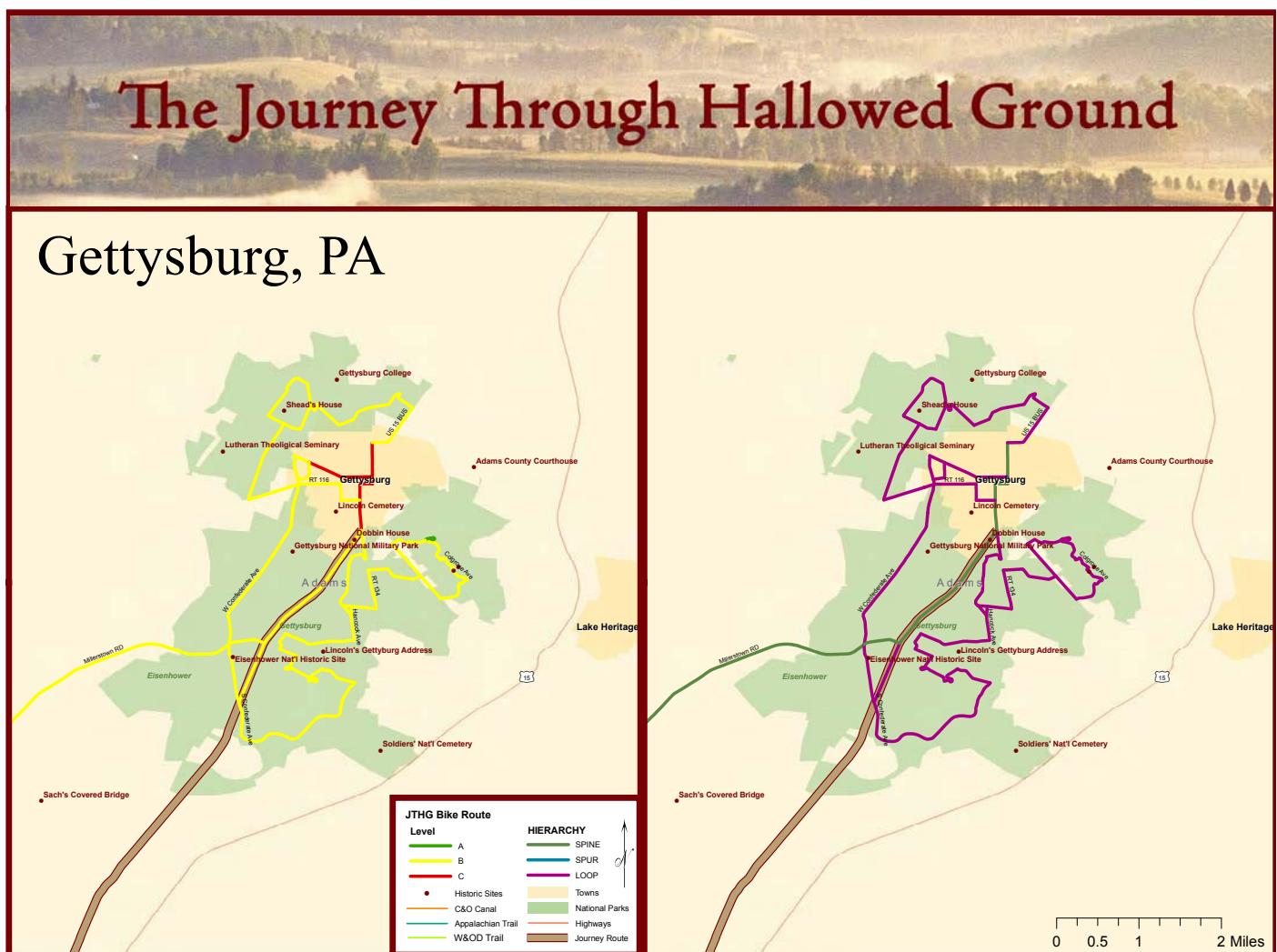
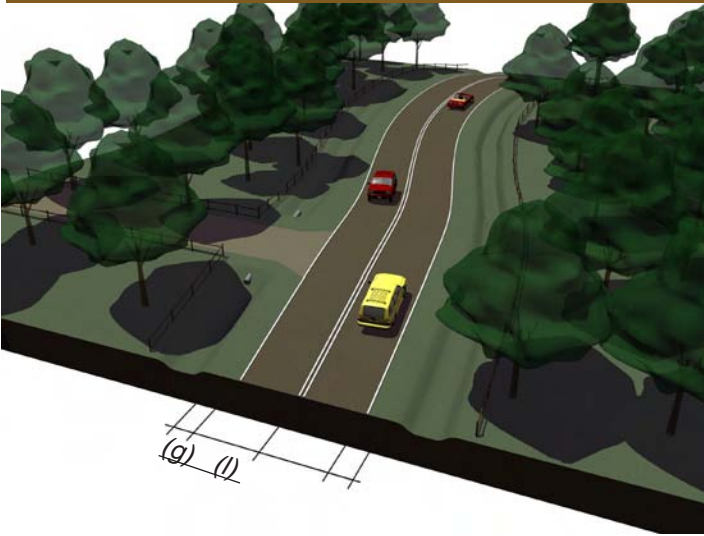


Fig. 6-44: Excerpt from the Journey Through Hallowed Ground Bicycle Route Maps indicating both the level of experience (A, B or C) and the hierarchy (spine, spur or loop).

RURAL 2-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: 45 MPH OR GREATER

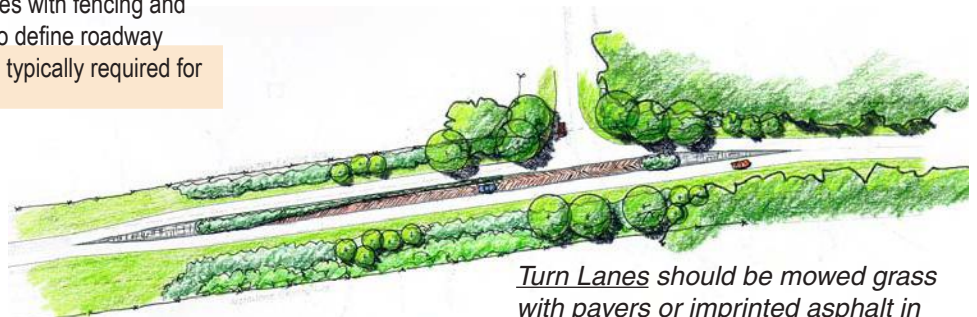
Road alignment and profile - should "lie lightly on the land."

	Minimum (width in feet)	Maximum (width in feet)
Roadway Geometry		
Number of vehicular lanes	2	
Vehicular travel lane width (l)	11	12
Paved Shoulder	1	2
Stabilized grass shoulder (g)	2	8
Traffic Control		
Left turn lanes	11	12
Median island or splitter w/ grass, groundcovers or low shrubs	16	20
Roadside Elements		
Guardrails	Rusting steel or steel-backed timber guardrails; Stone barrier walls,	
Bridges	Parapet wall with natural stone or veneer, or concrete with openings	
Lighting	Intersection w/ shielded light source	
Drainage	Open section with infiltration ditches	
Stormwater	Rural open character	
Access Management	Shared driveways	
Landscape	Native grasses with fencing and hedgerows to define roadway	
Separated Multi-use Path	10' minimum typically required for multiple use	



Shoulders - should be grass and if necessary, reinforced using a 50-50 mix of topsoil and aggregate, or similar.

Values shown are general design goals. AASHTO and state or local design policies shall be applied. Design exceptions could be sought to minimize the impacts to environmental, historic, cultural and community values (including financial impacts).



Turn Lanes should be mowed grass with pavers or imprinted asphalt in center lane to delineate turning area.

RURAL 2-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: 45 MPH OR GREATER



Roadside appurtenances - should be earth tones with low visual contrast, such as rusting steel guardrails.



Image by Lardner/Klein courtesy of Brandywine Valley Scenic Byway

Drainage - “Best Management Practices” such as soil-bio-engineering and infiltration ditches should be utilized.



Bridge - design should reflect the natural materials, colors, textures and forms of the Piedmont (e.g. Kelley’s Ford).



Access drives - should fit within the farm and woodland context of the Byway, avoiding monumental entrance gates.



Roadside barriers - should reflect natural materials, colors and textures similar to the Baltimore-Washington Parkway.



Native grasses - such as Big Blue Stem can be used to reduce mowing requirements and maintain cover on slopes.



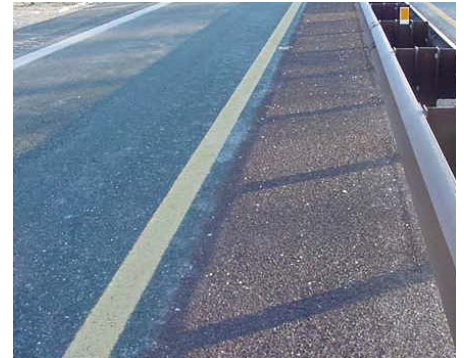
Lighting - replace existing “Cobrahead” fixtures on wood poles with shielded fixtures to reduce night sky pollution (consistent with VDOT policy and Virginia Code).



Landscape - fencing with hedgerows while maintaining open views to the mountains beyond.

RURAL 4-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: 45 MPH OR GREATER

Where feasible, the split old and new alignment should be retained.



Paved shoulders should have a darker tint and coarser texture to differentiate the shoulder from the roadway.

Roadway Geometry	Minimum (width in feet)	Maximum (width in feet)
Number of vehicular lanes	4	
Vehicular travel lane width (l)	11	12
Paved Shoulder (ps)	2	6
Stabilized grass shoulder (gs)	2	8

Traffic Control		
Left turn lanes	11	12
Median island or splitter w/ grass, groundcovers or low shrubs	24	50

Roadside Elements	
Guardrails	Rusting steel or steel-backed timber guardrails; Textured concrete or stone barrier walls
Bridges	Parapet wall with natural stone or veneer, or concrete with openings
Lighting	Intersection w/ shielded light source
Drainage	Open section with infiltration ditches
Stormwater	Rural open character
Access Management	No new crossovers - use farm roads system (parallel to connect to existing side roads)
Landscape	Native grasses with fencing and hedgerows to define roadway
Separated Multi-use Path	10' minimum typically required for multiple use - or use parallel route

Values shown are general design goals. AASHTO and state or local design policies shall be applied. Design exceptions could be sought to minimize the impacts to environmental, historic, cultural and community values (including financial impacts).



Roadside appurtenances should be earth tones with low visual contrast, such as seen in the vicinity of Catoclin Mountain Park near Thurmont, MD.



Stormwater management ponds should fit naturally within the existing topography and adjacent rural uses.

RURAL 4-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: 45 MPH OR GREATER



The design of bridges should reflect the natural materials, colors, textures and forms of the Piedmont (Loudoun County).



Textured concrete can be used on parapet walls at higher design speeds to achieve the desired character.



Stone faced barrier walls on the Baltimore Washington Parkway are suitable for design speeds up to 62 mph (TL-3).

Image by courtesy of CALTRANS



CALTRANS textured concrete single slope Type 60 barrier approved for use up to 62 mph (TL-3).



Image courtesy of HW Lochner, Lexington, Kentucky

Steel-backed wood guardrails along with farm fencing features along Paris Pike, Lexington, KY.



Farm road provides linkage to access point in Culpeper, VA.



Desired landscape character of four-lane roadway with a planted median and trees outside clear area.



Native grasses, such as Big Blue Stem can be used to reduce mowing requirements and maintain cover on slopes.

TRANSITION 2-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: 35 MPH OR LESS

Business route into Remington is an area where these guidelines may apply.

	Minimum (width in feet)	Maximum (width in feet)
Roadway Geometry		
Number of vehicular lanes	2	
Vehicular travel lane width (l)	10	11
Introduce flush curb	1	2
Stabilized grass shoulder (gs)	2	8
Traffic Control		
Left turn lanes	11	12
Median island or splitter w/ low shrubs and small trees (less than 4" caliper at 25 years)	12	16
Roadside Elements		
Guardrails	Rusting steel or steel-backed timber guardrails; Textured concrete barrier walls	
Bridges	Parapet wall with natural stone or veneer, or concrete with openings	
Lighting	Introduce streetscape lighting	
Drainage	Transition from open section to curb and gutter	
Stormwater	Rain gardens, infiltration areas transition to more urban/village finishes reflecting regional landscape character	
Access Management	Transition to urban/village grid street system with alley's and side streets for access	
Landscape	Transition from broad setbacks to urban/village street trees and formal yards	
Pedestrian/bicycle facilities	Transition from separated pathways to on-street for bicycles and sidewalks for pedestrians	

Values shown are general design goals. AASHTO and state or local design policies shall be applied. Design exceptions could be sought to minimize the impacts to environmental, historic, cultural and community values (including financial impacts).



Introduce urban/village elements approaching the town - flush curb approaching Upperville, VA shown above, narrowing travel lanes.



Transition to gateway feature entering town.

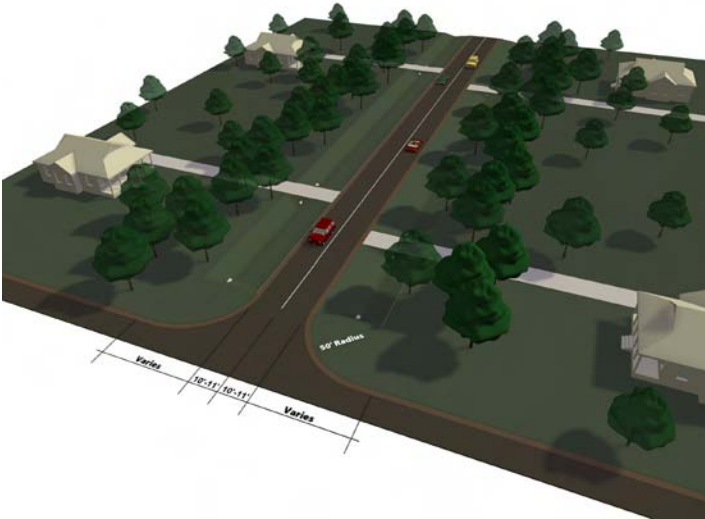


Splitter islands create a shift in the horizontal alignment forcing drivers to slow down.

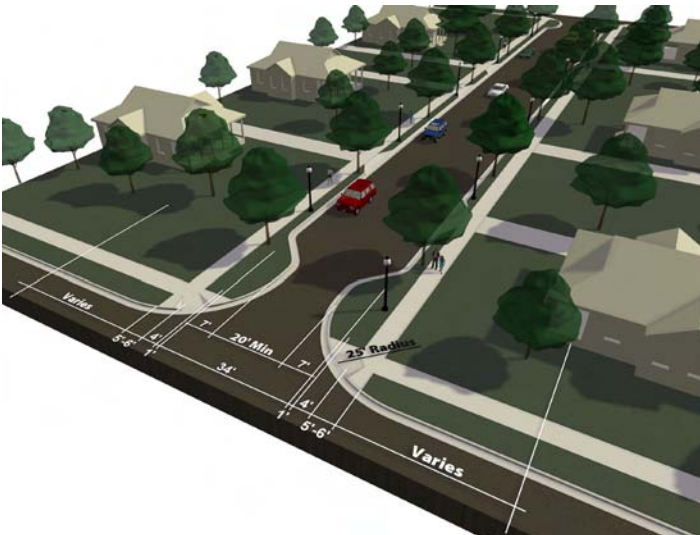


Headwalls for culverts should utilize exposed aggregate finishes and field stone can be used for rip-rap.

TRANSITION 2-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: 35 MPH OR LESS



Two-lane rural road with broad setback.



Introduction of bulbouts entering a residential neighborhood as a means of slowing down the speed of traffic.



Transition from flush curb to curb and gutter and splitter island approaching a town along the Byway.



Bridges begin to incorporate sidewalks and open railings are integrated with parapet walls.



Sidewalks, such as those found along Route 15 Business approaching Leesburg should be introduced.



Landscaped medians can be introduced as a way to connect individual commercial businesses along a highway.

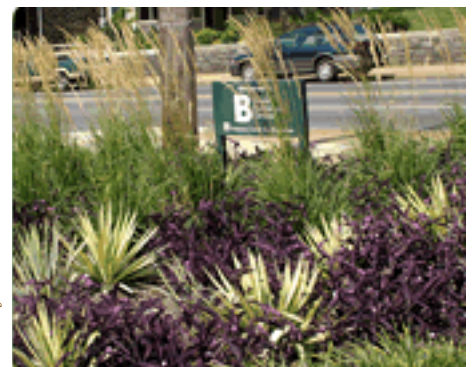


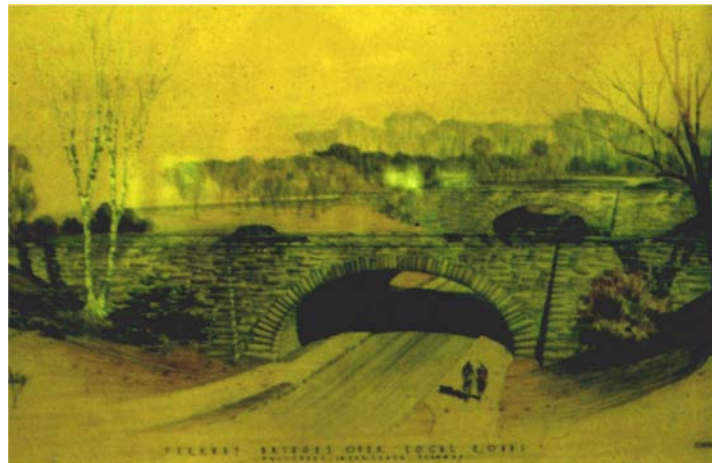
Image by courtesy of Delaware Center for Horticulture

Example of landscaped medians whose maintenance has been adopted.

TRANSITION 4-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: LESS THAN 45 mph



US 15/29 approaching Vint Hill Road creates a special condition where a more permanent solution to the high crash rates occurring at the intersection during congested periods is needed. Traditional parkway design may offer an approach to solving this design challenge in a manner that maintains the character defining features of the adjacent historic landscapes at Buckland.



Early drawing of design concept for Palisades Interstate Parkway (top) in New York and New Jersey (bottom) illustrating how the intersecting road crosses under both lanes of the Parkway carried on a separate structure. Virginia's Colonial Parkway is an example of how the grade of the main line is dropped and the intersecting road is carried above (bottom photo, by National Park Service, Colonial National Historical Park).

TRANSITION 4-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: LESS THAN 45 mph

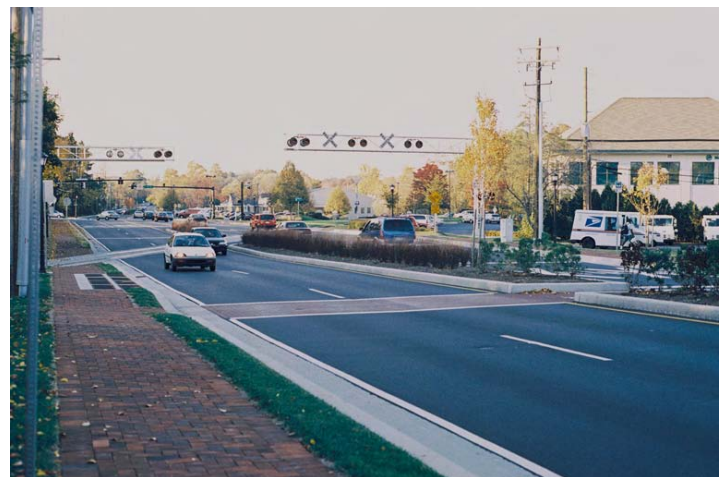
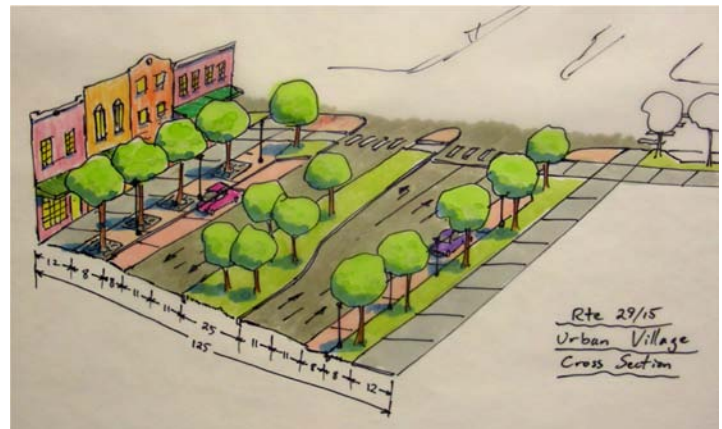


US 15/29 approaching New Baltimore is a special condition where slower design and operating speed should be considered to help establish a small village or hamlet like character as discussed in the Fauquier County Comprehensive Plan.

Before and after photographs of Nelson Street in Lexington, Virginia resulting from a multi-year effort to improve the appearance of the entrance corridor (right).



An overpass has been designed for the intersection in Opal to separate US Route 17 Traffic from US 15/29 through traffic. After the overpass is constructed, consideration should be given to establishing a more village-like character (above right). A photograph from Greenville, Delaware shows how landscaped medians, sidewalks, and crosswalks, help define the character of this suburban village (lower right).



URBAN 2-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: LESS THAN 35 mph

Remington is one of several Byway communities where the application of these guidelines would establish a more distinct townscape and visual identity.

	Minimum (width in feet)	Maximum (width in feet)
Roadway Geometry		
Number of vehicular lanes	2	
Vehicular travel lane width (l)*	10	11
Curb and gutter/valley gutter	2	2
On-street parking (p)	8	9
Sidewalk	6	10
Traffic Calming		
Raised intersections	Within 25 mph zone only	
Bulbouts at intersections	Use valley gutter or gutter plate to handle drainage	
Horizontal deflection	Use splitter islands where room permits or in conjunction with left or center turn lanes	
Roadside Elements		
Lighting	Introduce streetscape lighting	
Drainage	Curb and gutter	
Stormwater	Rain gardens, infiltration areas incorporated into parking lots	
Access Management	Urban grid street network - provide alleys for access and utilities	
Landscape	Street trees	
Pedestrian/bicycle facilities*	On-street bicycle, with sidewalks, pedestrian crosswalks at bulbouts with pavers	
Parking lanes	Use pavers in parking lanes to associate with pedestrian areas, rather than travel lanes	

* Use of 14' wide travel lane for bicycle accommodation as shown on page 139 is also possible

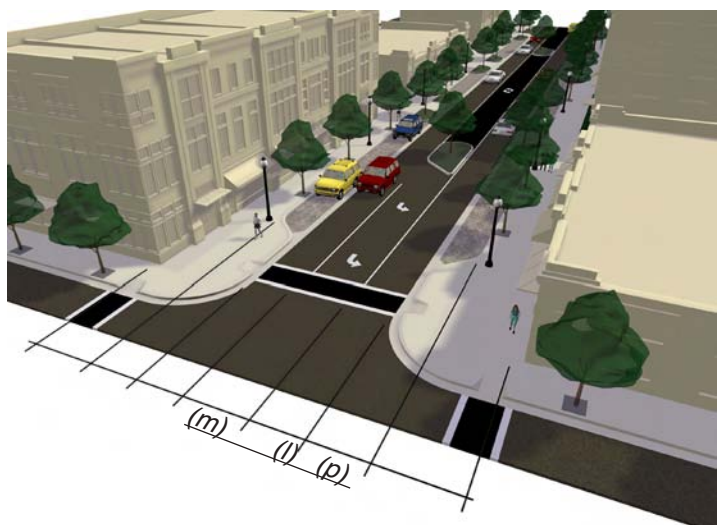
Values shown are general design goals. AASHTO and state or local design policies shall be applied. Design exceptions could be sought to minimize the impacts to environmental, historic, cultural and community values (including financial impacts).



Two-lane small-scale village.



Two-lane town, brick streets.



Two-lane small-city, center turn lane and raised or flush median.

URBAN 2-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: LESS THAN 35 mph



Orange, Virginia (VA Route 20)



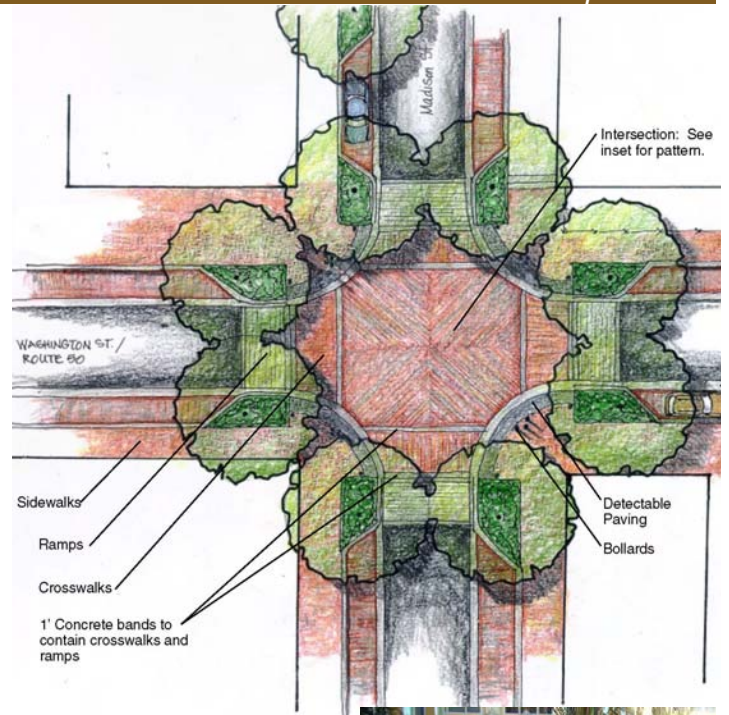
Culpeper, Virginia (US Route 15 Business)



Middleburg, Virginia (Route 50)



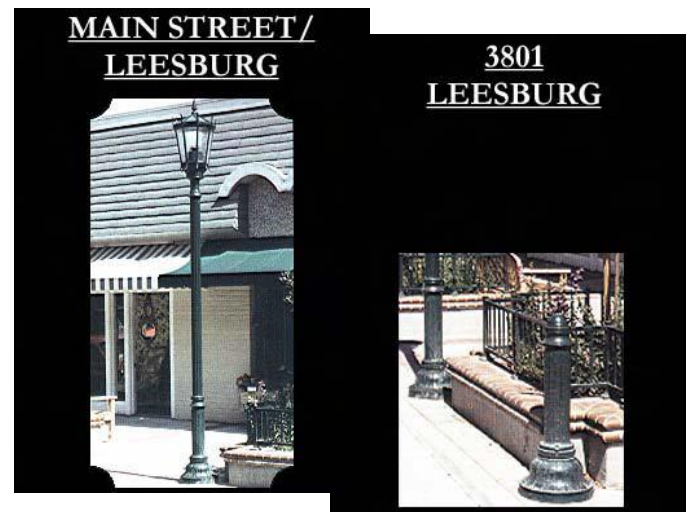
Leesburg, Virginia (US Route 15 Business)



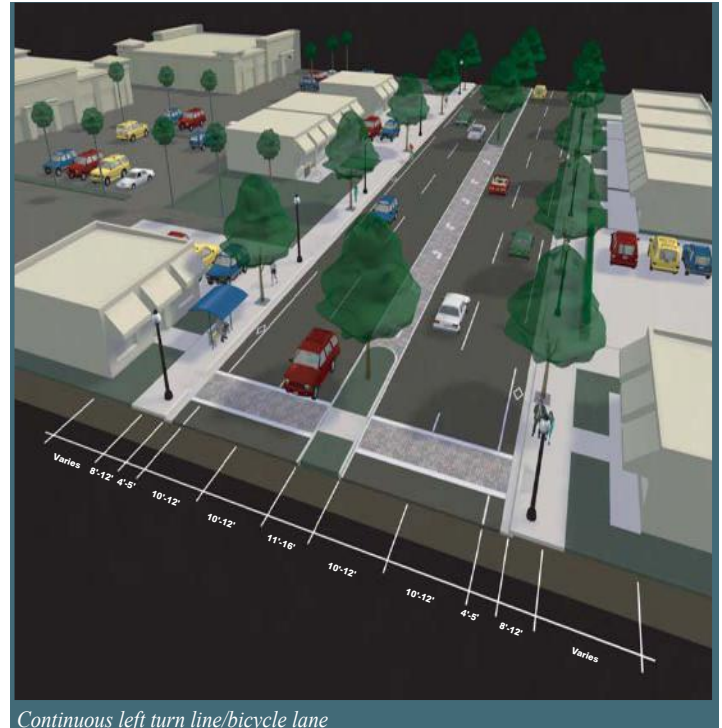
Raised intersections reduce risk for pedestrians by forcing automobiles to slow down.



The valley gutter is one approach that allows for drainage to work well with bulbouts.



A family of details and furnishings should be adopted by each Main Street Community (Leesburg shown above).

URBAN 4-LANE ROADWAY DESIGN ELEMENTS with DESIGN SPEED: LESS THAN 35 mph*Intersection of US 29 and US 15 looking north on US 29**Continuous left turn line/bicycle lane*

	Minimum (width in feet)	Maximum (width in feet)
Roadway Geometry		
Number of vehicular lanes	4	
Vehicular travel lane width (l)	10	12
Curb and gutter/valley gutter	2	2
On-street parking (REAR)	NA	NA
Center Turn Lane	11	16
Traffic Calming		
Transition Area Gateway	See Culpeper Case Study, pages 130-131	
Narrowing the appearance of the roadway	Achieve this through transitions in land use and landscape	
Horizontal deflection	Use wide splitter island as gateway to community incorporating amenity into design of median	
Roadside Elements		
Lighting	Introduce streetscape lighting	
Drainage	Curb and gutter	
Stormwater	Rain gardens, infiltration areas incorporated into parking lots	
Access Management	Direct access to intersections using interparcel connectivity and by introducing alleyways	
Landscape	Street trees	
Pedestrian/bicycle facilities	On-street bicycle lane, with sidewalks, pedestrian crosswalks at bulbouts with pavers	
Turn-lane median	Can be flush or raised with landscaping	
Pedestrian/bicycle facilities	On-street bicycle (add 4-5' each way), with sidewalks, pedestrian crosswalks at bulbouts with pavers	

Values shown are general design goals. AASHTO and state or local design policies shall be applied. Design exceptions could be sought to minimize the impacts to environmental, historic, cultural and community values (including financial impacts).

SPECIAL CONDITIONS: SCREENING AND BUFFERING

Existing development near Thurmont, MD, is an example of an area in need of buffering along the Byway (left) as simulated on the right (reprinted from Catoclin Mountain Byway Management Plan).

Maintain safe slopes and clear zones: refer to AASHTO standards for preferred channel cross-section (foreslope and backslope ratios) where drainage channels are located along the road's edge. Given specific fore- and backslopes, adhere to recommended AASHTO clear zone requirements.*

Work with existing topographic conditions: Berms should be shaped using the same proportions as that of the existing terrain (steepness and length of slope). Berms should not look like artificial mounds placed at regular intervals, but rather should respect the character of the existing terrain.

Maintain appropriate relationship between berm height and horizontal distance: if exceptional height is needed to achieve desired screening, berms should be terraced to provide adequate height over an appropriate horizontal distance away from the road. To achieve a more gradual change in elevation that responds to existing topography, development may have to be set back further from the edge of the property.

Mimic existing vegetative patterns along roadside: Use the concave shapes of the berms to support planting and help minimize erosion. Plants should be layered. Groundcovers and small shrubs should be utilized within the clear zone to create a gradual transition to larger shrubs and trees for screening once outside the clear zone.

Screen with plantings: Trees and shrubs of varying heights serve as effective screens. When possible, utilize a combination of lower berms and more substantial plantings, rather than relying on large earth mounds and sparse plantings at the top. A variety of deciduous and evergreen trees and shrubs in clustered arrangements can add visual interest along the roadway in addition to providing adequate screening.



Avoid landforms that are too steep and out of scale with the adjoining topography.



The shape of these berms are better while preserving existing trees and a view that opens to the distance beyond.

*Chapter 3 of the AASHTO Roadside Design Guide, 2002.



Fig. 6-45: Existing wayfinding sign in Culpeper direct travelers to Montpelier and Monticello.

6.3 WAYFINDING

8) COORDINATE WAYFINDING WITH ALL THREE STATES

Work with all three states to establish and implement a common wayfinding system that works within the existing signage system consistent with the Manual of Uniform Traffic Control Devices and state variants.

Byway and Heritage Area Relationships for Wayfinding

The Byway will be considered the primary touring route through the National Heritage Area. Legislation to create the NHA passed the House and Senate in April 2008 and was signed into law by President Bush on May 8, 2008.

The Heritage Area will be referred to as the “Journey Through Hallowed Ground National Heritage Area.” The Byway will be referred to and signed as the Journey Through Hallowed Ground Byway, shortened to “The Journey” for wayfinding purposes.

The Byway will be managed as the major travel corridor through the heritage area with side trips (loops or short spurs) to areas off the Byway. If a “hub and spoke” system is employed to organize the overall Heritage Area, including existing and planned travel itineraries, the Heritage Area hubs will be located on the Byway.

The primary sources of visitor information about the Heritage Area will be the JTHG website (www.hallowedground.org). The FHWA Byway website for visitors (www.Bywayonline.org) will link to the Journey website. Links to the JTHG website also will be

established on county, state and related national heritage tourism websites.

Marketing information about the Heritage Area will identify the Byway as the primary touring route through the Heritage Area and as a means of linking with other sites throughout the Heritage Area.

The existing Journey tear-off map is being revised for distribution (100,000 copies in 2008) at existing visitor centers. Visitor information centers already provide information about the Heritage Area, and the revised map will identify the Byway as the primary touring route with links to other sites throughout the Heritage Area.

Map 6, Appendix 1 shows the locations of all existing visitor centers in relation to all of the routes approaching the Byway and heritage area. The existing visitor centers include

- Gettysburg, PA – downtown
- Mason Dixon Discovery Center – on US-15
- Maryland Visitor Center at Hagerstown – on I 70
- Frederick, MD – downtown, connecting with I-70/I-270
- Loudoun County – downtown Leesburg, connecting with Route 7, Dulles Greenway
- Virginia Welcome Center at Manassas – on I-66
- Prince William County/Manassas Visitor Bureau – connecting with VA-234
- Virginia Welcome Center at Fredericksburg – on I-95
- Spotsylvania County – connecting with I-95/US 17
- Warrenton-Fauquier Visitor Center – connecting with US 29/US 17
- Remington Visitor Information – Town Hall
- Culpeper County Chamber of Commerce and Visitor Center – downtown
- Orange County Department of Tourism and Visitor Bureau – downtown
- Green County Visitor Center – connecting with US-33
- Charlottesville-Albemarle CVB – downtown
- Charlottesville-Albemarle County Highway 20 – connecting with I-64/VA20

Getting to the Heritage Area and Byway

Wayfinding signs will direct visitors from the major regional travel corridors to visitor centers and to the Byway as the main travel spine of the NHA. All wayfinding signage shall be consistent with the guidance provided by the Manual of Uniform Traffic Control Devices (MUTCD) and each state’s policies that implement that guidance.

The following major travel corridors will intersect with the Byway and require directional signage. Approach roads are highlighted in yellow and their intersection with the Byway are highlighted in pink dashed circles on Map 6, Appendix 1).

- US Route 15 from Harrisburg to the North.
- US Route 30 Lincoln Highway from the east and west.
- BWI to Gettysburg uses the Baltimore Beltway to 795 (Reistertown) and then a series of State Highways (MD 97, MD 140 connecting to the Baltimore Pike heading in to Gettysburg).
- Interstate 70 Corridor primarily services commuter traffic from Baltimore to Hagerstown. This would be the primary travel route from BWI to Frederick and the JTHG Heritage Area
- Interstate 270 Corridor – primarily serves commuter traffic and weekend escapes. This would be the primary travel route from National Airport to the northern portions of the JTHG Heritage Area. Maryland is implementing a corridor signing program. It is unclear how this will work with the Catocin Mountain Scenic Byway. In other areas of the state, the coordination of this program has not included the Byway program and has created confusing new corridor names. Adjustments to the existing Byway signing program are being considered by SHA at this time.
- State Route 7 – a subset of the Dulles Greenway corridor is primarily commuter traffic. Visitors can be directed to the Leesburg Visitor Center or the Byway heading north or south at the intersection with the Leesburg bypass.
- Dulles Greenway heading west – will be the most direct route from Dulles Airport. The visitor information kiosk at Dulles Airport may be an opportunity for capturing new audiences coming to the Washington region for other reasons. Visitors coming up the greenway should be directed to the Leesburg Visitor Center or to the Byway directly using signs associated with the last exit of the Dulles Greenway (directing to Montpelier/Monticello to the South and Gettysburg to the north).
- US Route 50 heading east – there is visitor information available at the Pink Box in Middleburg – the I-81 traveler may also get visitor information in Winchester.
- US Route 50 heading west – a subset of the I-66 traveler
- I-66 heading east from Front Royal there is a visitor information center in Front Royal, but it is outside the heritage area. Visitors can take the Route 17 Exit from I-66 to Warrenton and its downtown visitor center.
- I-66 heading west from the Washington metropolitan area to the Manassas Welcome Center on I-66 with Byway signage at US Route 29 Gainesville exit for the Journey

points south or at US Route 15 North for the Journey points north.

- US Route 211 from Luray to Sperryville (with decision point at Sperryville to go towards Culpeper on US Route 522 or to Warrenton on US Route 211 to the Warrenton Fauquier County visitor center.
- US Route 3 from the east/Fredericksburg Area, directing visitors to the Orange Visitor Center, or alternatively to the Byway heading north or south using Business Route 15
- US Route 33 from the west directing visitors to the Orange Visitor Center
- US Route 15 from southside VA directing visitors to Orange Visitor Center
- US Route 29 approaching Charlottesville from the South directing visitors to the Monticello Visitor Center with Byway signage as per I-64 (second bullet above).
- I-64 west Approaching Charlottesville from the East directing visitors to the Monticello Visitor Center and Byway signage at 250 east exit to Byway points north
- I-64 approaching Charlottesville from the West directing visitors to the Monticello Visitor Center and to the Byway with signage on I-64 at Route 250 east exit to Byway points heading north

Map 6, Appendix 1 shows the locations of existing visitor centers. These are indicated on the map with the MUTCD symbol for visitor information. An additional issue for signing is the need to incorporate signage suitable for international travelers. The graphic symbol for “visitor information” is different for international travelers than the MUTCD symbol of the question mark. Resolution of this issue will need to be addressed at a state and federal level beyond the scope of this study.

Byway Linkages

The following Byways, greenways, trails, and heritage areas either connect directly to the Byway or are close enough to need signage as they cross the Byway (most are already signed).

- Lincoln Highway (PA) – Pennsylvania Heritage Corridor
- Gettysburg National Military Park (National Military Park)
- Old Main Streets Maryland Byway (Thurmont and Emmitsburg connection)
- Catocin Mountain Byway (loop connection through Catocin Mountain Park is Maryland Byway)
- National Road (MD) – All-American Road (FHWA)
- Catocin Mountain Park – National Park – already signed

- Monocacy State Scenic River (upon completion of river access point)
- Antietam Campaign Civil War Trail
- Maryland Civil War Heritage Area – Maryland Heritage Area
- Potomac Heritage Trail / C&O Canal – (NPS and local government)
- C&O Canal Byway (Maryland)
- Washington and Old Dominion Trail – Northern Virginia Regional Park Authority
- Virginia Civil War Trails
- Mosby Heritage Area (self-designated, signed Heritage Area with touring route)
- Goose Creek State Scenic River
- Virginia Wildlife and Birding Trail – existing signed and guided route
- Rappahannock River State Scenic River
- Virginia Wine Trail – existing signed route
- Virginia Byways (state designated) that cross the Journey Byway including Routes 704, the Route 7 Bypass, and the Snickersville Turnpike, each connecting to other routes in Loudoun County; Route 670 and connecting routes in Fauquier County near the Warrenton Bypass; Route 522 in Culpeper County; and Route 231 (northbound) in Orange County.

Additional trails are planned that may cross the Byway. The Visual and Graphic Identity plan should address future signage needs as well as current signage needs.

Trail Blazing the Byway

Each of the three states has a different approach for trail blazing the route. In Virginia and Maryland the route is already signed as a state scenic Byway, while the Pennsylvania portion of the route will be ready for Byway signage upon designation.



Fig. 6-46: PennDOT Scenic Byway logo

Pennsylvania

PennDOT installs confirmation signs on their state Byways. There are two turns on the Pennsylvania section of the Byway that will require wayfinding of some kind (either printed media, web-based, or signage (or some combination of those)). The turns are fairly easy to follow and can be found easily on the tear-off map, in the guidebook, or on a state Byway map. However, now that the new visitor center is open at Gettysburg, the updated printed materials will need to reflect the Byway route rather than the best route

to the new visitor center. A sign may be useful at the intersection of US Route 15 and US Route 15 Business. A visitor information kiosk is planned for that intersection as well.

Maryland

US Route 15 in Maryland is well signed and marked with confirmation signs and the new “America’s Byway” logo on the Byway signs. Maryland is considering moving to a confirmation sign program only to reduce potential conflicts with their new Tourism Area and Corridor (TAC) Signing Program. Maryland SHA has determined that the best way to incorporate the Byway signing program as part of the TAC signing program is to use a sign similar to the one shown in Figure 6-49. This prototype will be used for all nationally designated byways in Maryland.



Fig. 6-47: SHA Scenic Byway logo

Virginia

Virginia DOT has confirmation signs placed along the entire length of the Byway as part of the state Byway system. All of Virginia’s National Scenic Byways or All-American Roads are part of National Park Service units managed by the Eastern Federal Lands Highways (EFLH) unit of the Federal Highway Administration. All of the signing on these existing NSB’s and AAR’s are along parkways (Colonial Parkway, George Washington Parkway, Blue Ridge Parkway, and Shenandoah National Park Skyline Drive), so all signing is taken care of through the EFLH.



Fig. 6-48: VDOT Scenic Byway logo

Wayfinding is a top priority as part of the visual and graphic identity package grant applied for in April 2008. The interim measures for finding the Byway – the tear-off map, guidebook, state scenic Byway map and guides – will serve the immediate needs so that Byway visitors can easily find and follow the Byway immediately upon designation.

Common Wayfinding Strategies

In the longer term the following issues will be addressed as part of the visual and graphic identity grant application for all three states.

Common trail-blazing along the entire 3-state route will consider the following options:

- Should the route be marked with trail-blazer signs including a JTHG logo common to all three states?
- Should the route be marked more simply – with each states Byway logo and a shortened version of JTHG name plate?
- Should the route be marked very simply with a brown frame to the existing route number signs?

Route marking signs will likely require a shortened name as “Journey Through Hallowed Ground” may not fit on the nameplate, especially on roads with higher operating speeds. If a shortened name is used, options should include “The Journey” or “Hallowed Ground”. “The Journey” is shown below for reference only.

Finding Sites along the Byway

The primary means of finding sites and attractions along the Byway will be by travel guide and map. A hierarchical structure will be established. Major sites open to the public seven days a week will be differentiated from sites that are either open on occasion or are limited to visual access from the Byway. Those sites open seven days a week will be signed from the Byway.

Signs

Each state has different guidance when it comes to the implementation of wayfinding signage programs. In addition the National Park Service as a separate federal directive governing signs associated with National Park Service units:

For the National Park Service, “DIRECTOR’S ORDER #52C:PARK SIGNS” provides guidance on signs and instructs park superintendents to implement a sign program according to the guidelines in the directive. The guidance states: “Implement NPS Sign Program policies by utilizing the NPS Sign Program Standards in the planning, design, and acquisition of all signs within their purview, unless an exception has been granted by their regional director in consultation with the National Sign Program Manager.”

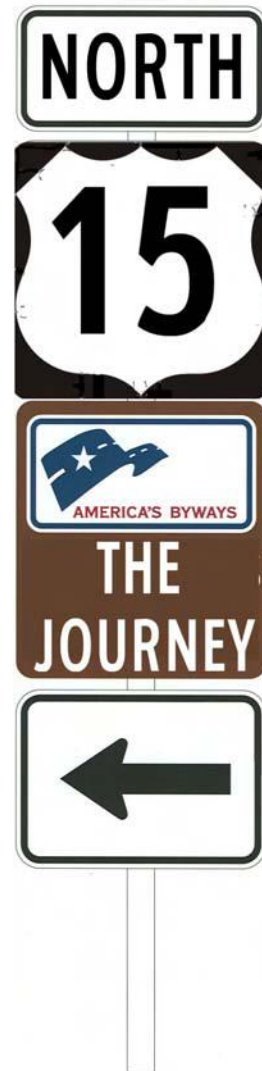


Fig. 6-49: The Maryland State Highway Administration, Office of Traffic and Safety will utilize this sign as a prototype for nationally designated scenic byways in Maryland. This sign will be utilized as a starting point for discussions with Virginia and Pennsylvania as part of the Visual and Graphic Identity Plan..

PennDOT signing programs operates under 75 Pa. C.S. § 6125 (d) and has established procedures for the installation of tourist wayfinding signs within the highway right-of-way, through the establishment of a designated signing region. Adams County is not a part of a designated signing region. PennDOT has developed a toolbox to assist communities that would like to create a designated signing region entitled: “PENNDOT TOOLBOX for DEVELOPMENT of a WAYFINDING SIGNING REGION” See (<http://65.207.30.22/css/www/docs/wayfinding.pdf>) The process should be followed as part of the proposed Visual and Graphic Identity Plan for the JTHG. (See page 83 for an example of the Laurel Highlands Signing Region in Pennsylvania).



Fig. 6-50: Examples of the types of signs from Maryland Tourism Area Corridor sign program that will be installed in Frederick County as part of their wayfinding signage program (funded).

Maryland SHA’s Office of Traffic and Safety (OOTS) has developed the “Tourist Area and Corridor (TAC) signing program to replace the Attractions Logo Sign program and to address the interest among tourism stakeholders in TODS (Tourist Oriented Directional Sign) programs and other types of tourism signing. The new tourist area and corridor signing program replaces the TODS program, which will no longer be used. OOTS has also indicated that signing for Nationally-designated Byways can be navigational in nature in accordance with MUTCD Section 2D-52. These signs should be coordinated with the existing TAC signing in the least intrusive manner possible. The following format is modeled after the OOTS sign prototype developed for the Religious Freedom Byway in southern Maryland.



Fig. 6-51: Example of Virginia DOT’s rural TODS program sign along US 15 approaching US 50 at Gilbert’s Corner

The Virginia Department of Transportation has adopted the “Integrated Directional Signage Program” to “give Virginia’s motorist service businesses, attractions, tourist destinations and other points of interest a single contact for placing their site on a sign along a state maintained highway.” Tourist-Oriented Destination Signs and Supplemental Guide Signs are those that are most appropriate to the Journey. More information about this program can be found at <http://www.virginiadot.org/programs/sign-faqs.asp> Future wayfinding signs will need to be coordinated through this program. Some signs to eligible attractions have already been placed along the Byway. There are procedures for “bumping” (replacing) signs over time based a specific set of criteria. Should the Journey, through its Visual and Graphic Identity planning process, seek to augment or replace this system along the Byway, then they will need to do that through the Commonwealth Transportation Board.

9) CSS AND SMART TRANSPORTATION COMMUNICATION, TRAINING AND EDUCATION

The Byway sponsor should organize and find funding to support ongoing coordination, training and education sessions for professional staff with responsibilities for managing and maintaining the road and right-of-way.

This strategy is further discussed starting on page 116 and includes initiating a series of meetings to determine the best way to coordinate the activities of private land developers, access management, roadway maintenance and other day to day stewardship responsibilities of the road and public right-of-way.

6.4 ENHANCING THE BYWAY

Work with local jurisdictions to leverage existing funding and gain new funding for those locally supported enhancement projects that serve to lengthen visitor stays and minimize existing intrusions that detract from the special qualities of the Byway.

As part of the Byway management plan development, each major jurisdiction was interviewed to determine existing and potential enhancement projects. Existing enhancement projects are identified in Chapter 2. The following is a list of ideas and enhancement projects along the Byway that either have funding or are in the planning stages. A corridor-wide category includes those enhancement activities and projects that are of common interest and need along the entire length of the Byway.

CORRIDOR WIDE ENHANCEMENT PROJECTS

There are several corridor-wide projects that have evolved from a common interest among localities and organizations along the Byway. These particular projects are identified as high priorities given the common interest and need spread throughout the corridor.

JTHG Master Landscape Plan

The Advisory Committee and Journey Board of Trustees identified a landscape master plan for the entire Journey route as a high priority. The purpose of the master landscape plan would be to coordinate future roadside plantings in a manner that would provide an immediate visual identity for the Byway, serve as an exemplar of environmental stewardship for others to follow, and provide an immediate action project associated with the upcoming Sesquicentennial Commemoration of the Civil War (2011-2015).

Roadside right-of-ways are important opportunities for planting as they help to accomplish a number of environmental goals including

- assurance of water quality
- improvement of erosion control
- increase in wildlife habitat
- reduction in mowing and spraying
- enhancement of natural beauty
- control of noxious weeds
- protection of natural heritage



Fig. 6-52: Redbuds in bloom along US 15 approaching Oatlands are an example of how a corridor-wide landscape planting could enhance the Byway and give it a unique identity.

The landscape master plan first will need to identify and characterize the specific environmental conditions that may influence the growth and adaptation of plant communities, including soil type, moisture characteristics, solar orientation, existing vegetation, and adjacent land use/cover. Second, in any roadside environment, there are functional limitations associated with the operational characteristics of the road including, but not limited to issues such as clear zone, sight distance, roadside drainage, overhead and underground utility clearances, and the long-term maintenance and management requirements.

A third layer of analysis might include the need to identify relationships to adjoining uses and consideration of the visual and spatial relationships between the driver and the views from the road. In some cases the views may remain or become enclosed, while in others attractive views may be framed and highlighted. Special conditions also should be noted along the corridor such as the locations of existing historic sites and landscapes, roadside markers, land use transitions into towns, intersections, driveways, and adjacent areas where headlight glare may be a problem.

Finally, the development of the master landscape plan would need to involve extensive coordination of transportation planning and programming along the Byway. Coordination will be needed to ensure that landscape installations are located in places where they will not be affected by future transportation projects.

With these analytical tools in mind, a conceptual planting diagram can be established identifying areas of natural



Fig. 6-53: The planted screen has no effect on the view with the longest duration and will likely screen the view out for the homeowners. A more natural appearing planting design is preferable for this area south of Culpeper and should be considered as part of the master landscape plan..

forest woodland to remain or be created, areas of forest edge plant communities, and areas to remain open with low growing plant communities such as native grasses and herbaceous plant groupings.

Once major plant communities and groupings can be identified, species can be selected that reflect the different designated communities as determined from a survey of ecological literature for the region and from field observation of the plant community types designated for the right-of-way.

Utility companies should be consulted early in the design process for any landscape enhancements. In addition, there are a number of specific elements that the master landscape plan will need to address along the Byway. These include

- **Historic sites and landscapes** – planting design should reflect the period within which the site is managed
- **Battlefield landscapes** – coordination is needed to identify the desired character of the battlefield in relation to the roadway. Where the Byway travels through a battlefield landscape (such as Cedar Mountain), battlefield managers should be consulted about whether or not they are trying to recreate the scene of the battle over time or whether they would prefer to screen the modern roadway elements from the key views of the battlefield
- **Screening and buffering** – other screening and buffering techniques should be considered for urban and transition

areas along the Byway where existing or planned adjacent uses are not necessarily compatible with Byway goals.

- **Best management practices for roadsides** – roadside drainage often requires a large amount of space adjacent to a roadway to accommodate the flow, storage, infiltration, and treatment of stormwater runoff that flows off a roadway or through and along a roadway. Landscape planting offers additional opportunities to reduce runoff (by creating new canopy), filter runoff (by using vegetated filter strips) or promote infiltration by slowing and filtering runoff as it enters infiltration ditches or infiltration areas.
- **Gateway and traffic calming approaching towns** – planting design can be utilized to create additional “visual friction” by narrowing the look and feel of the roadway, establishing a rhythmic pattern to the plantings that intensifies as it approaches settled areas, or simply by blocking long sight lines that induce speeding.
- **Streetscape planting in towns** – in towns, landscape design provides shade for pedestrians and improves the overall quality and walkability of towns and villages.
- **Existing roadside commercial areas** – in existing roadside commercial strips, new planting can break up large expanses of pavement, improve the aesthetics of existing commercial areas, and reduce the urban heat island affect of large parking lots.
- **Deer and Wildlife Management** – deer and wildlife management techniques should also be considered as part of the landscape master plan. Deer management techniques can help reduce the incidence of deer-auto collisions. This will be important in locations where new trees are planted and where existing woodlands are immediately adjacent to the highway. Adequate clear spaces will be necessary between vegetation and the highway so deer will not browse near the highway and increase the likelihood that deer will run into the road. Other possible management techniques include the use of fencing at frequent deer crossings, or the use of vegetation that deer find unpalatable.

Relocating Overhead Utilities Underground

The priority for any underground utility line placement will be for the primary visitor-ready sites along the Byway. In

addition, whenever roadway construction is anticipated, the JTHG Partnership should work with VDOT and the utility companies to, at a minimum, install conduit for ease in future underground placement of utilities. This will provide additional time to work with adjacent property owners that must provide the underground connection to the distribution lines. Further discussion of the issue of undergrounding overhead utilities is found starting on page 147, under “Roadside Appurtenances”.

Tourism Promotions and Programs

Enhancements will be needed to implement corridor wide tourism promotions and programs to aid in establishing a visual and graphic identity for the corridor consistent with the Journey branding strategies.

Design and Redevelopment Guidelines

Model guidelines are needed for communities to use in working with landowners as they develop or redevelop property along the Byway. In Virginia, these guidelines will be focused on helping those localities that are not currently using “entrance corridor” guidelines to develop them. In Maryland, Frederick County may consider updating their existing guidelines, and in Pennsylvania, the model guidelines could be utilized by municipalities along the Byway and adapted as needed.

Train Transportation Analysis

The Journey represents a tremendous opportunity to incorporate many different modes of transportation. Planning work is needed to identify ways in which communities can take advantage of and promote use of existing and planned train service to Byway communities. Care should be taken to make sure that communities encouraging train service have adequate planning policies and land use strategies in place to guide growth in a manner that will continue to preserve or maintain the character defining features of the Byway corridor and the Heritage Area.

JTHG Bicycle Trail Guidebook and Master Improvement Plan

Chapter 2 identifies a proposed bicycle route that is included in the JTHG corridor definition. Section 4.3 of this chapter identifies the need for a guidebook to



Fig. 6-54: The businesses along Steinwehr Avenue are undertaking a corridor study to find ways to enhance the area and maintain its attractiveness to visitors and customers. Relocating the overhead utilities along the portion of Steinwehr immediately adjacent to Gettysburg National Military Park is an example of a high priority location, especially if other road and sidewalk modifications are envisioned as part of the revitalization effort.

assist visitors in their efforts to travel the corridor and visit its historic sites by bicycle. Additional physical improvements may be needed along the route to improve bicycling conditions along the Byway. A master plan of improvements is needed so that as small 3R type projects (Resurfacing, Rehabilitation and Restoration) are implemented, the bicycle improvements can be made. These may involve striping, signage, modifications to shoulders, drainage grates, modifications to traffic operations to better accommodate bicycles, etc.

Equestrian and Pedestrian Pathways and Guidebooks

Opportunities also exist to identify non-motorized, off-road routes for travel through the Journey Corridor. Interest is especially great for equestrian trails connecting battlefield sites in Culpeper and Fauquier Counties, and connecting Mt. Zion and Aldie in the vicinity of Gilbert’s Corner. Funding is already available for a pedestrian and bicycle trail parallel to US Route 15 north of Leesburg. (See list below.) Walking tours exist in all fifteen of the Main Street communities along the Journey Corridor.

What is needed now is a comprehensive examination of the best ways to see and experience the Journey on foot or by horseback (in addition to by bicycle, which is underway).

Enhancement Project Lists by Locality

The following list outlines input from local project sponsors for existing and planned enhancement projects that fit within the vision and goals of the JTHG and the Byway.

In all jurisdictions, an enhancement program application's sponsors should be fully aware of all requirements associated with federal funding sources prior to making a submission and incorporate the need to fulfill those requirements into the project's budget.

Non-governmental sponsors of Transportation Enhancement Projects in Pennsylvania, although not a requirement, are encouraged to consider working through a local or county government entity.

In Maryland, any Transportation Enhancement project sponsored by a nongovernmental agency, organization, or individual must have a government agency co-sponsor. In these cases, SHA holds the government agency accountable for all aspects of the project, even if the nongovernmental agency will be executing the majority of the project sponsor's responsibilities.

In Virginia, the JTHG Partnership may facilitate locally sponsored projects in all jurisdictions at the sponsor's request.

NOTE: TE Projects require the following to be funded in Virginia:

- Public Hearing – required before an enhancement program application can be submitted through VDOT.
- Local government resolution
- MPO resolution

ADAMS COUNTY and Municipalities

- **Gettysburg 3rd Ward** – Small museum telling African American stories as yet untold; churches and 1-room schools a key part of story; oral history (initial grant to identify resources, 2nd grant to implement interpretation of resources)
- **Main Street Gettysburg** – Revitalization of Steinwehr Avenue (gateway area - how to retain business when visitor center moves); planning funds in place, implementation funds for recommendations will be needed.
- **Implementation of Gettysburg Interpretive Plan** – including an update in the interpretive master plan
- **Washington Street** (Elm Street project) – implementation funds
- **Wills House** - ongoing implementation
- **150th Anniversary** – exhibits and events
- **Gettysburg College** – Stevens Hall Museum
- **Seminary Ridge** – historic walking tour, museum feasibility study and implementation
- **Wayfinding and signage** – finding Gettysburg area sites in coordination with Main Street Gettysburg, NPS
- **Adams County Shuttle Transportation System** – planned to be up and running by Spring 2009 (related interpretive opportunities)
- **Eisenhower NHS** – one of best preserved sites with few problems is planning for more interpretation of the historic landscape (funds exist to rebuild barns burnt in fire)
- **Education** – K-12 vision for interpreting Gettysburg history throughout curriculum, and field trips for school children incorporated into Journey experience
- **Outreach** – directed at extending visitor stays of school groups heading toward Washington DC
- **Hospitality Training**
- **Visitor Information Kiosk** – US Route 15/Business 15
- **Schmucker Hall Rehabilitation** – a joint effort by the Adams County Historical Society and the Lutheran Theological Seminary at Gettysburg

FREDERICK COUNTY / City of Frederick

See the Catoctin Mountain Scenic Byway Corridor Management Plan for a full list. Current priorities for enhancement projects include:

- **Point of Rocks** visitor facilities and interpretation
- **Cunningham Falls SP/Catoctin Furnace Interpretive Trail**
- **Thurmont Buffering and Screening**
- **Monocacy River Access**

LOUDOUN COUNTY / Leesburg

- **Multi-use pathway** connecting Aldie Mill and Mt. Zion Church through Gilbert's Corner
- **Land or easement acquisition and context sensitive design solutions** to protect the intrinsic scenic and historic qualities of Gilbert's Corner
- **Visitor center in southern Loudoun**, again including funding for land or easement acquisition and context sensitive design to protect the resources in the area
- **Wayside at Goose Creek** on US Route 15
- **Oatlands Master Plan** implementation projects
- **Potomac River access and interpretation** (enhancements to state land at bridge)
- **Bike trail, pedestrian and equestrian corridor** development
- **Ball's Bluff** – regional park visitor enhancements
- **Loudoun County Heritage Plan** implementation (currently being revisited by County)

PRINCE WILLIAM COUNTY / City of Manassas

- **Prince William Gateway** (potential site for visitor center)
- **Town of Haymarket Gateway**
- **Old Carolina Road** – opportunities for interpretation and enhancements along original travel route; development as local touring route (possible Byway designation)
- **Buckland Mills and Battlefield Preservation and Interpretation**
 - pull-off on US 29/15
 - pull-off on Cerro Gordo Drive (Civil War Trail)
 - interpretation at Old Post Office
 - interpretation of original macadam pavement adjacent to US Route 29 Southbound over Broad Run
- **Visitor Center / Visitor Facilities**
- **The following are proposed enhancements from the City of Manassas:**
 - Old Town Civil War Trails walking and driving tours
 - Manassas Museum expansion for the Civil War Sesquicentennial
 - Downtown Sector Plan to enhance and maintain the Old Town corridor
 - Mathis Avenue Sector plan to redesign the Manassas/Centerville corridor
 - Restoration of Liberia Plantation, a National Register historic site
 - Manassas Old Town visitor facilities in the historic district
 - Bicycle trail, pedestrian and equestrian corridor development



Fig. 6-54: The Buckland Preservation Society is interested in turning the old Buckland Mills post office into a small museum to interpret the town, an excellent example of an "early piedmont, tradesman's community."

FAUQUIER COUNTY / Warrenton

- **Opal community design**
- **Town of Warrenton gateway**
- **New Baltimore streetscape improvements** along US 29/15 consistent with New Baltimore Service District comprehensive plan
- **Old Carolina Road** – opportunities for interpretation and enhancements along original travel route
- **Interpretive opportunities in Kelly's Ford vicinity**
- **Equestrian trails connecting sites/equestrian corridor** development

CULPEPER COUNTY / Town of Culpeper

- **Equestrian Trail** within publicly accessible parcels, including road crossings between parcels
- **Brandy Station Graffiti House** implementation of restoration plans
- **Brandy Station Battlefield** wayside and visitor facilities implementation
- **Cedar Mountain Battlefield** wayside implementation – visitor facility and pull-off
- **Culpeper Gateway** community design and implementation
- **Culpeper County bicycle plan** – implementation of projects related to Byway
- **Town of Culpeper Vision Plan** implementation of projects related to Byway
- **Transit services** to connect train station with visitor sites to facilitate excursion train
- **Wayside and pull-off facilities** – with adequate site distance and clear zone

MADISON COUNTY

- **Pull-off at Meander Inn** with interpretation and Madison County visitor information kiosk

ORANGE COUNTY / Town of Orange and Gordonsville

- **Town of Orange/Orange County Gateway and Implementation**
- **Town of Orange visitor facilities**
- **Implementation of bicycle and pedestrian facilities** connecting the Town of Orange, Gordonsville, and Montpelier

ALBEMARLE COUNTY

- **Visitor information kiosk/and or wayside** at VA 22/231 intersection and US Route 250/22 intersection and interpretation along VA 231
- **Additional study and corridor management** for linking the Byway directly to Monticello via Milton Road and VA 53

CHAPTER 7: STEWARDSHIP

The long-term stewardship of the Byway requires a lasting commitment to the projects and programs outlined in the plan. The JTHG Partnership has demonstrated that commitment through its efforts to gain designation as a National Heritage Area and to gain support for the designation of the main travel route as a state and potentially nationally designated byway.

The organizational structure of the JTHG Partnership and its responsibilities for managing the recently designated NHA are spelled out in the JTHG Feasibility Study and resulting NHA legislation. (See page 4 for a description of this effort.)

Managing the primary travel route through the Heritage Area as one of the America's Byways™ Collection is one of the six main working goals of the JTHG Partnership, as listed on page 4.

7.1 ADVISORY COMMITTEE AND SUBCOMMITTEES

The JTHG Partnership has organized itself into a group of standing committees to address the many facets of managing a National Heritage Area and the Byway as its main touring route. For the management of the Byway, the plan recommends a slight adjustment in the responsibilities of these existing standing committees to better match the management needs for the Byway.

The Plan's Advisory Committee has been comprised of representatives from the each jurisdiction and agency along the Byway including elected officials and professional staff. The JTHG Partnership's "Mayors and Chairs" committee has provided the leadership for this Advisory Committee and the plan recommends that they be asked to continue in that role. The Advisory Committee should be responsible for the following:

- ongoing support for the Byway implementation efforts
- setting priorities for grant applications and funding opportunities
- representing the Byway in decisions about the entire Heritage Area

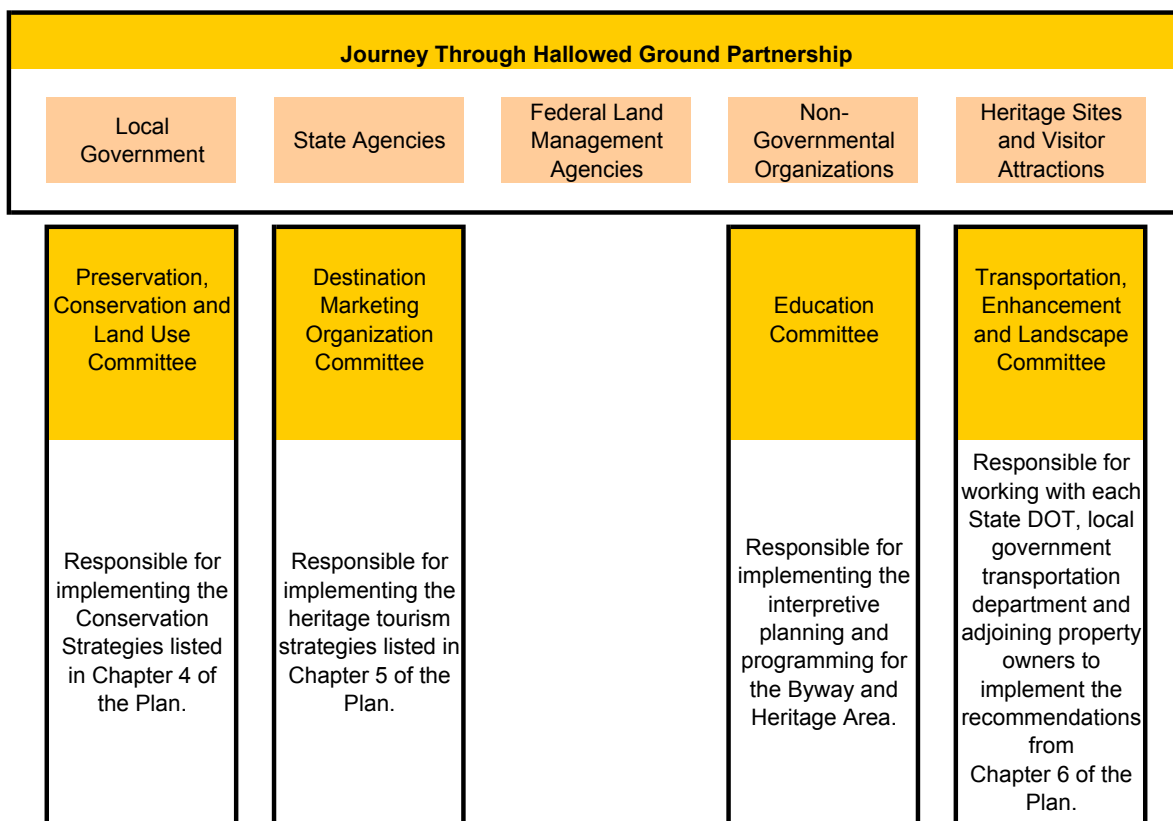


Fig. 7-1: Organizational Structure of the Advisory Committee.

- Serving as a liaison between the jurisdiction or agency they represent and the ongoing implementation efforts of the Byway

The following standing committees will take on responsibilities for implementing various aspects of the Byway Management Plan:

- Preservation, Conservation and Land Use Committee (new committee) - to be responsible for implementing the Conservation Strategies listed in Chapter 4 of the Plan.
- Destination Marketing Organization Committee (an existing standing committee comprised of representatives from each of the DMOs in the JTHG corridor) - to be responsible for implementing the heritage tourism strategies listed in Chapter 5 of the Plan.
- Education Committee (an existing committee comprised of educators throughout the JTHG corridor) - to be augmented with representatives from the Heritage sties throughout the corridor and to be responsible for implementing the interpretive planning and programming for the Byway and Heritage Area.
- Transportation, Enhancement and Landscape Committee - an existing committee (Transportation and Land Use) to be responsible for working with PennDOT, Maryland SHA, and VDOT along with appropriately selected stakeholders (based on the scale of the project) to implement the recommendations from Chapter 6 of the Plan.

The entire Byway Advisory Committee should meet 2-4 times per year in advance of key funding cycles for the various programs outlined in Appendix 4. Subcommittees would need to meet 6-8 times per year especially in the first five years of operation when additional planning efforts are needed for creating a visual and graphic identity plan (including wayfinding and signage), an interpretive master plan, and a corridor landscape plan.

A Byway Manager is needed to take a leadership role regarding implementing the plan. The Byway Manager could be a new staff person hired by the JTHG Partnership, or an existing staff person assigned to this role. The Byway Manager should take the responsibility for the following activities:

- 1) Pursuit of National Scenic Byway Designation
- 2) Coordinating and facilitating Byway projects and issues
- 3) Speaking out on behalf of the Byway with regard to land use, transportation, conservation, and heritage tourism development matters to ensure that the Byway has a voice in deliberations that affect its potential

success as the primary touring route through the JTHG NHA.

- 4) Identify opportunities for public and private grants to implement the priority projects spelled out in the Byway Management Plan.
- 5) To manage grants awarded on behalf of the Byway including the hiring of any needed outside consultants or vendors, processing payment of invoices, record keeping, and grants administration to implement goals and strategies.
- 6) Work with the private sector managers of historic sites and visitor attractions on behalf of the Byway to encourage business participation in implementing the Byway management plan, especially in relation to the interpretation and heritage tourism strategies outlined in the plan.
- 7) To work with and encourage participation from the Byway Advisory Committee and JTHG Partnership standing committees including ensuring that adequate participation is achieved from the private sector and adjoining property owners along the Byway.
- 8) Coordinate and enable negotiations among jurisdictions

Additional professional assistance will be needed in several areas to monitor the implementation of the plan:

- Expertise in context sensitive solutions for transportation planning and engineering, especially as they relate to the areas of the Byway between Culpeper, VA and Frederick, MD
- Expertise in Geographic Information Systems especially for monitoring and maintaining the GIS data base, providing data and background information regarding potential conservation activities (such as the donation or purchase of development rights) and to maintain and periodically update the data base containing information about each of the heritage sites open to the public along the Byway.
- Expertise in Graphic Communications - to implement the various wayfinding, and visual and graphic identity strategies, as well to maintain and continually upgrade the website relative to the sites and attractions, itineraries, and other events and activities associated with the Byway.

These types of services will likely be needed for the entire Heritage Area. However, it will be important to maintain a certain priority for the Byway itself as the main travel route (the front door) of the Heritage Area.

7.2 COORDINATING ROADWAY MANAGEMENT PRACTICES ALONG THE BYWAY

One of the critical needs for byway management is to increase the perception and understanding of byway management issues among Roadway Management Professionals at the Pennsylvania Department of Transportation, the Maryland State Highway Administration, and the Virginia Department of Transportation.

Much of the day-to-day management of the roadway itself takes place at the District Offices (PennDOT Engineering District 8-0, SHA District 7, and the Northern Virginia and Culpeper Districts of Virginia's Department of Transportation). The typical management activities of the District offices are identified on page 58 of the Plan. Many times, these activities take place in response to an immediate need (such as an emergency repair, mowing or hazard tree removal). For the most part, however, these activities are implemented within an annual budget cycle, or for larger projects, over a multi-year period. The private sector also initiates roadway management activities, primarily in response to land development projects. These are often reviewed through local government transportation offices with each state's DOT making decisions about whether or not to accept the private roadway project into the state system.

Maryland SHA has taken a proactive role to increase awareness of the state's nineteen Byways among each of the District Offices and the local governments that they work with regarding access management and land development review. Maryland SHA's Byway Coordinator conducted a series of meetings with each District and local government along their Byways to explain what the Byway program is, review the corridor management plans developed for certain Byways, and to discuss an approach to coordinating project development so that issues identified in each Byway's management plan can be incorporated into project level decision-making.

As a result of this effort, any new project that occurs along a byway is reviewed by the Scenic Byway Coordinator or his staff at the Office of Environmental Design. New requests for access to a designated scenic byway are also reviewed. This initial review allows for byway issues to become part of the design decision-making process, and often provides an advance warning to engineers that the road is promoted as a byway travel route, is used by travelers that are coming to Maryland to appreciate its

scenic and historic qualities, and has nearby neighbors and localities that have agreed to make an extended effort to maintain the intrinsic qualities of the travel route.

The plan recommends that a similar process be established for the JTHG Byway, which will serve as the primary touring route through the National Heritage Area. The coordination effort should be established in a similar manner that Maryland has established its program, but with a focus on the primary spine that comprises the Byway travel route. The following steps should be taken to implement this effort:

- 1) Representatives from the DOT District engineering offices, representatives from local government transportation and planning departments, and representatives from the Byway Sponsor and the State Scenic Byway Program should meet to identify byway related issues and how they interface with the current roadway management decision-making process. Maryland SHA's scenic byway coordinator can provide an overview at this meeting on how their program works, and what could be expected in the way of workload.
- 2) The Byway sponsor should hire professional assistance to serve as the Byway representative using an on-call contract arrangement as a way to coordinate future byway-related input into the decision-making process (See page 176). Funding for this coordination effort could be established through the National Scenic Byway Program, or other sources.
- 3) The Byway Representative should then sit down and meet with each District Engineering office and local government transportation office on a County by County basis (or City by City) to review the recommended Context Sensitive Solutions approaches as they might apply to various types of projects along the Byway and agree upon the best way for the Byway Sponsor to provide meaningful input to the DOT or to the Local Government. As part of the discussion on approach, efforts should be made to establish a method for the Byway Sponsor to quickly gain an understanding of the history of the project, its major goals, its major opportunities and constraints, its funding sources and constraints, and the basis for decision-making on the project.
- 4) The Byway Sponsor and their DOT and local government counterparts, can then come to an understanding about the appropriate steps and timing of input for each major category of project.

7.3 PRIORITY PROJECTS AND PROGRAMS

The implementation table, Appendix 4, lists each of the proposed management strategies, identifies potential partners that should be involved, and lists budgetary considerations and potential funding sources. Any project implemented under this program through the various programs available through each state's transportation agency (PennDOT, MD SHA, or VDOT) would need to comply with the National Environmental Policy Act (NEPA) and state policies with respect to environmental issues, depending upon the funding source and the scale of the project. Prior to pursuing funding for any project through these programs, sponsors are urged to contact those transportation agencies to identify the various requirements.

Individual communities may be pursuing enhancement grants simultaneously through JTHG Partnership (for trails, interpretive projects etc.) Some projects should be accomplished for the entire Byway corridor (the Corridor Landscape Plan, for example) Other projects and programs should be implemented throughout the entire Heritage Area (marketing and interpretive planning, for example).

The following criteria should be used to determine the most appropriate funding mechanism and timing for a particular project along the Byway:

- 1 Located within the Byway corridor as identified in Chapter 2, with higher priority given to projects that are immediately adjacent to the Byway or are visually prominent as seen from the Byway.
- 2 Sites along the Byway that are related to one or more of the three themes and currently ready for visitors or with the grant or project funding in place would increase visitation to the Byway corridor.
- 3 For the first five years of byway implementation, priorities should be given to projects that enhance the visual and graphic identity of the JTHG corridor by updating existing wayfinding, interpretation or educational materials to incorporate the Journey themes and graphic identity.
- 4 For the first five years of byway implementation priorities should be given to projects that conserve the quality and enhance the character of the Byway corridor.
- 5 Cooperative marketing and promotion activities identified in Chapter 5 involving multiple jurisdictions, agencies, organizations and/or states.
- 6 Projects that encourage coordination across multiple jurisdictions, sites, agencies, etc.

Given these criteria, the Plan recommends the following high priority projects:

1. Visual and Graphic Identity Plan - grant applied for
2. GIS data management
3. Revisions to marketing materials such as tear-off maps, guidebook, signage, etc. based on item 1
4. Corridor-wide Landscape Master Plan
5. Community Design and Transportation Workshops for Buckland vicinity (connecting network)
6. Detailed CSS guideline for work on the Byway (all three states participating)
7. Multi-modal travel guide for the Byway (touring by train, by bike, by horse, on foot or combination).
8. Interpretive Master Plan (FOR THE BYWAY)
(has to be coordinated through JTHG heritage area management plan - would detail locations for visitor centers and prepare programs for what is in the visitor centers)
9. Conservation easement grants - suggest focus on partnering with Battlefield sites with greatest pressure for development - criteria for preservation should focus first on sites that are under immediate pressure (Remington) or have an active group that is ready to go to apply for funds (Buckland, possibly South Mountain Initiative in PA, for example). Note that timing of conservation easement projects are often highly unpredictable and may require flexibility to take advantage of opportunities as they arise.
10. JTHG Corridor-wide wayside development (pull-offs, visitor kiosks, etc, as an implementation element of Item 8)
11. Implementation grants for construction of visitor centers for locations currently not served
12. Community Design and Transportation Workshop for Opal - to develop a plan for what to do with Opal after the overpass
13. Community Design and Transportation Workshops for Lucketts (connecting network)
14. Good Design/Good Business matching grant program (funding and sponsorship through JTHG Partnership)
15. Roadside Enhancement program funding - find a source of funds for contributions to implement roadside details agreed to in item 6, and/or planned for in item 4 (landscape plan).
16. Seek funding from and the participation of the National Cooperative Highway Research Council (NCHRP) in researching techniques for turf establishment along roadside shoulder areas to benefit water quality and for traffic calming purposes.

Each major committee could take on one to three projects every two years, depending upon the size of the project or program, and the involvement of JTHG Partnership staff (assume that each staff person could take on management responsibilities for one-three projects or programs every two years).

7.4 FUNDING OPPORTUNITIES

Appendix 4, lists the strategies, potential partners, budgetary considerations and potential funding sources for each of the strategies listed in the plan.

The following funding sources should be considered for projects on a yearly and ongoing basis:

National Scenic Byway Program - applications are typically due in the early Spring for these projects that range in size from \$25,000 to \$1,000,000. Eligible project activities include:

- State and Tribal Programs
- Corridor Management Plan
- Safety Improvements
- Byway Facilities
- Access to Recreation
- Resource Protection
- Interpretive Information
- Marketing Program

While there is federal funding criteria each state may have their own additional criteria and requirements in applying for the National Scenic Byways Funds. Interested applicants should contact their state scenic byway coordinator for further information.

Transportation Enhancement Program -

Applications are typically due in Spring for projects that range in size from \$25,000 to \$1,000,000 or more. Eligible project activities include:

1. Provision of pedestrian and bicycle facilities*
2. Provision of pedestrian and bicycle safety and education activities
3. Acquisition of scenic or historic easements and sites*
4. Scenic or historic highway programs including tourist and welcome centers*
5. Landscaping and scenic beautification*
6. Historic Preservation*
7. Rehabilitation and operation of historic transportation buildings, structures, or facilities*
8. Conversion of abandoned railway corridors to trails

9. Control and removal of outdoor advertising*
10. Archaeological planning and research*
11. Environmental mitigation of highway runoff pollution, reduce vehicle-caused wildlife mortality, maintain habitat connectivity*
12. Establishment of transportation museums

Criteria identified with an asterisk (*) are particularly suited to the Journey.

While there is federal funding criteria each state may have their own additional criteria and requirements in applying for Transportation Enhancements. Interested applicants should contact their state Transportation Enhancement Coordinator to request further information.

American Battlefield Protection Program

Many of the Battlefield sites along the Byway have benefitted from this program. Additional grants should be pursued on a yearly basis. According to the FY 2009 grant application please note the following criteria:

“All grant applications must clearly demonstrate that the proposed activity will contribute directly to the preservation of battlefield land or an associated site. Any project that does not contribute directly to the preservation of battlefield land or an associated site will not be considered for an ABPP Battlefield Grant.

Eligible project types include, but are not limited to, the following:

Site Identification and Documentation Projects

- Battlefield boundary delineation and GIS/GPS mapping
- Historical research and surveys (archeological, cultural resource, landscape, etc.)
- Nominations to the National Register of Historic Places

Planning and Consensus Building Projects

- Preservation, strategic, and/or acquisition plans
- Studies of land related to, or adjacent to, publicly owned and protected battlefields
- Management, landscape, interpretive and stabilization plans
- Preservation advocacy and consensus building within a community

Interpretation or Education Projects

- Brochures emphasizing battlefield preservation activities
- School programs emphasizing preservation activities
- Sign development and design

See Appendix 4, Implementation Table for additional funding opportunities by strategy. There are many additional funding opportunities that are ideal for the JTHG.