

VIRGINIA'S COMMON WEALTH

"... HEAVEN AND EARTH NEVER AGREED TO FRAME A BETTER PLACE FOR MAN'S HABITATION THAN VIRGINIA." — CAPTAIN JOHN SMITH

VIRGINIA'S COMMON WEALTH

A STUDY OF VIRGINIA'S OUTDOOR
RECREATION RESOURCES
and
THE VIRGINIA OUTDOORS PLAN FOR
CONSERVING AND DEVELOPING THEM
FOR THE LASTING PUBLIC BENEFIT

COMMONWEALTH OF VIRGINIA



*Virginia Outdoor
Recreation Study Commission*

FitzGerald Beirne, Chairman

Harry F. Byrd, Jr., Vice Chairman

A. Planket Beirne

James L. Camblos

Walther B. Diller

Ira N. Gabrielson

Cecil F. Gilkerson

Mrs. Meriwether Lewis

Patel W. Manns

Floyd K. McKenna

George N. McMath

Dorman M. Miller

McAde Palmer

Stockton H. Tyler

Conrad L. Wirth

Ex officio Members

*Douglas B. Engle, Commissioner
State Department of Highways*

*Chester F. Phelp, Executive Director
Commission of Game & Inland Fisheries*

*Marvin M. Sutherland, Director
Department of Conservation and
Economic Development*

November 1, 1965

Gentlemen:

I have the honor to present the Report of the Virginia Outdoor Recreation Study Commission, in compliance with Chapter 277 of the Acts of the 1964 General Assembly.

The Report contains an analysis of the present and future outdoor recreation demands of the Commonwealth, and an inventory of the State's recreation resources and facilities. It recommends a long-range comprehensive plan of action, The Virginia Outdoors Plan, to meet these demands.

The rich and varied resources of the Virginia Outdoors are indeed our Common Wealth, and every Virginian justly expects to enjoy its benefits. Furthermore, millions of other Americans are willing and able to spend in our state tens of millions of dollars annually to share these benefits.

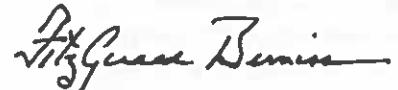
The opportunities for enjoyment are severely limited by inadequate facilities and by a threatened and diminishing supply of enjoyable lands and waters. Especially urgent is the need for a program of land acquisition for major enlargement of our State Park System, which now falls so far short of meeting the demand of our own citizens and of visitors to Virginia.

The case for prompt action for proper conservation and development of the Common Wealth is, in our opinion, overwhelming.

The Commission gratefully acknowledges the generosity of the Old Dominion Foundation, which expressed its concern for the protection and wise use of our Common Wealth by matching the State's appropriation to the Study Commission, thus making our work possible.

We express our appreciation to the hundreds of individuals and organizations contributing invaluable advice and energy to our work, and to the many local authorities who helped to make the Commission's five public hearings so productive.

Respectfully submitted,



FitzGerald Bemiss
Chairman

TO THE
GOVERNOR OF
VIRGINIA AND
MEMBERS OF THE
GENERAL ASSEMBLY

CONTENTS

PURPOSE AND SUMMARY

Introduction	4
An Outdoor Recreation Study	6
The Major Findings of the Commission	7
The Virginia Outdoors Plan	9
Summary of Recommendations	10

THE FACTS

The Demand Intensifies and the Supply Diminishes	13
More People with More Time for Living Create More Demand for Outdoor Recreation	14
The Demand-Creating Factors	16
America's Favorite Outdoor Pleasures	17
Virginia's Recreation Resources	18
Virginia's Population Concentration	19
Standards — A General Guide	20
The Order of Public Parks and Recreation Areas	21
Future Recreation Plans Must Be Based on Population Location and Increase	22
The Ten Study Regions	23
Resources and Facilities, Present and Proposed, by Region	23
Washington-Fredericksburg	24
Richmond-Petersburg-Hopewell	26
Hampton Roads	28
Roanoke-Lynchburg	30
Southwest Virginia	32
Upper Valley	34
Piedmont	36
Northern Tidewater	40
Southern Tidewater	42
Eastern Shore	44

RATIONALE OF RECOMMENDATIONS

A State Outdoor Recreation and Open Space Policy	47
A Commission of Outdoor Recreation	48

The State Park and Recreation Area System

Local and Regional Planning, Land Acquisition, and Development	51
--	----

Regional Planning Commissions and Regional Park Authorities	53
---	----

A Virginia Scenic and Historic Road System	53
--	----

Our Highway System — a Recreation Resource	55
--	----

Game and Inland Fisheries — Lands and Waters	57
--	----

Multiple Use of Public Lands	57
------------------------------------	----

New Man-Made Lakes	58
--------------------------	----

The Soil and Water Conservation Districts	58
---	----

Private Enterprise and the Travel Industry	59
--	----

Land Taxation	59
---------------------	----

Scenic and Conservation Easements	60
---	----

Water Resource and River Basin Studies	60
--	----

Marine and Beach Erosion Research	61
---	----

Planned Communities and Cluster Zoning	61
--	----

An Historic Landmarks Commission	61
--	----

The Virginia Outdoors Foundation	62
--	----

Funds to Implement the Virginia Outdoors Plan	62
---	----

A Conservation Conscience	65
---------------------------------	----

A LONG LOOK AHEAD

APPENDIX

Contents	73
----------------	----

The Virginia Outdoor Recreation Study Commission Act	74
--	----

Commission, Staff, and Advisory Committees	75
--	----

Inventory of Major Federal and State Recreational Facilities in Virginia, 1965	77
--	----

Population Data	82
-----------------------	----

Proposed Legislation:	
-----------------------	--

Open Space Land Act	86
---------------------------	----

A Commission of Outdoor Recreation	87
--	----

Amendments to Zoning Enabling Law	89
---	----

A Scenic Highway and Historic Road System	90
---	----

Access Roads to Recreation Areas	91
--	----

An Historic Landmarks Commission	92
--	----

The Virginia Outdoors Foundation	94
--	----

An Amendment to the Virginia Park Revenue Bond Act	96
--	----

SUPPLEMENT

The Commission has assembled a substantial number of full reports on various subjects relating to the Virginia Outdoors Plan. This valuable body of material, with other pertinent supporting data too detailed for inclusion in this volume, is included in The Virginia Outdoor Recreation Study Report, Volume Two, Supplement.

CREDITS

Photography

*Appalachian Power Company, Roanoke, Virginia: Page 30
City of Virginia Beach News Bureau, Photo by Phillip Flournoy: Inside Back Cover*

Neal V. Clark for The Virginia Pilot News Department, Norfolk, Virginia: Page 12

Commission of Game and Inland Fisheries, G. Harrison: Pages 40, 72 and 92; L. G. Kelleeo: Page 6; J. J. Shomon: Page 42

Taylor B. Lewis, Jr., Hayes Photographic Inc., Norfolk, Virginia: Front Cover; Pages 5 and 70-71

Norfolk & Western Railway Company, Roanoke, Virginia: Page 34

Michael O'Neil, Richmond Newspapers Inc., Richmond, Virginia: Page 26

U. S. Army Corps of Engineers, Wilmington, N. C.: Page 38

Virginia Chamber of Commerce, Jim Corbett: Pages 3 and 46; Phillip Flournoy: Pages 24 and 63

Virginia Department of Conservation and Economic Development: Pages 9, 32, 44, 54, 65 and 66

Edward W. Wolcott, Norfolk, Virginia: Page 28

Graphic Design

Design and Production, Incorporated, Alexandria, Virginia

Certain phases of the planning of this report have utilized Land and Water Conservation Funds through the Bureau of Outdoor Recreation.

THIS REPORT DEALS WITH THE BIRTHRIGHT OF EVERY VIRGINIAN.

Virginia's land and waters have abundantly nourished its citizens, in body and in spirit, for nearly four centuries. To neglect these resources — to abandon their conservation — to let heedless exploitation consume them or remove them from reach of the great majority of our citizens — is to sell their birthright for a mess of pottage. Once sold, it cannot be recovered. Virginia's resources, abundant as they are, are neither inexhaustible nor indestructible.

Today a sharp change is taking place. The face of Virginia is taking on a new character as it becomes urbanized and industrialized in its commitment to progress. The progress is manifested by population growth and concentration, by increased income, by more cars and better roads, and by more leisure time.

But these forces, which increase the demand for outdoor recreation, are also threatening the very resources which are basic — our brooks and woods, our farms and shorelines.

The problem is that the average person — and especially the city dweller — is having a harder and harder time finding the outdoors.

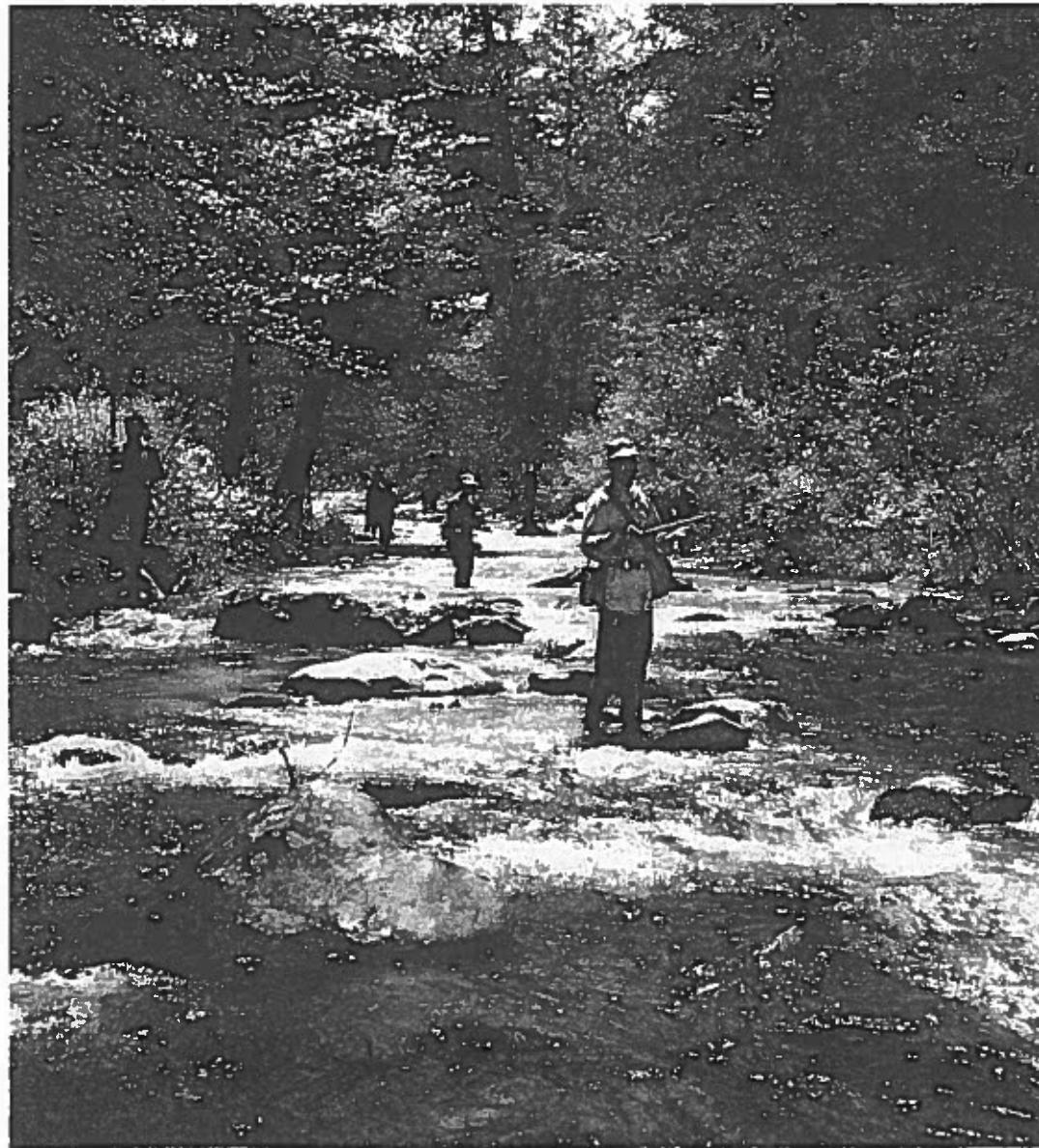
It is being marred or demolished.

It is being walled off with "no trespassing" signs.

It is being consumed by unplanned urban sprawl.

But such devastation is not an inevitable result of growth and progress. It is inefficiency. There is plenty of room in Virginia for both development and the outdoors. The key is effective land use.

Thus we do not have to choose between material progress and an agreeable environment. We must have both. But we can have them only if we decide now the kind of environment we want . . . and shape our programs to bring it about. The need for action is urgent.



AN OUTDOOR RECREATION STUDY

The General Assembly recognized the urgent need for action at its Regular Session of 1964. It created the Virginia Outdoor Recreation Study Commission. It directed the Commission to:

Inventory the Federal, State, and local outdoor recreation resources and facilities in Virginia and estimate what will be needed in the future;

Determine what the State could do to meet these needs;

Determine what local governments could do and how the State should help them through new legislation, financial aid, planning assistance, or other aid;

Consider ways of encouraging individuals and private enterprise to join with local and State efforts for the preservation of open space.

THE MAJOR FINDINGS OF THE COMMISSION

There is a strong and growing demand for more outdoor recreation opportunities. The population is increasing dramatically. Not only are there more and more Virginians; increasingly, they are living closer and closer together. Yet they have more leisure time than ever before, they have higher incomes, and they have more automobiles. These are the dynamic factors behind Virginians' demand for access to the Virginia outdoors and for places to walk, to swim, to launch a boat, to camp — to loaf and re-create themselves.

Existing facilities are inadequate for present demands. This is true in all resource categories — from high density neighborhood parks to remote natural areas. There is a serious deficiency in number, location, and variety of State Parks.

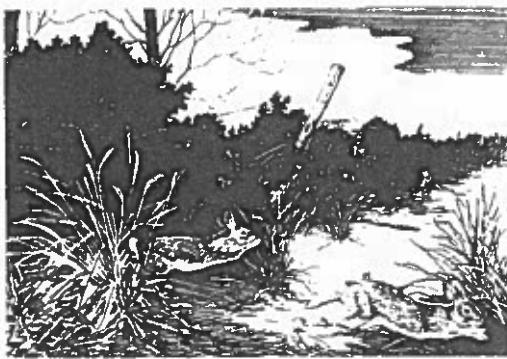
The need for action is most urgent in metropolitan areas. Three-fourths of Virginia's population will soon live in these areas. Meanwhile open space for outdoor recreation is being consumed, spoiled, or made unavailable at an alarming rate.

The term "outdoor recreation" must include the entire Virginia outdoor environment. The most popular forms of outdoor recreation are the simplest ones — driving, walking, swimming, and picnicking. So outdoor recreation must involve State Parks and the roads which take people to them; municipal parks and playgrounds and habitable communities; access to ample, unpolluted water; historical sites and harmonious countryside. All of these are outdoor recreation resources and they must be dealt with as interrelated parts of the total environment in which Virginians work, play, and live.



Each individual, and his government at all levels—local, regional, State and Federal—has a job to do. Individuals, non-governmental organizations and private enterprise are providing many outstanding recreation opportunities. Virginia has benefited greatly from broad individual concern for the Virginia landscape. Garden clubs, conservation organizations, non-profit historical preservation corporations, service clubs, and others like them should be aided and encouraged by the State in every possible way. The State should also encourage private enterprise and the travel industry to develop outdoor recreation facilities and to provide the services needed in support of public facilities.

While the State is in the best position to provide over-all coordination and leadership, each local government has a big responsibility. Community park and playground programs, for example, must be continued and strengthened. Good zoning is another must. It is the County Board of Supervisors or City Council which,



quite properly, must be relied upon to zone a unique and beautiful stretch of road which is of statewide and even national significance—to protect it from unsightly and damaging clutter. It is the City Council which must plan and finance a system of parks and open spaces suitable to the character of its city.

Regional planning and regional action is needed. Active and effective Regional Planning Commissions are sadly scarce. When two or more localities have a common resource (such as a river or a lake) or a common problem (such as metropolitan development), they need to get together in a joint effort, and State law specifically enables them to do so by setting up a Regional Planning Commission and a Regional Park Authority.

The State has the basic responsibility to conserve its natural resources, to develop outdoor recreation opportunities, and to maintain a habitable environment.

It must build an adequate system of State

Parks and Recreation Areas to meet statewide needs beyond the responsibility and capacity of local and regional agencies.

The State should offer planning and financial aid to local and regional agencies for land acquisition. In doing so, however, it should raise a high standard. A basic condition of financial aid should be basic land use planning and conservation zoning by the locality.

The State must take the initiative in coordinating its programs with those of Federal agencies like the National Park Service, U. S. Forest Service, and Army Engineers. In co-operation with the Bureau of Outdoor Recreation it must maintain a comprehensive plan for sharing in the Federal Land and Water Conservation Fund.

The State must look ahead. Critical challenges of urbanization and industrialization demand new and advanced thinking. The State must take the leadership now in a plan of action—the Virginia Outdoors Plan.

THE VIRGINIA OUTDOORS PLAN

The Virginia Outdoors Plan is an investment in our inheritance. Properly tended it will pay good dividends and appreciate in value. To be effective the effort must be comprehensive, and it must be a continuing one.

For this reason the Virginia Outdoors Plan looks to the year 2020 in its concept of what can and must be done to protect and develop the Virginia outdoors. This report concentrates on the first ten years — the years 1966 to 1976. If the plan is launched soundly and put on the right course in this period, it will be continued with increasing effectiveness in the years which follow.

The year 1976 will be the 200th anniversary of our assumption of independent responsibility for our land. It will be a proper time for us to take account of our performance.

The recommendations of the Study Commission fall into five general categories:

1. A State policy and a continuing comprehensive program to protect the quality of the Virginia outdoors and to make its resources available to its people.
2. A permanent Commission of Outdoors Recreation to analyze supply and demand, and to lead and coordinate State, local, and Federal activities.
3. State action to plan, acquire, and develop outdoor recreation resources and facilities and to encourage, assist and guide local and regional governments.
4. Local and regional action to meet local and regional needs for planning, acquisition, and development.
5. Encouragement for individuals and private enterprise to meet their vital part in the total program.



SUMMARY OF RECOMMENDATIONS

The section entitled "Rationale of Recommendations" begins on page 47 and develops more fully each of the following recommendations.

1 Adopt a State outdoor recreation and open space policy. In embarking on a program of conservation and development of outdoor recreation resources for the public benefit, the first and most basic step is a legislative statement of policy to guide the State and its political subdivisions, and to broaden and clarify the legal authority necessary to implement the program.

2 Create a Commission of Outdoor Recreation. An independent State agency is needed to guide and coordinate continuing statewide implementation of the Virginia Outdoors Plan. It should advise the Governor on resources and needs, coordinate the outdoor recreation activities of local, State and Federal agencies, provide technical assistance to localities, and receive and allocate Federal Land and Water Conservation funds.

3 Enlarge and improve the State Park System. The present number, location, and condition of State Parks and Recreation Areas is inadequate. Within the years 1966-76 land should be acquired for 36 new parks, 20 of which should be developed within this period.

Facilities in existing parks should be improved and increased. The Division of Parks should be given an expanded staff to administer the program of site planning and development.

4 Aid localities in resource conservation and development. Local governments have a vital role in the Virginia Outdoors Plan. They must take the initiative in the use of local resources for local benefit. Unfortunately, available local powers are not sufficiently used. Their use should be encouraged. The State should aid localities in three ways: (a) research, guidance, and technical assistance, (b) matching funds, and (c) provision of legal powers.

5 Encourage greater use of Regional Planning Commissions and Regional Park Authorities. Natural resources conservation and development problems and opportunities, more often than not, extend beyond the borders of political subdivisions. Where two or more localities share a common problem, regional action is an absolute necessity.

6 Establish a System of Scenic Byways and provide for Recreation Access Roads. All across Virginia are roads of incomparable charm and historic significance. These roads should be identified and their character protected for the general enjoyment of Virginians and as a prime attraction to visitors. Many major recreation attractions do not have adequate access roads.

7 Make our highways more pleasant. A substantial part of all leisure time is spent on the highways. Driving itself is regarded as a prime recreational activity. The design of roads and their amenities should recognize this fact.

8 Accelerate the program of the Commission of Game and Inland Fisheries. More fishing lakes, more boat launching ramps, and more public hunting lands are needed (especially in Eastern Virginia), than are being provided through revenues from Commission licenses and fees.

9 Encourage the multiple use of public lands to allow maximum recreation opportunity consistent with the land's primary purpose. This offers many practical and economical opportunities to achieve a broad range of outdoor recreation on land originally acquired for a single purpose. The State Forests should be incorporated into a system of forest preserves to conserve lands and waters for future public recreation use.

10 Encourage advance planning and land acquisition in areas of major water impoundments. These large man-made reservoirs offer great recreation potential which can only be realized fully when the State and the localities involved consider in advance the problems of public access, recreation areas, pollution control, and zoning.

11 Develop the recreation opportunities created by Soil and Water Conservation Districts. Substantial lakes, created for soil and water conservation, offer important local or regional recreation opportunities. Localities should acquire sufficient land around these lakes to allow recreation for the general public benefit.

12 Recognize the vital role of the individual and the travel industry. Virginia benefits greatly from the facilities and services provided by private enterprise, from the activities of non-profit conservation groups, from associations devoted to historic preservation, and from the travel industry. These should be encouraged and relied upon to the greatest extent practical.

13 Undertake a study of the relation of land taxation to the preservation of open space. Preferential assessment and tax deferral have been tried with various difficulties and questionable results in a number of states. Present land taxation practice is nevertheless a factor which requires further study in the interest of the preservation of open space.

14 Provide for the acquisition of scenic and conservation easements. It is often economical and practical for the State to acquire less than fee title to protect scenic and conser-

vation values—in effect, acquiring development rights but leaving the land for the owner's use and enjoyment.

15 Initiate water resource and river basin studies. It is increasingly clear that present demands on Virginia's rivers—their waters and their shorelines—require comprehensive river basin research and planning to conserve our most vital resource and a prime recreation asset. There is no provision for this type of research and planning in Virginia and only an uncoordinated scattering of agencies concerned with various aspects of water—such as ground water, surface water, and pollution.

16 Accelerate marine resources and beach erosion study. There is far too little understanding of the natural forces which control our marine resources, our salt water marshes, and the shape of our beaches and islands. There is inadequate understanding of the extent to which man can intrude on these without destroying them. These values require intensified study.

17 Provide guidelines for planned communities and cluster development. State and local agencies should facilitate private entrepreneurial development of new communities and new types of housing subdivisions which meet acceptable standards and preserve the quality of the general outdoor environment.

18 Create an Historic Landmarks Commission. Virginia has no policy or program for the protection of its vast historical treasure. An agency is needed to catalog and evaluate historic and cultural buildings and sites, and to develop plans and programs for their protection. This is an economic resource which is being grossly exploited or destroyed.

19 Establish the Virginia Outdoors Foundation. The Foundation can be of substantial help in the encouragement of private gifts and bequests of lands and waters of recreation value. Virginia has benefited in the past from private generosity. The Foundation is intended to facilitate private philanthropy.

20 Establish the Virginia Outdoors Fund to implement the Virginia Outdoors Plan. State funds must be provided to meet the State's part of the total plan and to aid the localities in meeting theirs. The State General Fund appropriations will be matched by Federal Land and Water Conservation funds, constituting the Virginia Outdoors Fund.

21 Create greater awareness of the value of natural resources and environmental geography. The basic cause of inattention to the rapid consumption and destruction of our outdoor recreation resources is ignorance of their nature and value. The State must develop programs for the awakening of a conservation conscience in the public interest.

THE DEMAND INTENSIFIES AND THE SUPPLY DIMINISHES

Population growth — and increasing income, mobility and leisure time — are creating soaring demands for recreation places and facilities. These include the full range of our natural outdoor recreation resources — mountains, rivers, beaches, countryside, neighborhood woods and fields — and a great variety of facilities for enjoying them. Needed are more city parks and playgrounds; more State Parks, picnicking and camping sites; more access to rivers and lakes for swimming, boating and fishing; pleasant paths to walk on and roads to drive on; and a properly treated historic and cultural heritage.

The supply of places is shrinking. Each year more fields and streams are bulldozed, more historic buildings razed, more shorelines and woodlands made unusable or inaccessible. The diminishing supply of facilities is less and less adequate as demand soars.

The ever-increasing pressure of need includes all categories of outdoor recreation.



MORE AND
MORE AND
MORE . . .

MORE TIME FOR
LIVING CREATES
MORE DEMAND
FOR OUTDOOR
RECREATION

Each of the charts on the opposite page says, "More, More, More." More people, more net income per person, more leisure hours, more need for spiritual and physical re-creation.

Not shown is the destructive burden the increased need will place upon our existing facilities if we permit the demand to outrun the supply.



Population growth in Virginia almost duplicates the national pattern of more and more and more.

American families are mobile. With improved roads and cars they drive extravagant distances in search of the limited recreation areas.

We have more money for leisure. The higher the family income the greater the demand for recreation facilities and the greater the willingness to be satisfied only with the best.

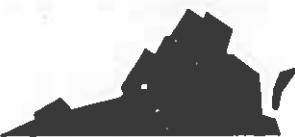
The numbers of state and out-of-state visitors to parks and other recreation areas increases, but so does the average number of days each spends in a recreation area. The demand is thus compounded.

More hunting and fishing licenses, more sportsmen fishing our coastal waters, create a demand for more access roads, more camping facilities, more public shoreline, and more breeding and hatching facilities.

More out-of-state users of Virginia recreation areas reflect an increasing economic resource as well as a challenge to meet a growing demand.



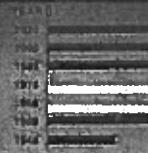
United States



Virginia

POPULATION

In Millions of People



MIGRATION

In Millions of
Resident Guests



INCOME

In Trillions of
1970 Dollars



STATE PARK USERS

In Millions of
Visitor Days



FISH AND GAME USERS

In Hundreds of Thousand
of Licenses



OUT-OF-STATE VISITORS

In Tens of Millions
of Visitors



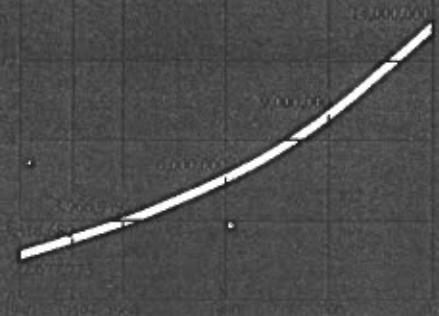
SOURCE: Composites of various Federal, State, and local agency projections

THE DEMAND-CREATING FACTORS

People – Money – Cars

VIRGINIA'S POPULATION

Population growth is the most important factor in creating recreation demand. Virginia is one of the three fastest-growing states in the East. Our population will have increased 37 per cent by 1980 and two hundred and twenty percents by 2020. Without allowing for out-of-state visitors this growth forecasts a staggering increase in demands for outdoor recreation opportunities.

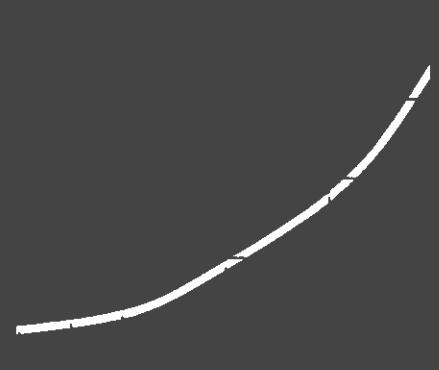


OUT-OF-STATE VISITORS TO VIRGINIA

The number of out-of-state visitors to Virginia will increase more than 50 per cent by 1980 and will have grown by at least 250 per cent by 2020. Although every Virginian may not want to use our recreation areas, it is almost certain that nearly every visitor will. They come to us for this purpose. The economic results from being able to satisfy their demands are highly significant.

INCOME (State total of personal income)

The full impact of this chart is sensed when one realizes that these income figures represent real buying power in terms of 1965 dollars. After all these people have bought their cars and tackle and boats and camping and hunting gear they will demand places wherein to use them.

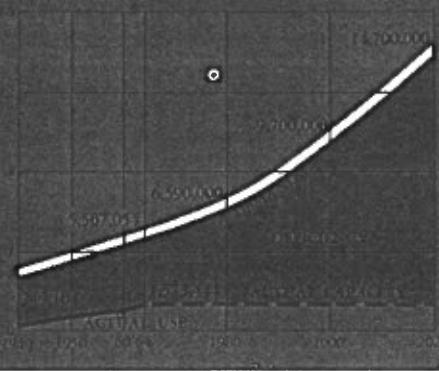


MOBILITY

More and better roads combined with nearly double the number of cars in the next twenty years will accentuate our present recreation deficiency.

STATE PARK USE IN VISITOR DAYS

State park use, measured in visitor days, can not increase with present facilities. Our capacity to receive people demanding outdoor recreation is at a standstill unless a program is acted upon immediately. Compare the flat line of 'Actual Capacity' with the climbing line of 'Demand.'



STATE FISH AND GAME LICENSES

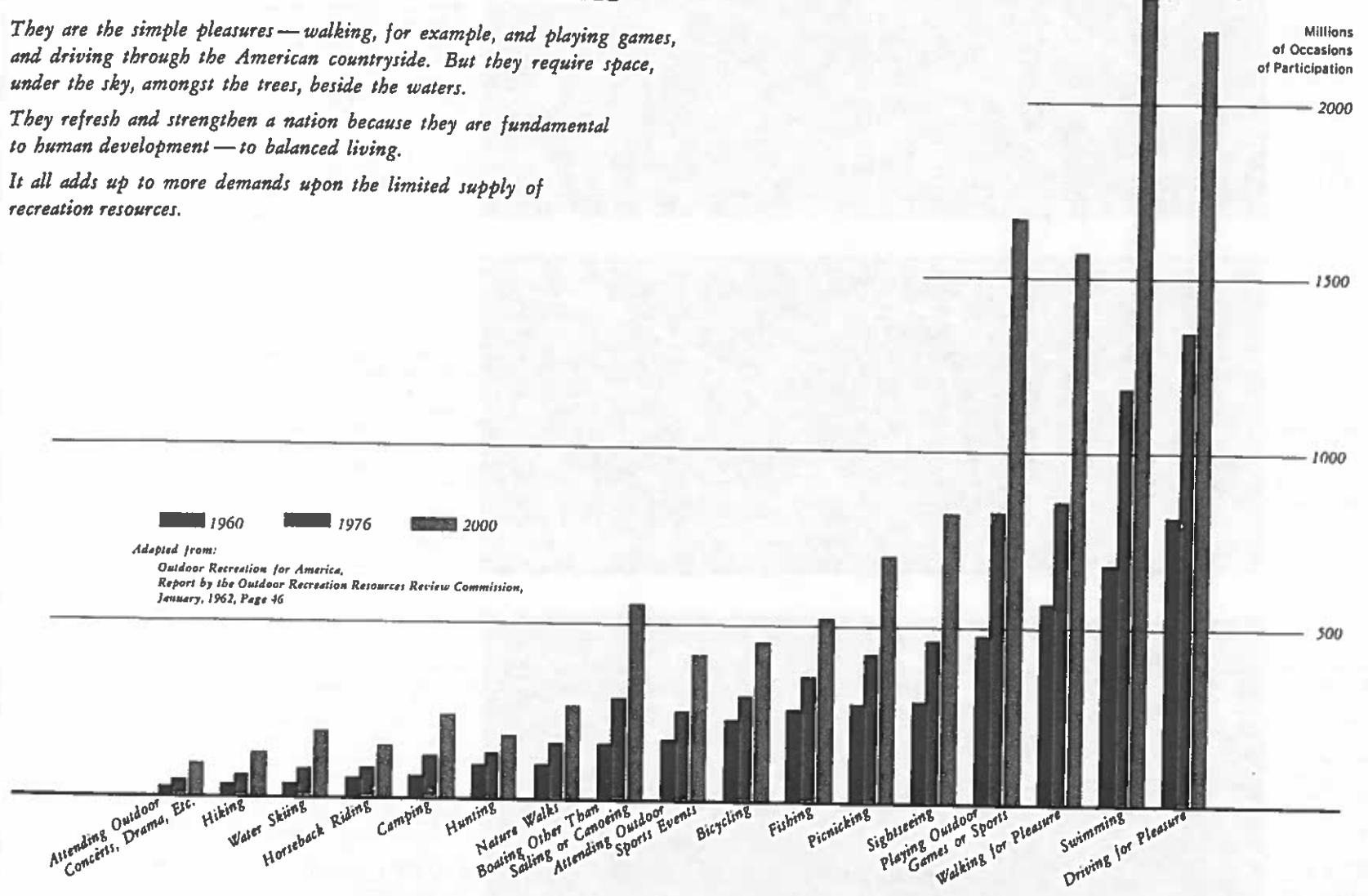
The issuance of fishing and hunting licenses has grown with population. The demand will continue if facilities are added to meet the demand and to provide the necessary additional wildlife habitat.

THESE ARE AMERICA'S FAVORITE OUTDOOR PLEASURES

They are the simple pleasures — walking, for example, and playing games, and driving through the American countryside. But they require space, under the sky, amongst the trees, beside the waters.

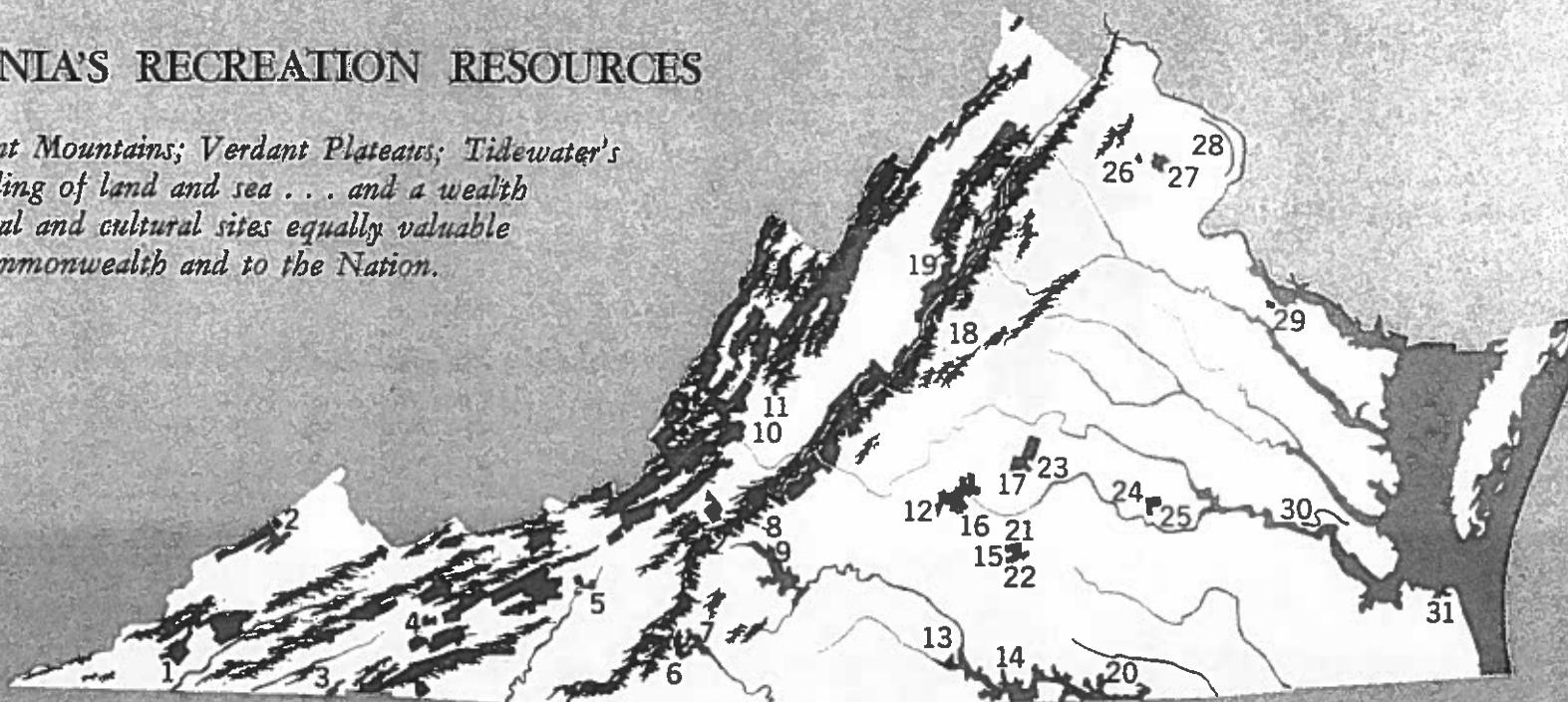
They refresh and strengthen a nation because they are fundamental to human development — to balanced living.

It all adds up to more demands upon the limited supply of recreation resources.



VIRGINIA'S RECREATION RESOURCES

Magnificent Mountains; Verdant Plateaus; Tidewater's intermingling of land and sea . . . and a wealth of historical and cultural sites equally valuable to the Commonwealth and to the Nation.



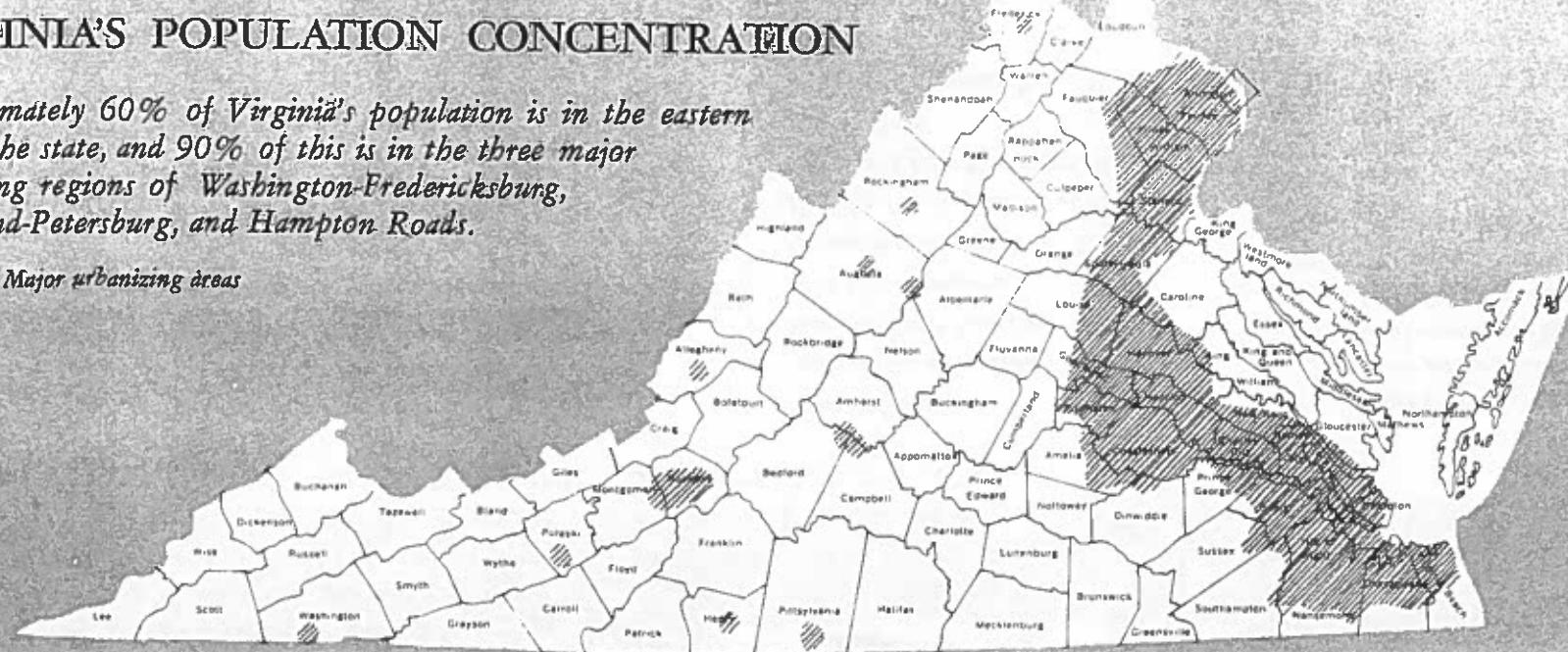
EXISTING MAJOR STATE AND FEDERAL RECREATION AREAS

- | | | |
|--------------------------------------|---------------------------------------|---------------------------------------|
| 1 Jefferson National Forest | 11 Douibat State Park | 21 Prince Edward Gallion State Forest |
| 2 Breaks Interstate Park | 12 Appomattox-Buckingham State Forest | 22 Prince Edward State Park |
| 3 South Holston Lake | 13 Staunton River State Park | 23 Cumberland State Forest |
| 4 Hungry Mother State Park | 14 John H. Kerr Reservoir | 24 Pocahontas State Forest |
| 5 Claytor Lake State Park | 15 Goodwyn Lake Recreation Area | 25 Pocahontas State Park |
| 6 Fairy Stone State Park | 16 Holliday Lake Recreation Area | 26 Conway-Robinson State Forest |
| 7 Philpott Reservoir | 17 Bear Creek Lake Recreation Area | 27 Prince William Forest Park |
| 8 Blue Ridge Parkway | 18 Skyline Drive | 28 George Washington Memorial Parkway |
| 9 Smith Mountain Lake | 19 Shenandoah National Park | 29 Westmoreland State Park |
| 10 George Washington National Forest | 20 Lake Gaston | 30 Colonial National Park |
| | | 31 Seashore State Park |

VIRGINIA'S POPULATION CONCENTRATION

Approximately 60% of Virginia's population is in the eastern part of the state, and 90% of this is in the three major urbanizing regions of Washington-Fredericksburg, Richmond-Petersburg, and Hampton Roads.

 Major urbanizing areas



Virginia is greatly blessed by a wide physiographic variety, from the low off-shore islands to the sandy coastal beaches, salt water marshes, river country, foothills and lofty mountain ridges embracing the broad Shenandoah Valley.

Far up in the mountain-valley watersheds are the headwaters of the major river systems which are so vital to the life and character of Virginia. They constitute a magnificent, and generally-neglected, outdoor recreation resource.

Together these comprise one of the most promising recreational resources available to any state or region in the world.

The maps reveal how most Virginia parks and other recreation areas are inconveniently far from the population centers. Our people are concentrated to the east, our parks to the west. The maps also show that water-related recreation facilities are seriously deficient in the Tidewater, Chesapeake Bay and ocean-front areas.



STANDARDS — A GENERAL GUIDE

How can the factors of population demand be translated into a statewide program of adequate recreational facilities?

There can be no immutable standards for determining the adequacy of proposed recreational facilities. However, generalized standards, based on the adequacy of existing facilities in meeting needs, are offered by the National Recreation Association as guides.

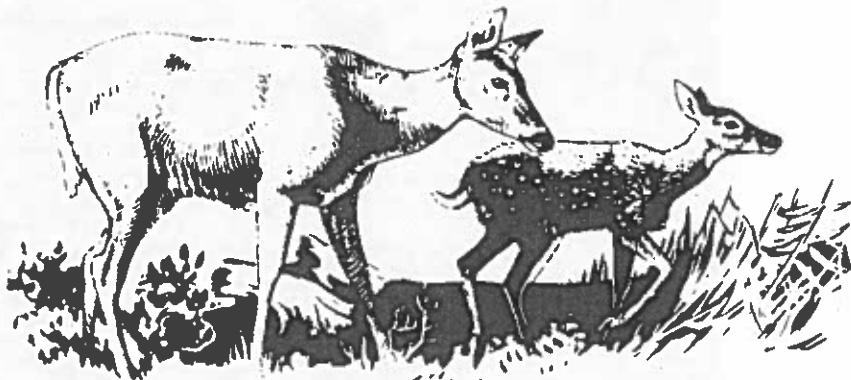
Modifying factors which must be taken into account include:

Availability and cost of land.

Nature of the locality—as rural, urban, or industrial.

Population characteristics — as employment, income.

Accessibility to open countryside, woodland, streams, seashore, and other natural attractions. Other park and recreation holdings such as National Parks, U. S. Forests, or State Forests. The provision of suitable recreation opportunities is a joint local, regional, State and Federal task—with each level of Government having a distinct share of the responsibility.



TYPE OF RECREATION AREA	ACRES PER THOUSAND OF POPULATION
LOCAL	
Playgrounds	(4-7 acres, each)
Playfields	(12-20 acres, each)
Minor Parks	(at least 2 acres, each)
Major Parks	(100 acres, each)
REGIONAL (Metropolitan Areas)	
Intensive Use Areas	5
Parks and Natural Areas	15
Regional Recreation Lands	15
STATE	
State Parks and Other State Recreation Areas	45
TOTAL	
	90

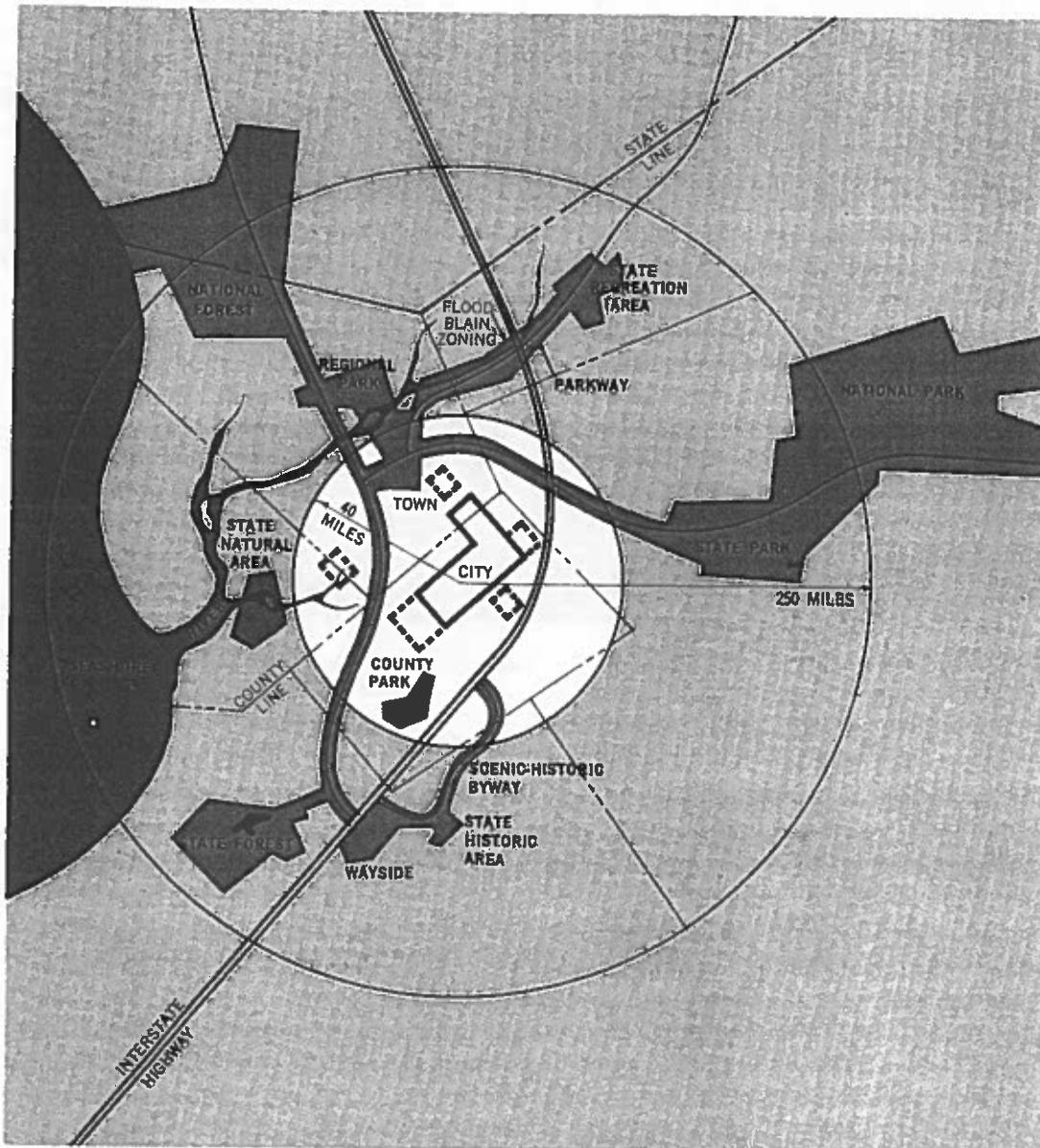
THE ORDER OF PUBLIC PARKS AND RECREATION AREAS

Within the State there is and must be a wide range of park and recreation areas both in terms of size and character. Each local government has its responsibility to provide for the particular needs of its people an adequate system of playlots, playfields, recreation centers, local parks and parkways. Often, and ideally, two or more towns, cities or counties may participate in a regional program to provide such supplementary features as forest preserves, camp grounds, picnicking, hiking, fishing, swimming and boating areas.

Beyond the local and regional facilities, the State should provide an expanding system of State Parks and Recreation Areas, Natural Areas, hunting lands, fishing lakes, scenic and recreation access roads, parkways, waysides, and historic monuments of state-wide significance.

The Federal Government is concerned with the preservation and development of natural resources and historic treasures of national import. It provides national parks, forests, parkways and historic monuments.

The essential feature of a superior recreation system is that it is a complete system. It must be an inter-related complex of parks and open spaces of all types—from local hiking trail to national parkway—each contributing an important part to the whole.



FUTURE RECREATION PLANS MUST BE BASED UPON POPULATION LOCATION AND INCREASE.

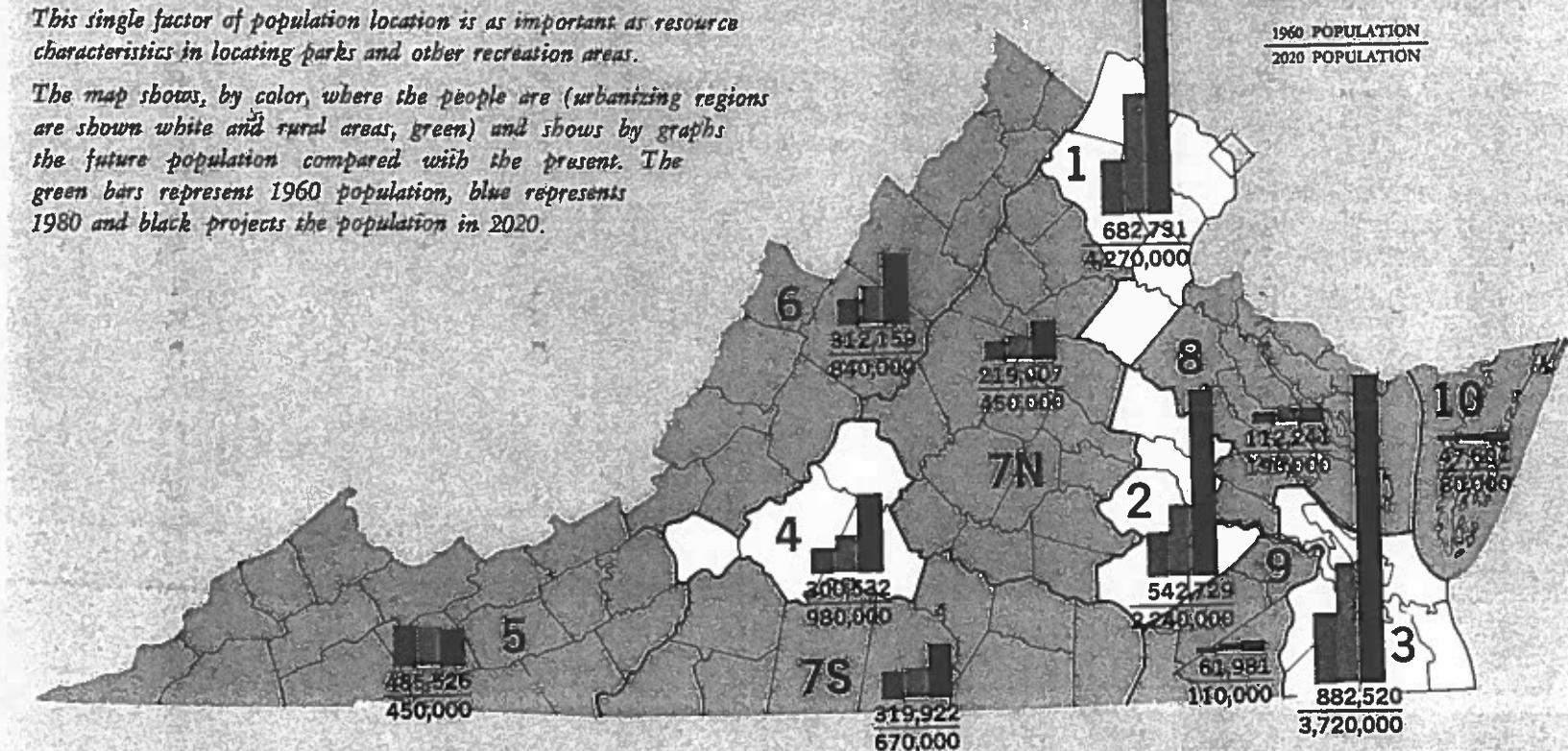
Recreation opportunities must be provided where the people now are and where they will be in the foreseeable future.

This single factor of population location is as important as resource characteristics in locating parks and other recreation areas.

The map shows, by color, where the people are (urbanizing regions are shown white and rural areas, green) and shows by graphs the future population compared with the present. The green bars represent 1960 population, blue represents 1980 and black projects the population in 2020.

Source: Based upon U.S. Census of population, 1960; with interpretation by Virginia Division of Industrial Development and Planning.

1960 POPULATION
2020 POPULATION



THE TEN STUDY REGIONS

1. WASHINGTON-FREDERICKSBURG
2. RICHMOND-PETERSBURG-HOPEWELL
3. HAMPTON ROADS
4. ROANOKE-LYNCHBURG
5. SOUTHWEST VIRGINIA
6. UPPER VALLEY
7. PIEDMONT
8. NORTHERN TIDEWATER
9. SOUTHERN TIDEWATER
10. EASTERN SHORE

Two basic criteria determine the adequacy of recreation resources and facilities. They are, 1) the nature of the resource, and 2) its relation to population centers. To facilitate the use of these criteria the state has been divided into regions, on the basis of physiographic and population characteristics. Although these regions have internal demands which may be met internally, the regions should not be considered as independent entities. They are highly interdependent in terms of people and of resources.

Regions 1-4 are major urbanizing areas, containing over 60% of the population.

Regions 5-10 are predominantly rural.

Compare the projected population growth rates of each group and consider them in terms of recreation demands.

RESOURCES AND FACILITIES, PRESENT AND PROPOSED, BY REGION

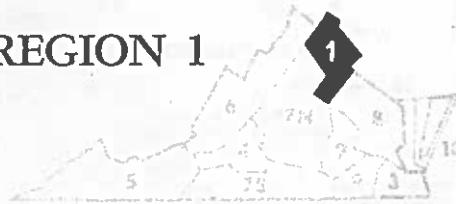
The following pages show for each study region the major existing outdoor recreation facilities administered by governmental agencies—Federal, State and regional. They do not include such local recreation areas as athletic fields, school playgrounds, or other in-city parks.

Also shown are the Commission's proposals for adding outdoor recreation places and facilities. It is not suggested that these will meet all demands until 2020, but only that on the basis of resource characteristics and demands of people, these proposals, if undertaken promptly and seriously, will be the backbone of a worthy 1966-76 program. Many other locations were suggested by interested citizens. The fact that they are not included in the Commission's proposals does not indicate disapproval but simply a lower priority in terms of character of, and need for, the resource.

The Commission has purposely avoided indicating precise locations, preferring to show only general areas for detailed analysis and action by the proposed permanent Commission of Outdoor Recreation and by appropriate local and regional agencies.

A statistical inventory of all existing major State and Federal recreation areas will be found in Appendix C, beginning on page 77.

REGION 1



WASHINGTON-FREDERICKSBURG



This is Virginia's fastest growing region. Its population increased from 404,000 in 1950 to 683,000 in 1960, and is predicted to be 1,400,000 in 1980—more than a threefold increase in thirty years. The headlong flood of residential and commercial development—(in Fairfax County alone 4 square miles of open space go to single-family dwellings each year)—has created a serious shortage of outdoor recreation opportunities. By the year 2020 the population is estimated to be 4,270,000. This figure alone makes the case for prompt action.

There is no State Park in this, the state's most populous region. The efforts of the Northern Virginia Regional Park Authority and the Fairfax County Park Authority have brought forth good but limited facilities—certainly not enough for present and growing demand. The sound plans of the Northern Virginia Regional Planning Commission should be relied upon as a basis for regional development.

There are still many outdoor recreation resources which can and should be acquired and developed for the enjoyment of the region's people, the most notable being sites along the Potomac River above and below Washington, the Blue Ridge Mountains, and a distinguished landscape marked by buildings of great historic significance.

The Federal Government is taking the lead in the planning of the Potomac River and in the development of the George Washington Country National Parkway. It also is concerned with other major features of the area, including Prince William Forest Park, Manassas Battlefield, and Balls Bluff Battlefield. The proposed Commission of Outdoor Recreation should coordinate the State's program with these Federal projects for the greatest benefit to the people of Virginia. This cooperation will be particularly important since the George Washington Country National Parkway along the Potomac River will be a highly desirable link between the metropolitan population and proposed outdoor recreation areas.

PROPOSALS

STATE PARKS

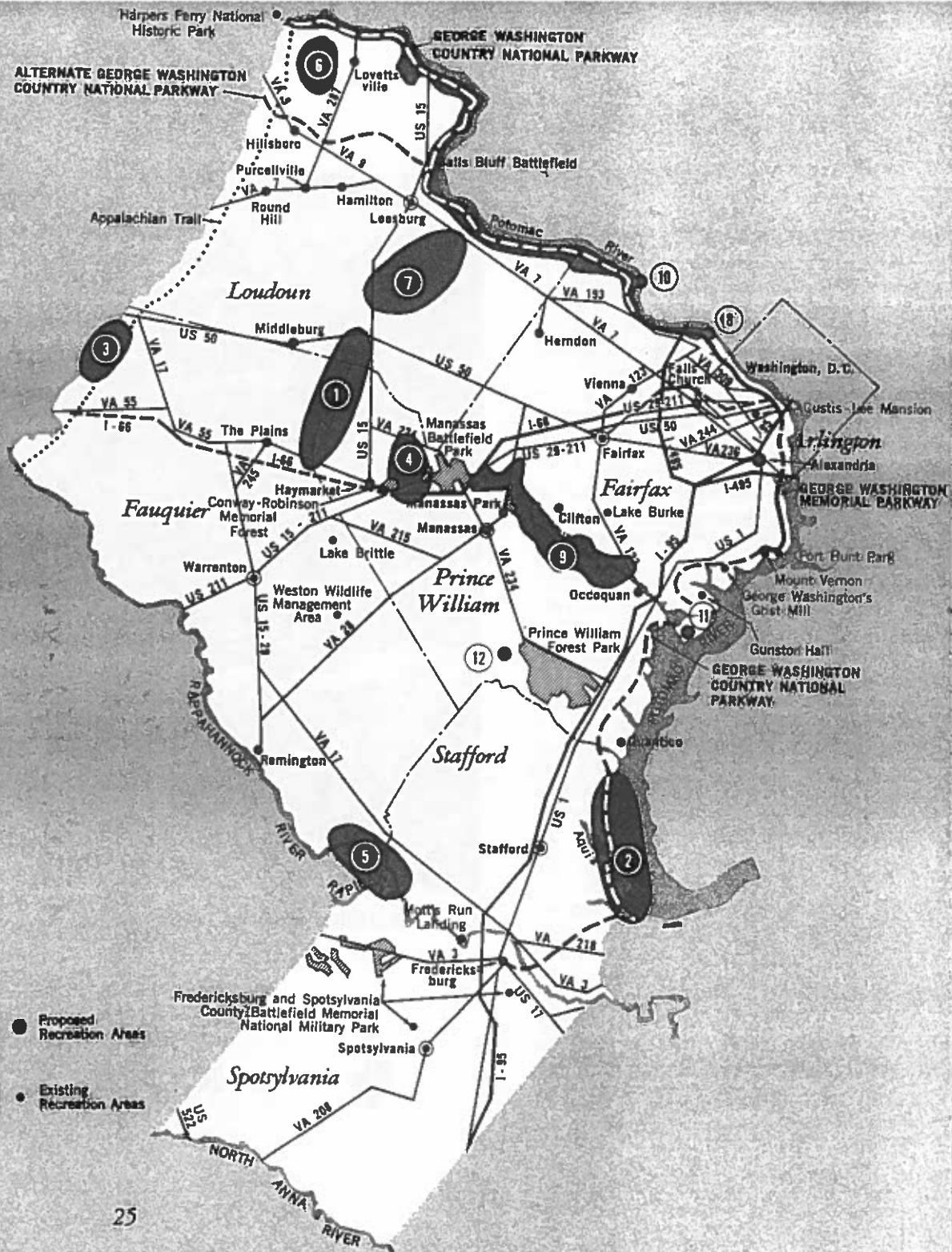
- ① Bull Run Mountain rates high priority. This attractive mountain terrain is closer than any similar resource to the metropolitan center.
- ② The Widewater area on the Potomac below Washington rates high priority in offering a full range of water-based recreation opportunities.
- ③ The Blue Ridge foothills offer a logical general recreation site.
- ④ The Conway-Robinson Memorial State Forest environment offers an opportunity for high density development adjoining State Forest land which by deed must be preserved in its natural state.
- ⑤ The Kelly's Ford area on the Rappahannock offers desirable recreation opportunities in its present state — unpolluted, and with white water rapids. If and when a dam is constructed at Salem Church at a later date, the design of the park could be altered to fit the impoundment. (See also Region IND)

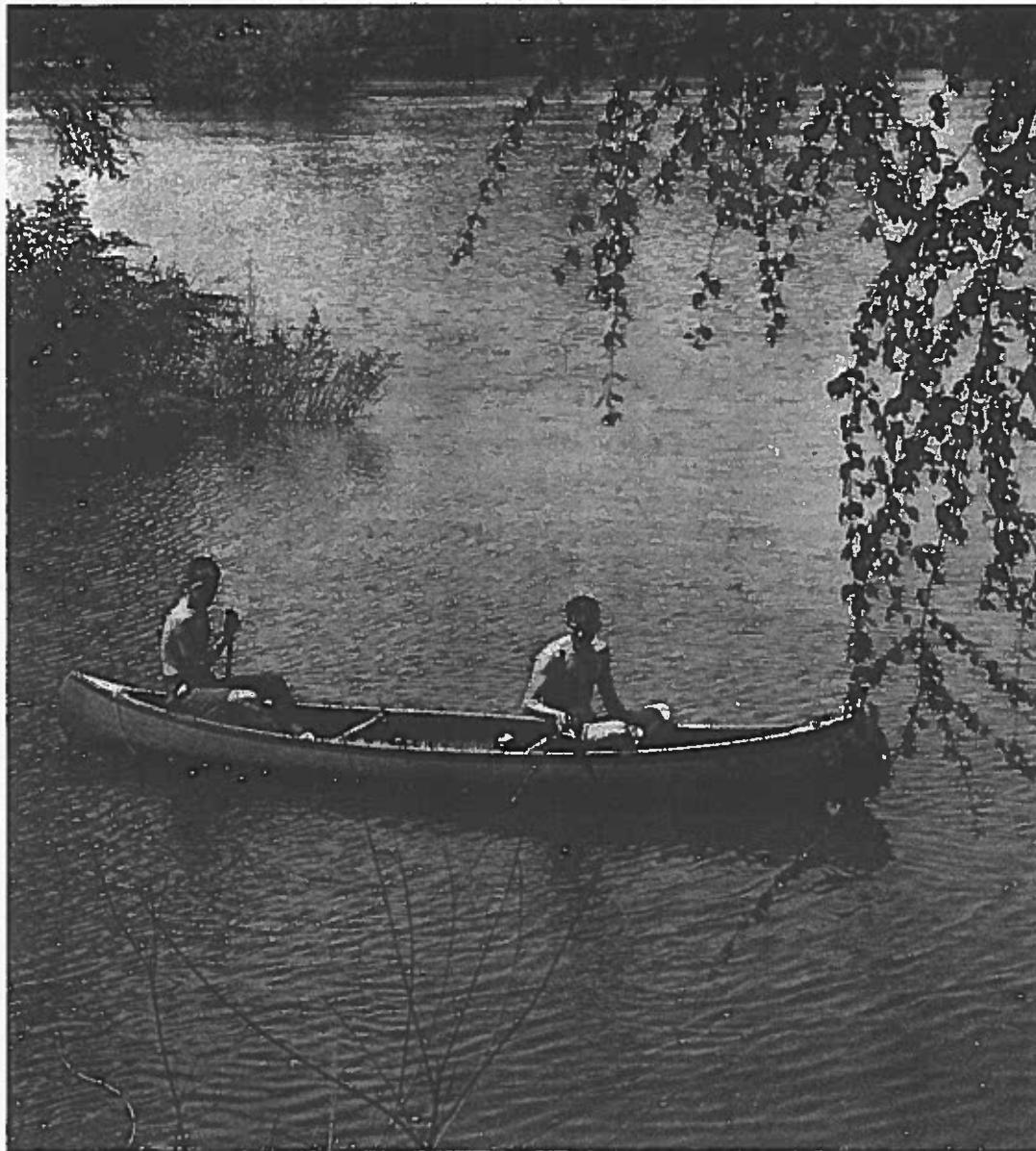
STATE OR REGIONAL PARKS

- ⑥ The Short Hill area of Loudoun County.
- ⑦ The Goose Creek area west of Dulles Airport.

REGIONAL PARKS

- ⑧ Potomac Overlook, a site selected by the Northern Virginia Regional Park Authority.
- ⑨ Bull Run-Occoquan Park, now in existence, is to be greatly enlarged and improved by the Northern Virginia Regional Park Authority.
- ⑩ River Bend-Great Falls Park, an existing area, to be enlarged and improved by the Fairfax County Park Authority in coordination with the Federal Government.
- ⑪ Mason's Neck; an enlargement of the existing Pohick Bay Park, now owned by the Northern Virginia Regional Park Authority, in coordination with the State and Federal Government.
- ⑫ A new park to be developed adjacent to Prince William Forest Park, with a Lake created in cooperation with the Commission of Game and Fisheries on the Lake Burke Plan.





REGION 2



RICHMOND-PETERSBURG-HOPEWELL

The Richmond-Petersburg-Hopewell region is one of the fastest growing in the state. Its 1960 population of 543,000 is expected to increase to 850,000 by 1980 and to 2,204,000 by 2020 — another dramatic warning of the rate of open space consumption.

As in most rapidly urbanizing areas, disorderly sprawl and leap-frog development is consuming or marring nearby open spaces, stream beds and woods. A foreseeable population increase of 4 times, accompanied by vastly increased numbers of cars, roads, shopping centers and housing developments, makes a metropolitan plan of action to acquire nearby open spaces for development into a system of parks and parkways a matter of high urgency.

State law now makes available the Regional Park Authority — a device to translate plans into accomplishments. It could bring great benefit to the Richmond-Henrico-Chesterfield metropolitan area, where the quality of the environment of the Capitol City is seriously threatened by a type of growth which disregards natural resources and the character and habitability of the future community.

Distinctive recreational resources like the James River (in the heart of Richmond and to the east and west), Chickahominy Swamp, Tuckahoe Creek, the Kanawha Canal and the Appomattox can only be conserved and made enjoyable by combined local, regional, and State action.

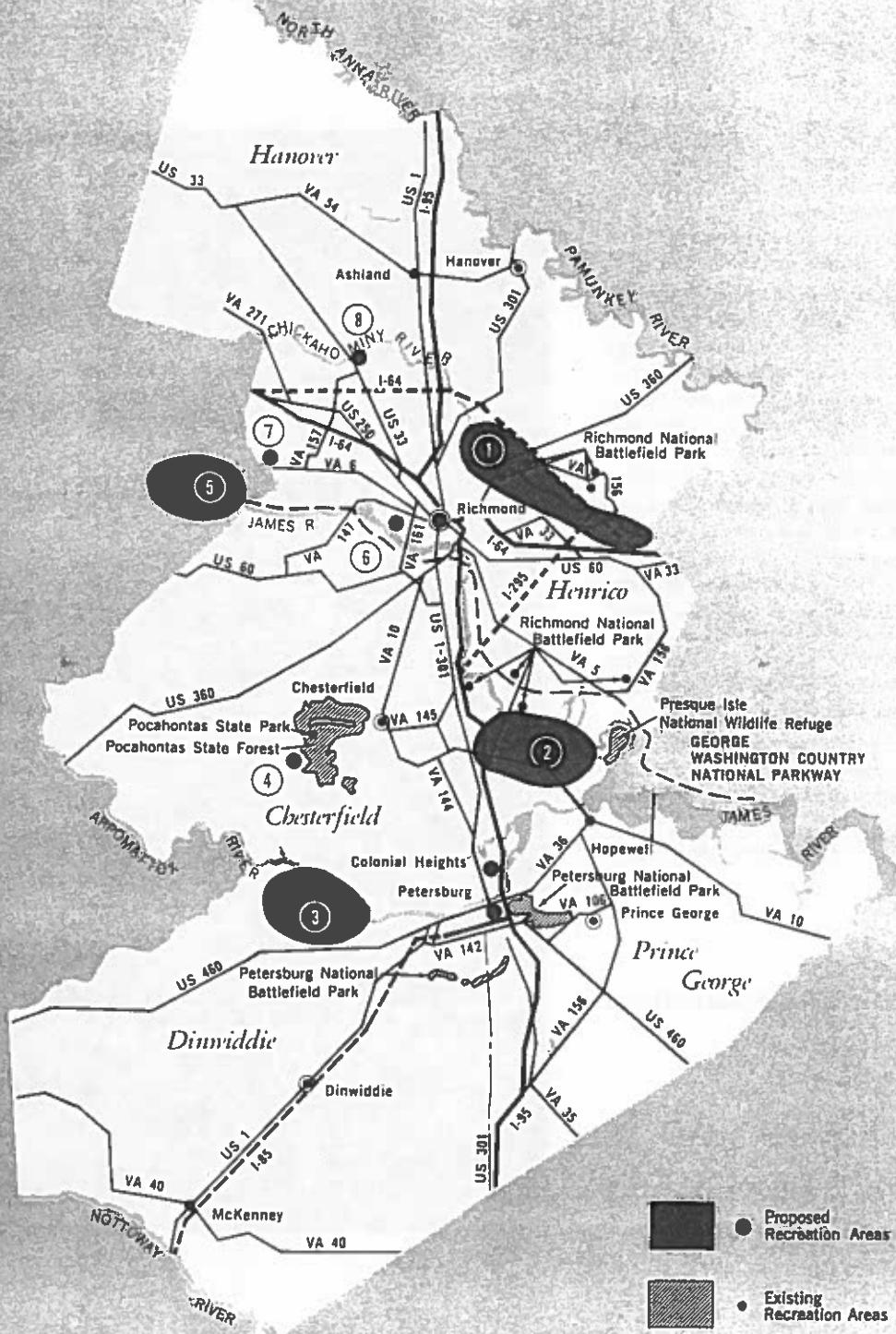
PROPOSALS

STAGE PARKS

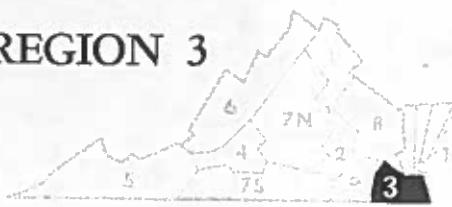
- ① The Chickahominy Swamp has high priority. It is a distinctive natural resource immediately accessible to the metropolitan population. A fishing lake could be developed in cooperation with the Commission of Game and Inland Fisheries.
- ② The James River between Richmond and Hopewell should also have high priority. It offers valuable water-based recreation opportunities. Pollution, now serious, is expected to be substantially decreased in the near future.
- ③ The Appomattox River Water Authority Lake is an excellent man-made possibility to be planned by the Authority and the proposed Commission of Outdoor Recreation, jointly. Local governing bodies should undertake promptly the necessary area land-use planning and zoning to prevent destructive exploitation and to assure public use.
- ④ Pocahontas State Park has ample acreage for extensive enlargement and improvement of facilities, particularly campsites, trails and roads.
- ⑤ James River west of metropolitan Richmond will provide increasingly valuable possibilities as the metropolitan area spreads west. (See Item 3, Region 7N.)

REGIONAL PARKS

- ⑥ The James River in the Richmond metropolitan region should be planned in conjunction with the proposed east-west expressway to offer scenic overlooks, access to parking areas, foot paths and bridges to the banks and islands of the river and to the Kanawha Canal. The expressway should not seal the public off from the south side of the river as the railroad has done on the north bank. A long-range plan of acquisition and development in this area is of great importance.
- ⑦ A part of the flood plain of Tuckahoe Creek extending from Route 250 south to the James should be preserved in its natural state as a floodway and made available for hiking, riding, and other light recreational uses.
- ⑧ The Upper Chickahominy offers a desirable opportunity for a regional natural preserve near heavy population growth. It should be given further study by the Regional Planning Commission.



REGION 3

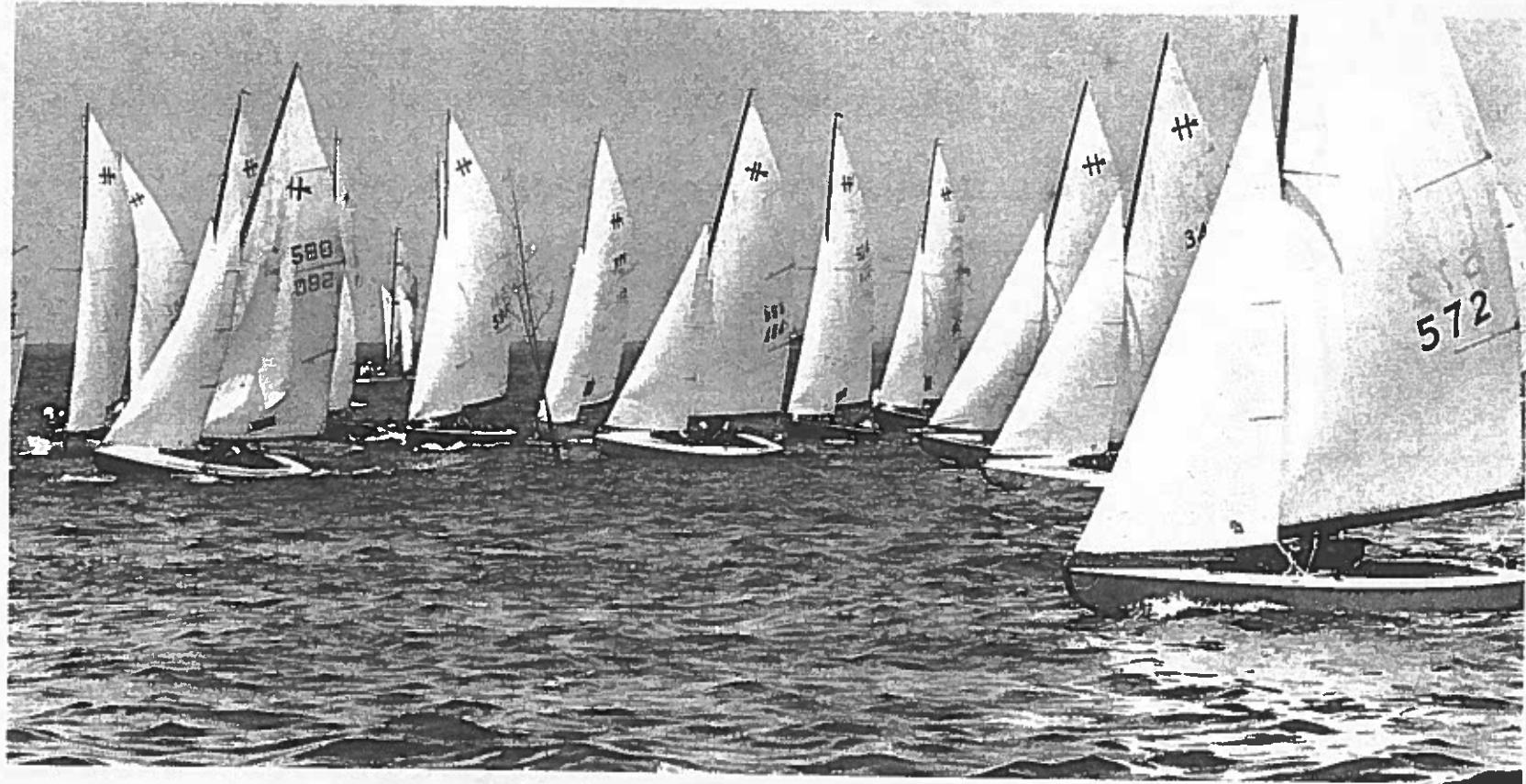


HAMPTON ROADS

Surging population growth and shrinking outdoor recreation space characterize this region. Its 1960 population of 883,000 is expected to increase to 1,450,000 in 1980, and to 3,720,000 in the year 2020. As in other metropolitan areas, the acquisition and development of public outdoor recreation facilities has been severely inadequate. This is particularly serious in this region because of the great appeal of the beaches and the other waterfront areas, which draw not only from the immediate metropolitan area, but from across the state, and indeed from the entire eastern seaboard.

There is urgent need for additional State Parks. Some of the individual localities have done well on local projects, but both the scale of the resources and of the demand require strong regional planning and regional action.

The individual cities of this region have good recreation plans and facilities. All would benefit from more active participation in regional planning and development of inter-related resources.



PROPOSALS

STATE WILDLIFE
MANAGEMENT AREA

- Approximately 50,000 acres of Dismal Swamp, including Lake Drummond, should be acquired as a Wildlife Management Area. This deserves high priority. A small part of the area, bordering on Lake Drummond and the feeder ditch, should be preserved as a Natural Area with foot and boat access to the lake.

NATIONAL PARKS

- ② A substantial ocean beachfront should be made available for public use on the Atlantic Ocean south of Virginia Beach. Public access to ocean beachfronts is diminishing rapidly and this project deserves high priority.

③ Seashore Park is the state's most popular and unique park. It should be diligently protected, and the State should make certain that if Fort Story ever becomes surplus property, this area is added to Seashore Park.

④ The Lower Chickahominy near its confluence with the James would serve plantation country visitors and complement other area attractions. (See also Item 8, Region 8.)

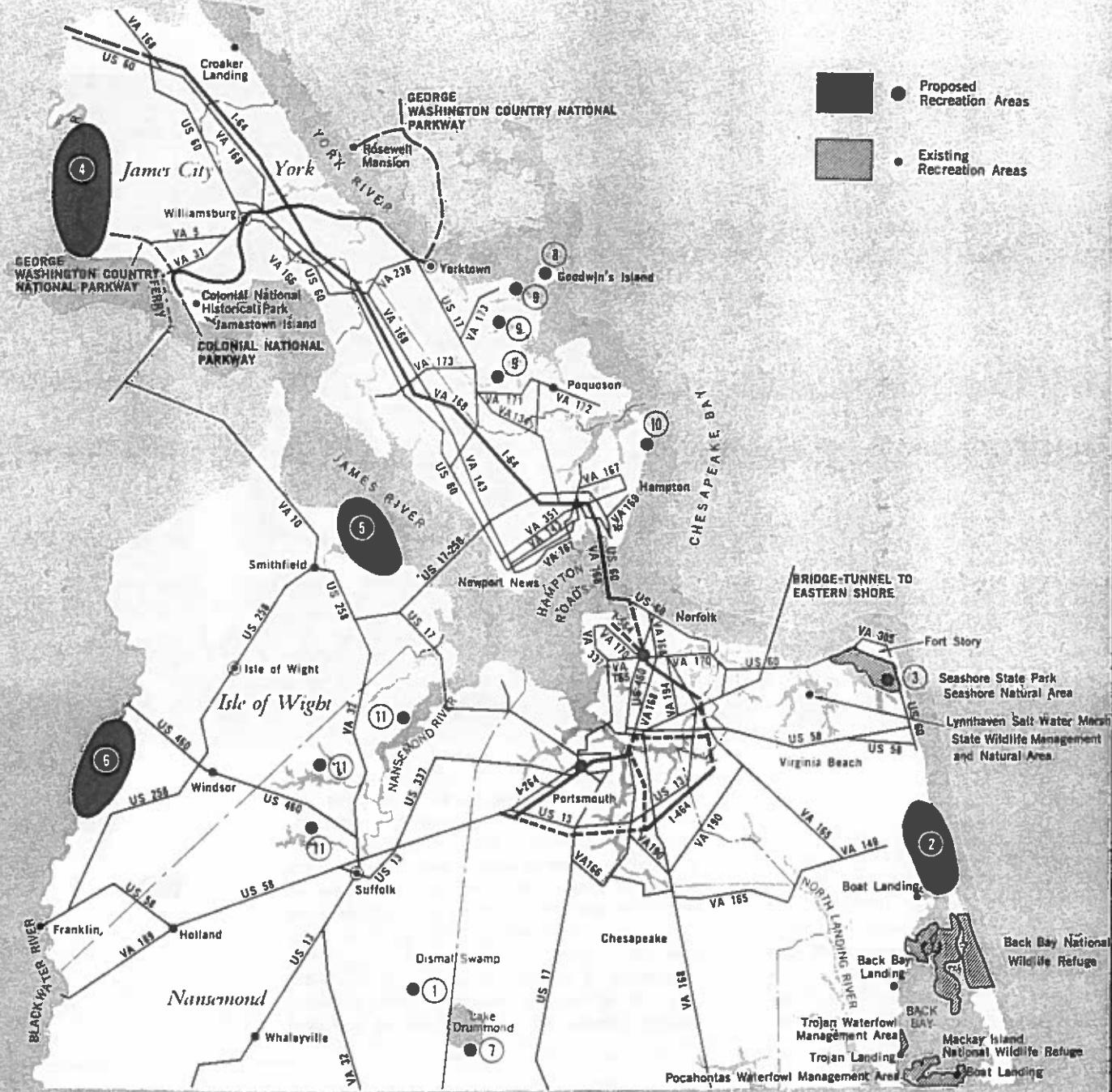
⑤ A State Park in Isle of Wight County on the James River would provide water-based recreation for the metropolitan population south of the river.

⑥ A site on the Blackwater River should be acquired for future development. (See also Item 2, Region 9.)

⑦ A camping and service area near Dismal Swamp should be considered as a base from which people might visit the Dismal Swamp Wildlife Management Area and Natural Area.

REGIONAL PARKS

- ⑧ Goodwin's Island, a low sandy island at the mouth of the York River.
 - ⑨ Lower York and Chesapeake Bay, including sites at Big Bethel, Hampton and Lee Hall Watershed Reservation.
 - ⑩ Grand View Beach, facing on Chesapeake Bay.
 - ⑪ Nansemond River and Nansemond County lakes provide attractive areas available for public recreation development.





REGION 4

4

ROANOKE-LYNCHBURG

The Roanoke-Lynchburg Region constitutes the principal urbanizing area of western Virginia, having a 1960 population of 300,532, which is expected to increase to 450,000 in 1980 and to 980,000 by the year 2020. Situated in the valleys and foothills of the Blue Ridge, it has many opportunities for the development of public outdoor recreation.

This region has two examples of constructive regional action. The first is the report on "Roanoke Valley Open Spaces" by the Roanoke Valley Regional Planning Commission. Its recommendations should be the basis of action in that area. The second example is the Smith Mountain and Leesville Reservoir Regional Planning Commission, formed for the effective development of the resources of Smith Mountain Lake. These regional efforts should be encouraged and supported by the proposed Commission of Outdoor Recreation.

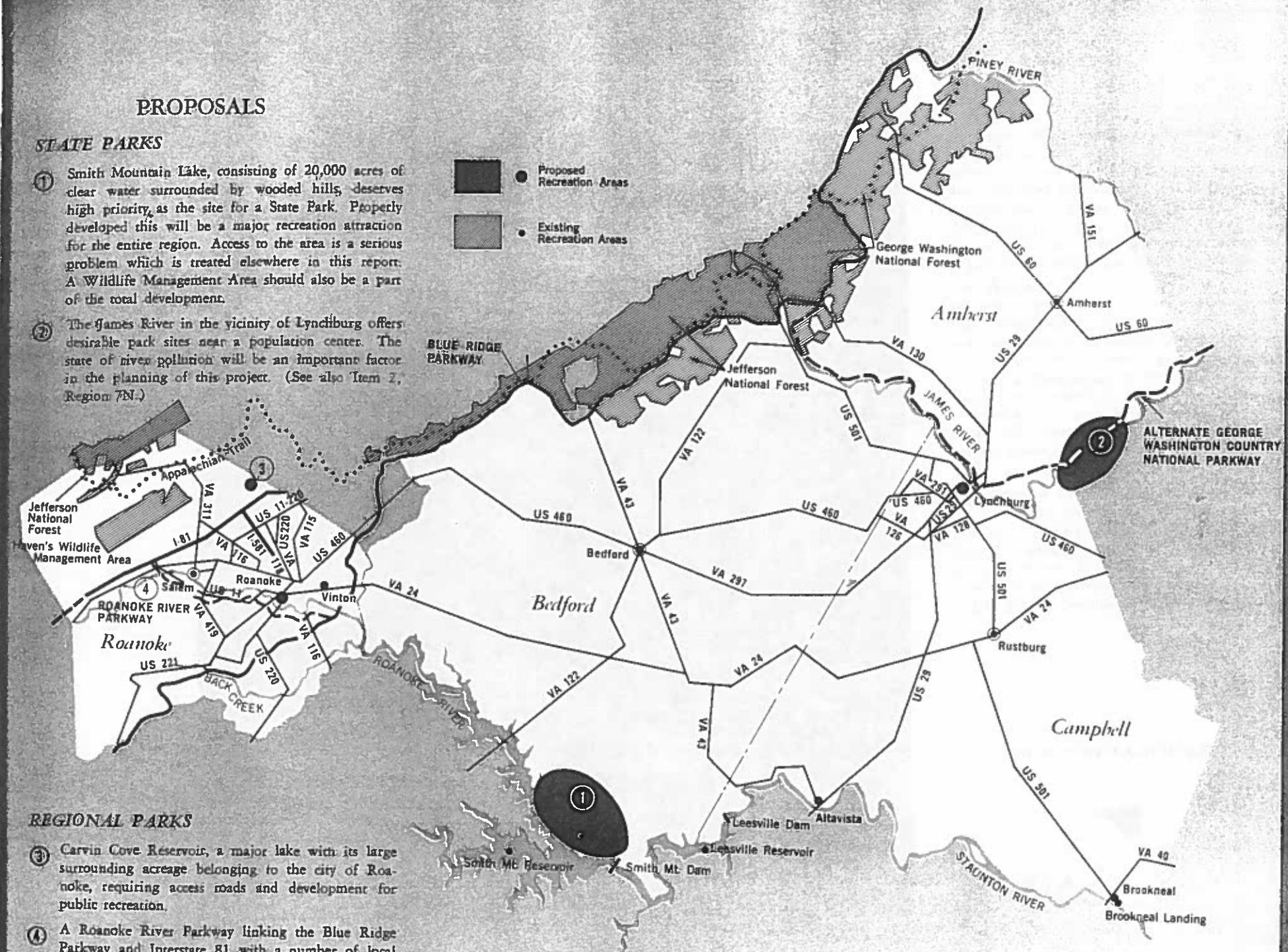
The vast acreages of the George Washington and Jefferson National Forests offer great recreation potential. The U. S. Forest Service has detailed plans for development of camp sites, access roads, picnic areas, and other improvements. The proposed Commission of Outdoor Recreation should coordinate State, regional, and local projects with those of the U. S. Forest Service and other Federal agencies.

PROPOSALS

STATE PARKS

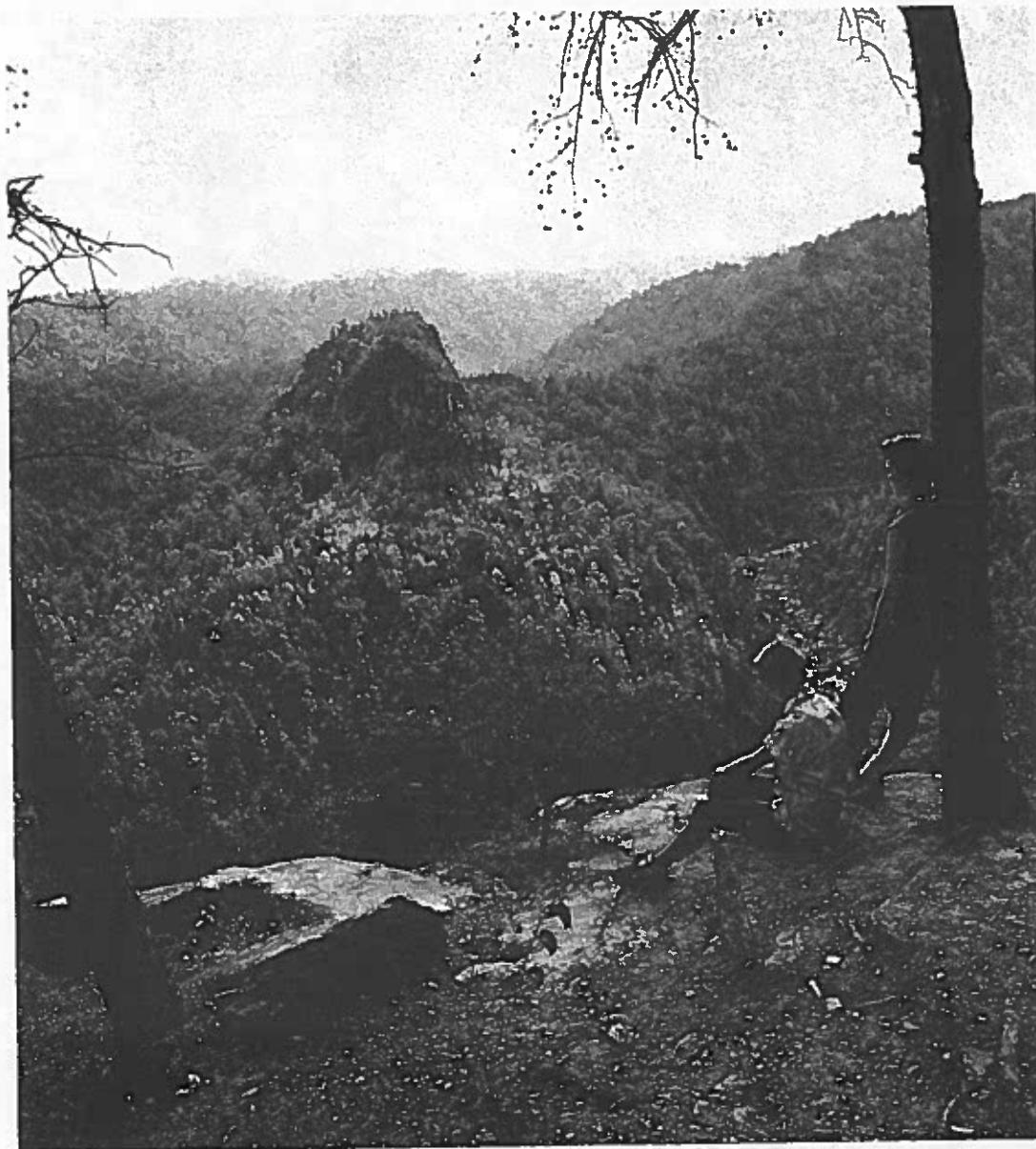
- (1) Smith Mountain Lake, consisting of 20,000 acres of clear water surrounded by wooded hills, deserves high priority as the site for a State Park. Properly developed this will be a major recreation attraction for the entire region. Access to the area is a serious problem which is treated elsewhere in this report. A Wildlife Management Area should also be a part of the total development.

(2) The James River in the vicinity of Lynchburg offers desirable park sites near a population center. The state of river pollution will be an important factor in the planning of this project. (See also Item 2, Region TN.)



REGIONAL PARKS

- ③ Carvin Cove Reservoir, a major lake with its large surrounding acreage belonging to the city of Roanoke, requiring access roads and development for public recreation.
 - ④ A Roanoke River Parkway linking the Blue Ridge Parkway and Interstate 81 with a number of local and regional parks.



REGION 5



SOUTHWEST VIRGINIA

Southwest Virginia, beyond Roanoke and the Blue Ridge, is a vast expanse of forest, mountains and clean streams. It has a relatively stable population. The development of outdoor recreation facilities here can be of great value to urban sections of Virginia and would afford economic benefit to the region.

There are in the area the Jefferson National Forest, the Blue Ridge Parkway, the Hungry Mother and Claytor Lake State Parks, and the Breaks Interstate Park. Mt. Rogers State Park, already authorized, will be a major addition.

State, Federal and local efforts should be coordinated, through the Commission of Outdoor Recreation, with the National Park Service, the United States Forest Service, and other Federal agencies.

The Virginia section of a new Allegheny National Parkway is being studied by the National Park Service. It would pick up at the Kentucky border and run through Pennington Gap, Big Stone Gap, past High Knob and leave the state near Pound. It would re-enter at Breaks Interstate Park and sweep northeast to the West Virginia border.

PROPOSALS

STATE PARKS

- ① Natural Tunnel offers a unique natural phenomenon in a setting within day-use reach of a substantial number of people not now served.
 - ② Blue Ridge Reservoir. As experience has shown at Smith Mountain Lake, there will be a huge demand for access to the proposed Blue Ridge Reservoir. Planning of land acquisition and access roads should be undertaken in advance of the project construction.

PARKWAYS

- ③ A Parkway along the New River should be considered. It would capture some of the state's outstanding scenery and connect Claytor Lake State Park with Mt. Rogers State Park, passing by the proposed Blue Ridge Reservoir.





REGION 6



UPPER VALLEY

This region contains some of Virginia's most charming countryside, much sought after as a recreation area.

It is also a growing area with busy industrial communities like Winchester, Harrisonburg, Staunton, Lexington and Waynesboro. The 1960 population of 312,000 is expected to increase to 420,000 in 1980 and to 840,000 in the year 2020. The interstate highways will bring many thousands of visitors from the metropolitan eastern seaboard.

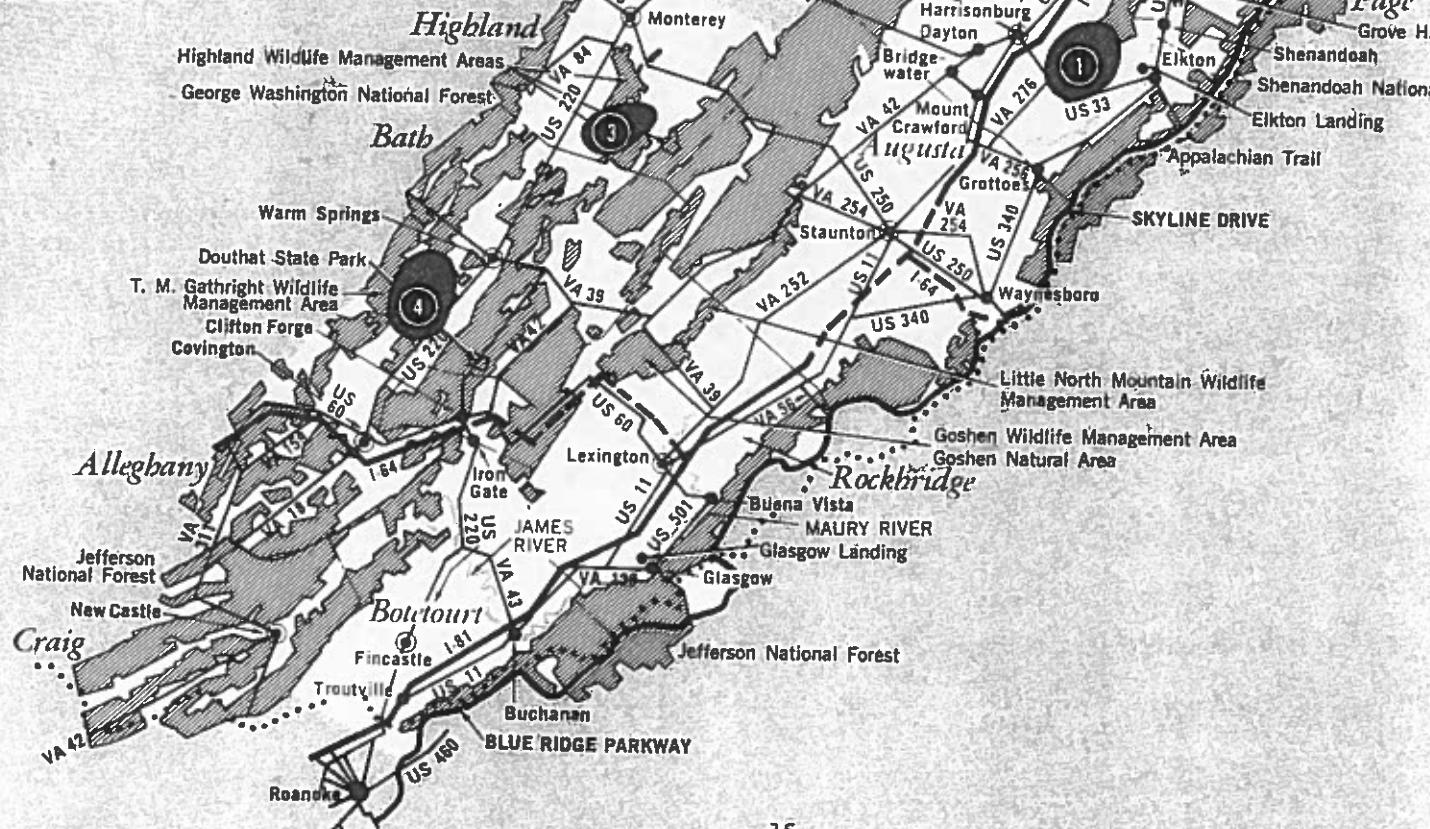
Though much of the land is in public ownership — Shenandoah National Park, Blue Ridge Parkway, and the George Washington and Jefferson National Forests — there is still need for more recreation opportunities for the growing population and the increasing flow of visitors.

This region, and the State, have vital concern with projects affecting the Potomac River Basin, of which the forks of the Shenandoah River are a part. The State must act to analyze and project its interests in this part of the Potomac River Basin development.

PROPOSALS

STATE PARKS

- ① The south end of Massanutton Mountain deserves high priority. It is an attractive natural feature accessible to residents of the area and to visitors.
- ② Cedar Creek offers a desirable river and valley setting close to populous areas.
- ③ Highland County contains high, rugged country. A State Park in the area would have great appeal and would be of substantial benefit to the local economy.
- ④ As the Gathright impoundment is undertaken, plans should be developed for access to the water and for suitable recreation facilities. The proposed Commission of Outdoor Recreation should consider the plans for development and management along with the U. S. Corps of Engineers and the Commission of Game and Inland Fisheries.



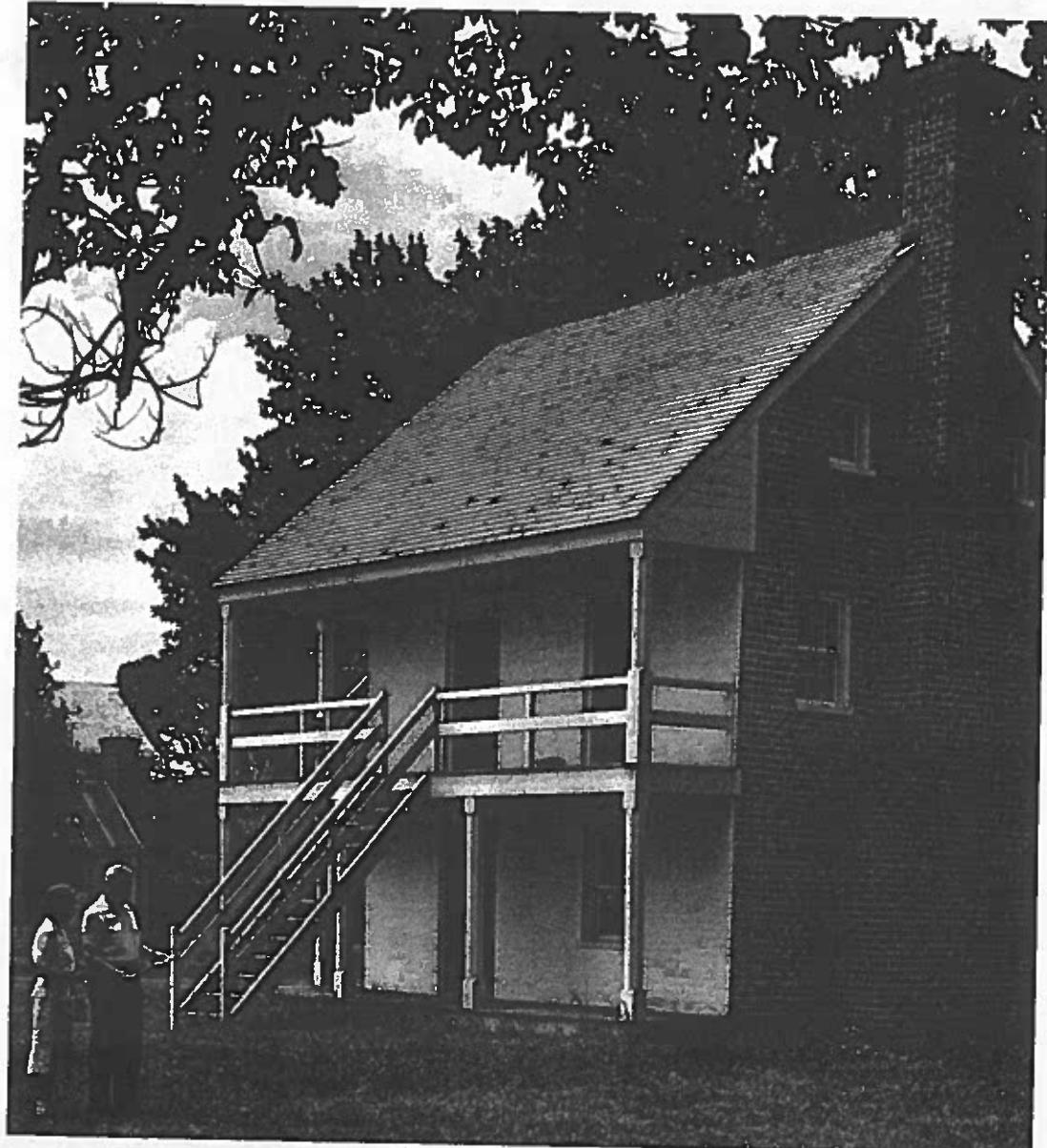
REGION 7N



PIEDMONT NORTH

This region is the center of the Piedmont plateau. It connects dense metropolitan areas of the eastern seaboard with the unique natural resources of the Blue Ridge foothills, the upper James River, and with many points of historical interest. Perhaps the region's greatest opportunity lies in the protection and wise use of its rivers—the Rappahannock, Rapidan, North Anna, South Anna, Rivanna, James and Appomattox.

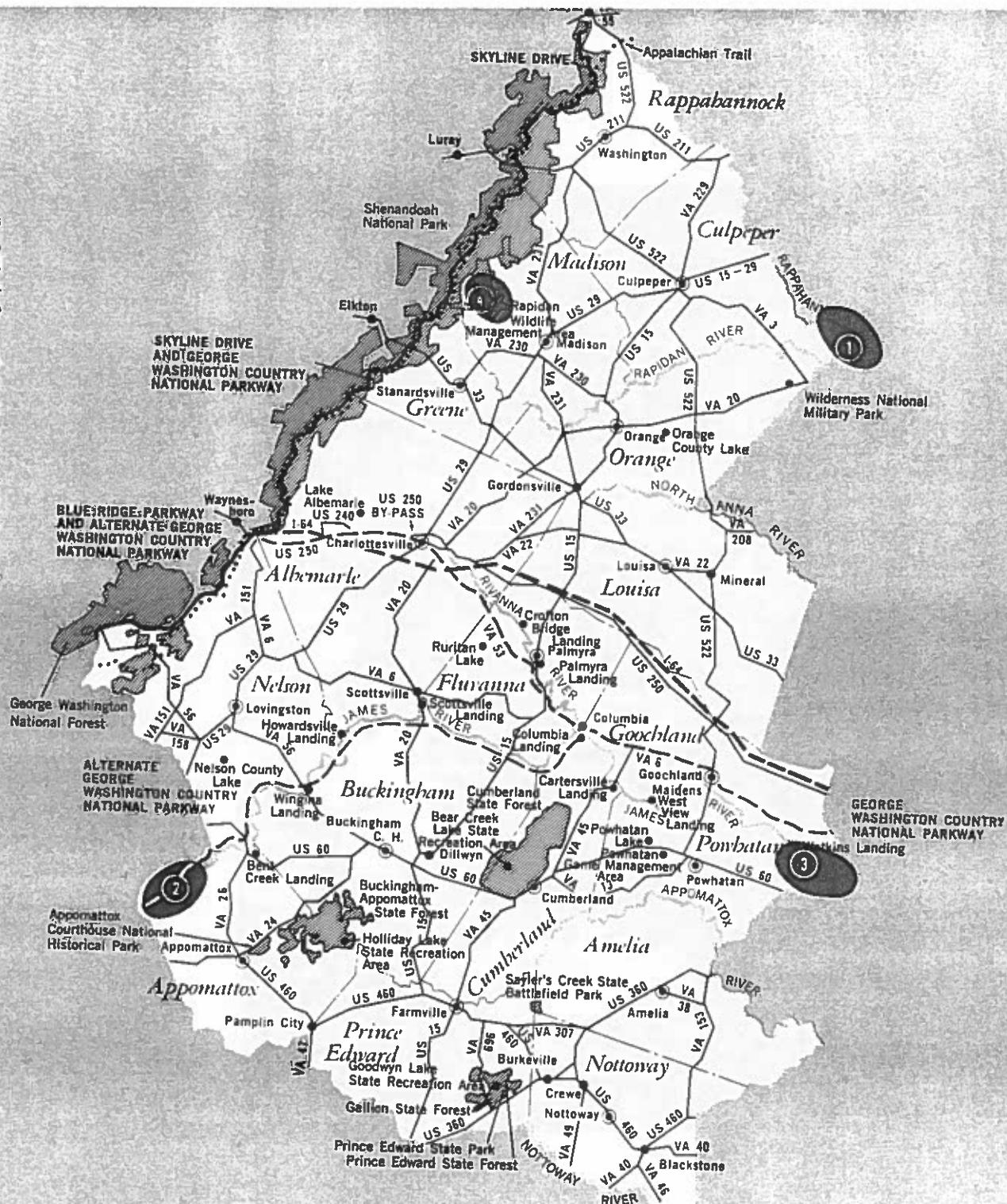
On the urban fringe, it could benefit greatly from local land use planning and zoning and from regional approaches to common problems and opportunities. This type of action will be necessary to protect the quality of the countryside.



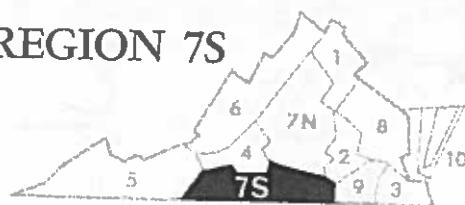
PROPOSALS

STATE PARKS

- ① The Kelly's Ford area on the Rappahannock offers desirable recreation opportunities in its present state, unpolluted and with white water rapids. If and when a dam is constructed at Salem Church at a later date, the design of the park could be altered to fit the impoundment. (See also Item 5, Region 1.)
- ② The James River in the vicinity of Lynchburg offers desirable park sites near a population center. The state of river pollution will be an important factor in the planning of this project. (See also Item 2, Region 4.)
- ③ The James River west of Richmond. As the Richmond metropolitan area spreads westward, the river will provide increasingly valuable possibilities. (See also Item 5, Region 2.)
- ④ A part of Rappidan Wildlife Management Area might well be converted to a State Park to serve the Northern Piedmont and Northern Virginia metropolitan regions.



REGION 7S



PIEDMONT SOUTH

The most striking recreation resources of this region are Buggs Island Lake and Gaston Lake. The proper development of access and facilities will be increasingly important to the economy of the area. Much benefit could come from more active regional planning and regional action to realize the great potential offered by the two lakes.

The attractiveness of Bugbs Island Lake might be substantially improved by continued attention to the silting which comes largely from the Dan River. This will require continued intensive attention to soil conservation practices on the entire watershed.

In the interest of recreation development around the reservoirs, it is recommended that they be re-categorized by the Corps of Engineers to include "recreational purposes" as a function of the impoundments. This amendment would be the key to development and operational procedures advantageous to the region.

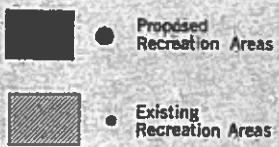
The proposed Commission of Outdoor Recreation should assist local governments and Regional Authorities in joint development plans and programs with the U. S. Army Engineers.



PROPOSALS

STATE PARKS

- ① A site on the northern shore of Buggs Island Lake with good access from major roads deserves high priority as a State Park.
- ② A site should be located in central Pittsylvania County to meet day-use needs of the area, including the City of Danville.

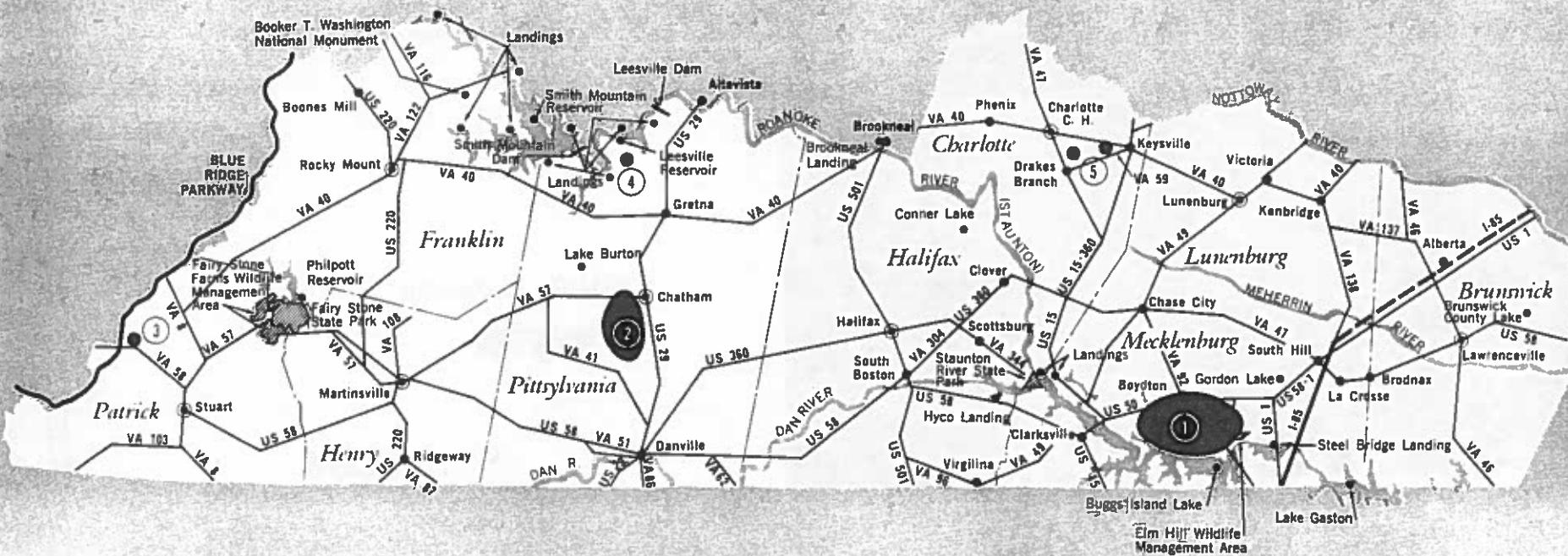


STATE NATURAL AREA

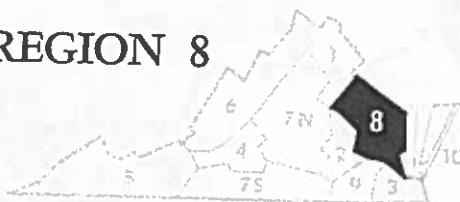
- ③ Busted Rock offers distinctive natural and scenic conditions. It should be added to the Natural Areas System.

REGIONAL PARKS

- ④ The Leesville Reservoir offers an opportunity for a regional recreation area on the south bank of the impoundment. Heavy draw-down must be considered.
- ⑤ At Keysville and at Drake's Branch, watershed projects offer attractive day-use and camping opportunities.



REGION 8



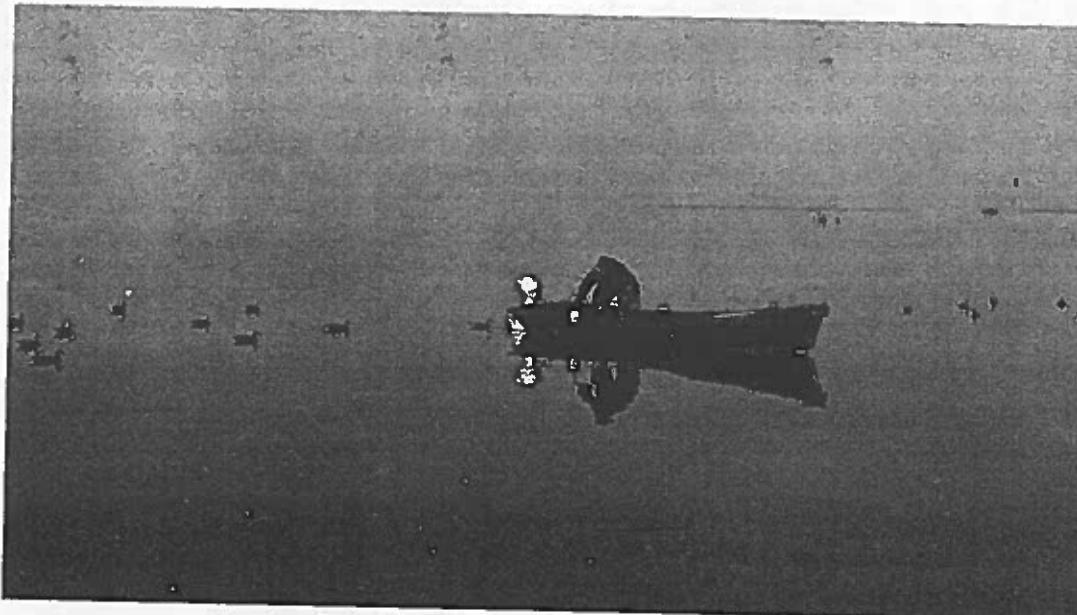
NORTHERN TIDEWATER

One of the plainest facts of outdoor recreation is that the people want access to clean water. They like to camp beside it, swim in it, ski on it, and just loaf near it. No other region in the state has such a wealth of waterbased resources. In the area are three major rivers—the Potomac, the Rappahannock, and the York, which flow into the Chesapeake Bay to the east. Acquisition of points of access and of park sites for camping, boating, and swim-

ming on these rivers, as near as possible to the Bay, is a matter of high priority.

In addition to these assets, there is on both peninsulas a wealth of historic sites which will be made more readily available by the proposed George Washington Country National Parkway from the Washington metropolitan area to Yorktown. The proposed State Parks near the mouth of each of the great rivers are perhaps the highest priority proposals. Linked and coordinated in their development with the proposed George Washington Country National Parkway, they will constitute an incomparable asset to the area and to the entire state.

Immediately to the west and south is the urban crescent. With its swelling population and rapid improvement of roads, there is a critical need to be met. Properly developed, the area's great resources will provide incomparable recreation opportunities to millions of people, with great economic benefit to the region.



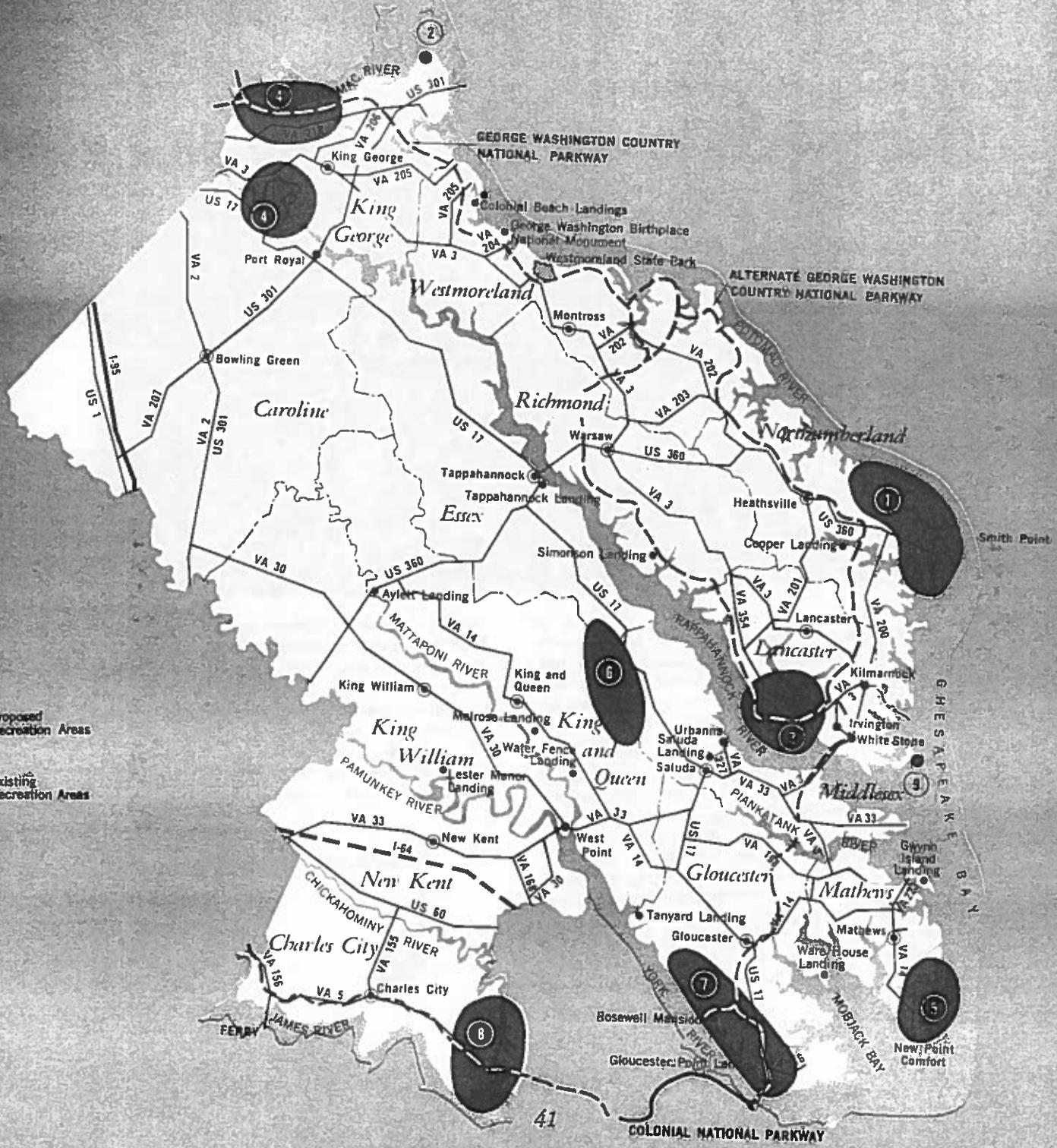
PROPOSALS

STATE PARKS

- ① The Smith Point area at the mouth of the Potomac. This rates high priority. The Coan River area is an alternative for consideration as a Regional Park.
- ② Mathias Point on the south bank of the Potomac in King George County.
- ③ Near the mouth of the Rappahannock in Lancaster County. This is one of the state's most popular boating and fishing areas.
- ④ Either the Smoot Farm area on the Potomac River East of Fredericksburg or a site on the Rappahannock River between Fredericksburg and Port Royal.
- ⑤ Mathews County on the Chesapeake Bay above New Point.
- ⑥ Dragon Run, a clean stream of great beauty which should be acquired as a State Forest for later development as a State Park and Natural Area.
- ⑦ York River near Gloucester Point. This is another of the state's most popular boating and fishing areas. This rates high priority.
- ⑧ The Lower Chickahominy near its confluence with the James. This would serve the plantation country visitors and complement other area attractions. (See Item 4, Region 3.)

STATE NATURAL AREA

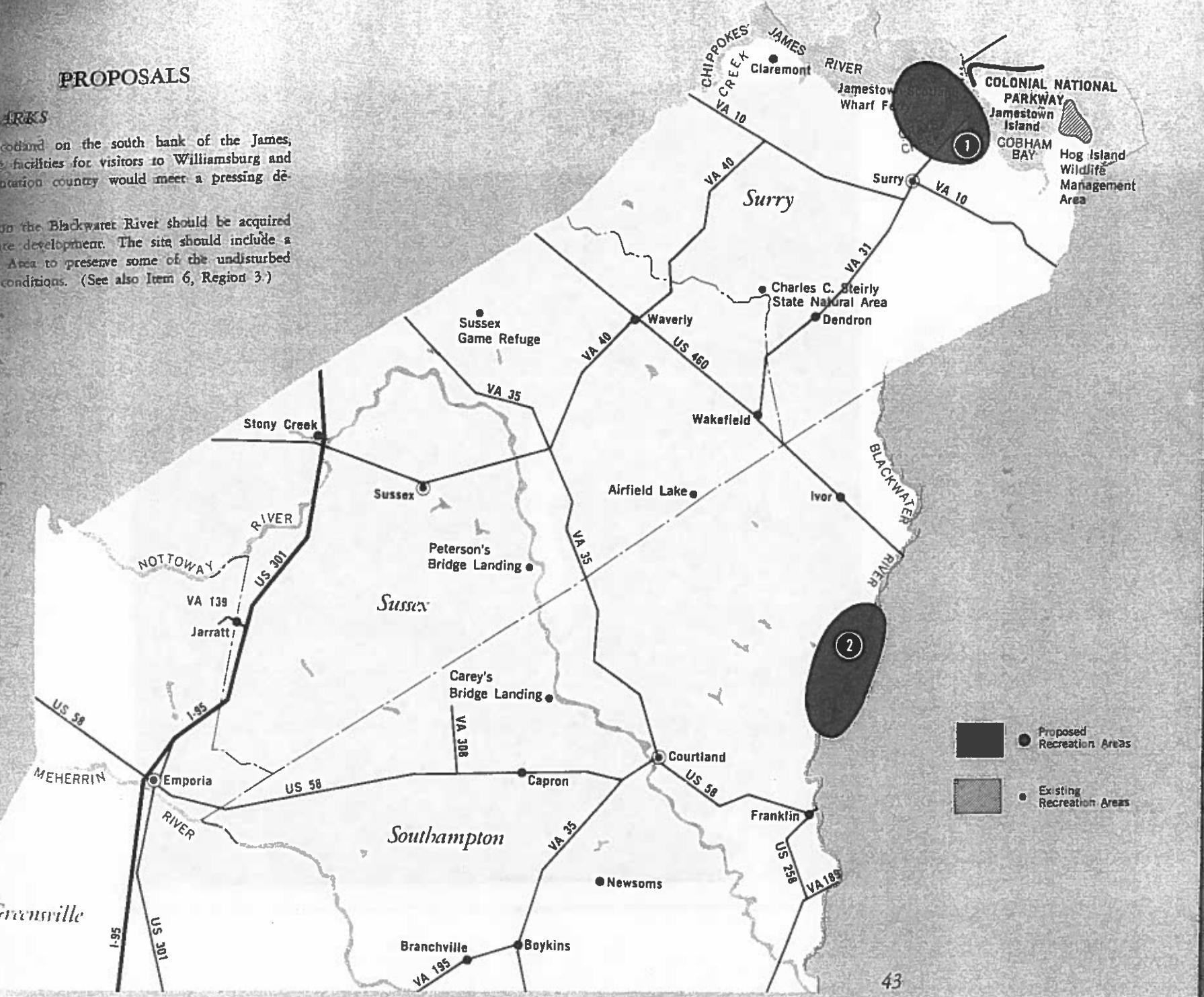
- ⑨ Windmill Point is typical of a number of small, distinctive low-lying waterfront areas which are valuable in their natural state as wildlife habitat and as nature preserves. The Commission of Outdoor Recreation should consider the inclusion of this type of resource in the Natural Areas System.



PROPOSALS

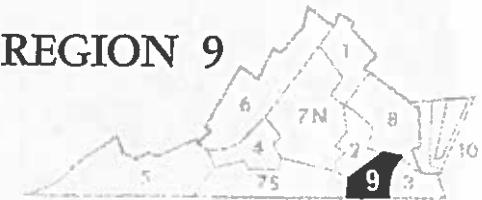
NATIONAL PARKS

- ① Near Scotland on the south bank of the James, camping facilities for visitors to Williamsburg and the plantation country would meet a pressing demand.
- ② A site on the Blackwater River should be acquired for future development. The site should include a Natural Area to preserve some of the undisturbed natural conditions. (See also Item 6, Region 3.)





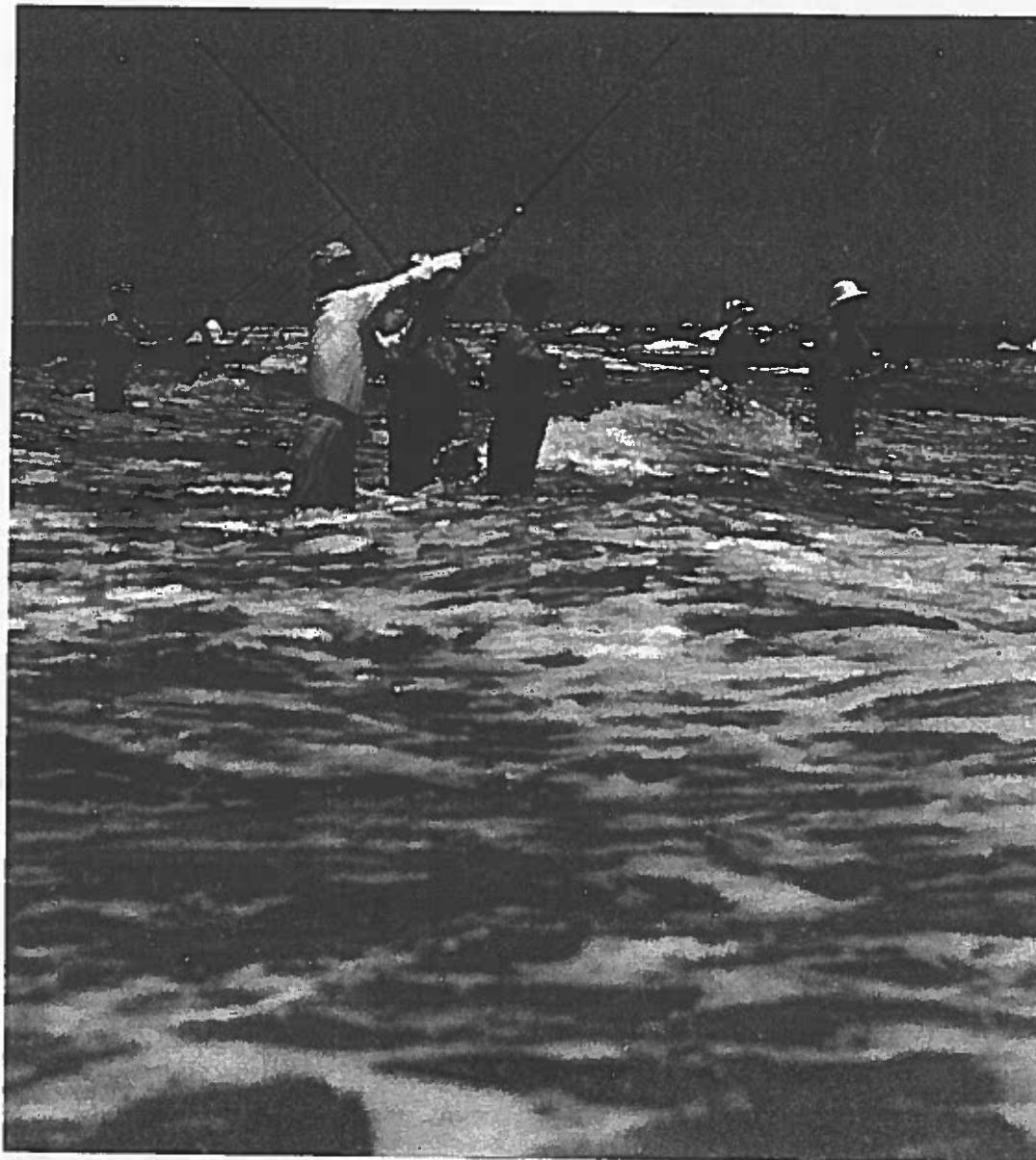
REGION 9



SOUTHERN TIDEWATER

This region has substantial access to the James River and lies close to two of Virginia's fastest growing metropolitan areas. The preservation of the streambeds of the Nottoway and Blackwater Rivers will also provide important fishing, hiking, and camping opportunities. The development of major access to these rivers is a great regional need.

Along Route 10, through Isle of Wight, Surry, and Prince George counties, are a number of great colonial plantations and many points of historic significance. The preservation of the plantation environment, particularly along the riverfront, is a subject of great importance treated elsewhere in this report.



REGION 10



EASTERN SHORE

The Eastern Shore offers vast beaches, marshes, and tidal estuaries constituting a wealth of outdoor recreation resources. For the most part, they are undeveloped for public recreation use. The area has suffered certain economic difficulties and a declining population in recent years. It is particularly important to have a sound plan of procedure to protect and make the best use of the natural resources.

Several studies and recommendations have been made for the development of the Eastern Shore. All agree that the recreation potential presents the greatest opportunity for the long-range economic good. As in other parts of the state, access to recreation areas is a problem in need of attention. The enjoyment of Parker's Marsh Natural Area, for example, is limited by inadequate access roads.

The Assateague-Chincoteague area is by Act of Congress to become a National Seashore Park. The Commission approves this action.

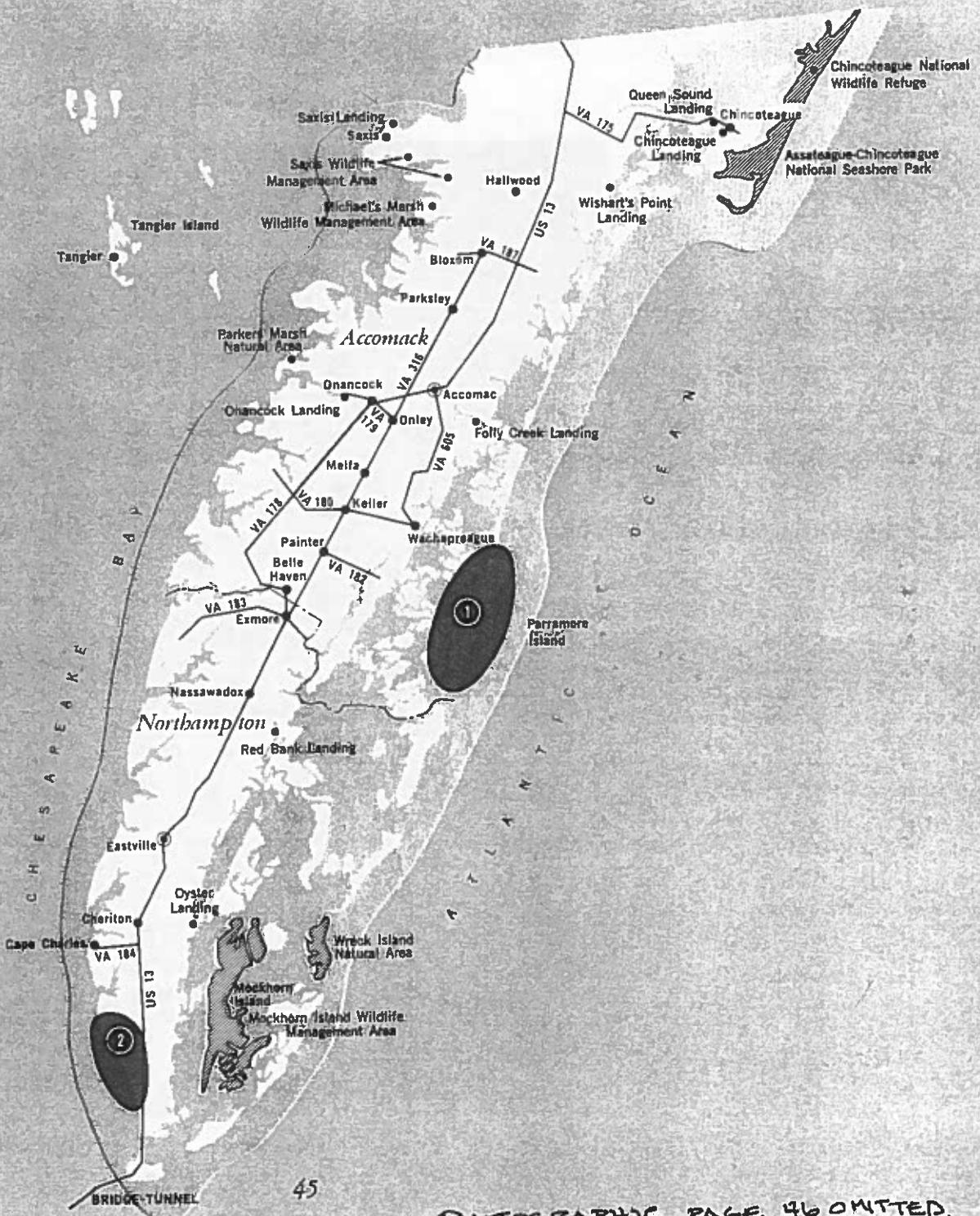
PROPOSALS

STATE PARKS

① Barramore Island as either a State Park or a National Seashore Park. The National Park Service is studying the feasibility of Barramore as a National Seashore Park. The proposed Commission of Outdoor Recreation should analyze the results of this study and co-operate with the National Park Service in conserving this incomparable resource.

If the proposed Commission of Outdoor Recreation feels that Barramore Island should become a State or National Seashore Park, consideration should be given to access by a bridge and causeway system. Studies must first be made to determine cost of construction, cost of maintenance, feasibility of providing water and sewage treatment to developments on the islands, the stability of the islands, the frequency of inundation and the effect on fisheries.

② Below Cape Charles on the southwestern tip of the Shore. This is near the Chesapeake Bay Bridge-Tunnel which connects the area with the Norfolk metropolitan area.



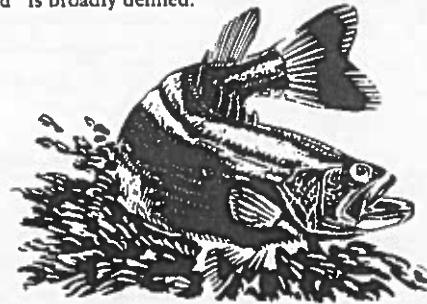
RATIONALE OF RECOMMENDATIONS

1 A STATE OUTDOOR RECREATION AND OPEN SPACE POLICY

In embarking on a program of conservation and development of outdoor recreation resources for the public benefit, the first step must necessarily be a legislative statement of policy to guide the State and its political subdivisions, and to broaden and clarify the legal authority necessary to implement the program. This statement should declare, among other things, that the preservation of permanent open space is a public necessity, and that the use of public funds and the exercise of various legal powers to acquire and preserve these lands and waters, including the acquisition of easements or other limited rights, would be for a public purpose.

The present lack of such a legislative assertion limits the acquisition of open areas by cities, towns, and counties to public parks, playgrounds, and other areas for intensive use. Much of the land required under modern open space plans will not be so actively used. Some may be needed to preserve scenic or other values without being open to the public at all, being left in agriculture, pasture, estates, or marshes. Other lands can be open to light public use, such as forest preserves or golf courses. Outright ownership of the land is not always necessary if scenic easements or development rights can be acquired. But the cities, towns, and counties of Virginia do not now have this power.

A copy of the act suggested for accomplishing these objectives will be found on pages 86 and 87. It authorizes appropriate State and local public bodies to acquire, by purchase or otherwise, such rights or title in property as will provide a means of preserving open space. It authorizes such acquisition by eminent domain procedure, in which the public necessity is determined by the public body. It requires such acquisitions to be in conformity with the official comprehensive land use plan for the area, and limits the diversion of property once acquired unless replaced by equivalent property. It permits open spaces to be leased or conveyed with limitations on use and development that will preserve their open character. It provides for tax reductions in the case of easements or other limited acquisitions. The term "open-space land" is broadly defined.



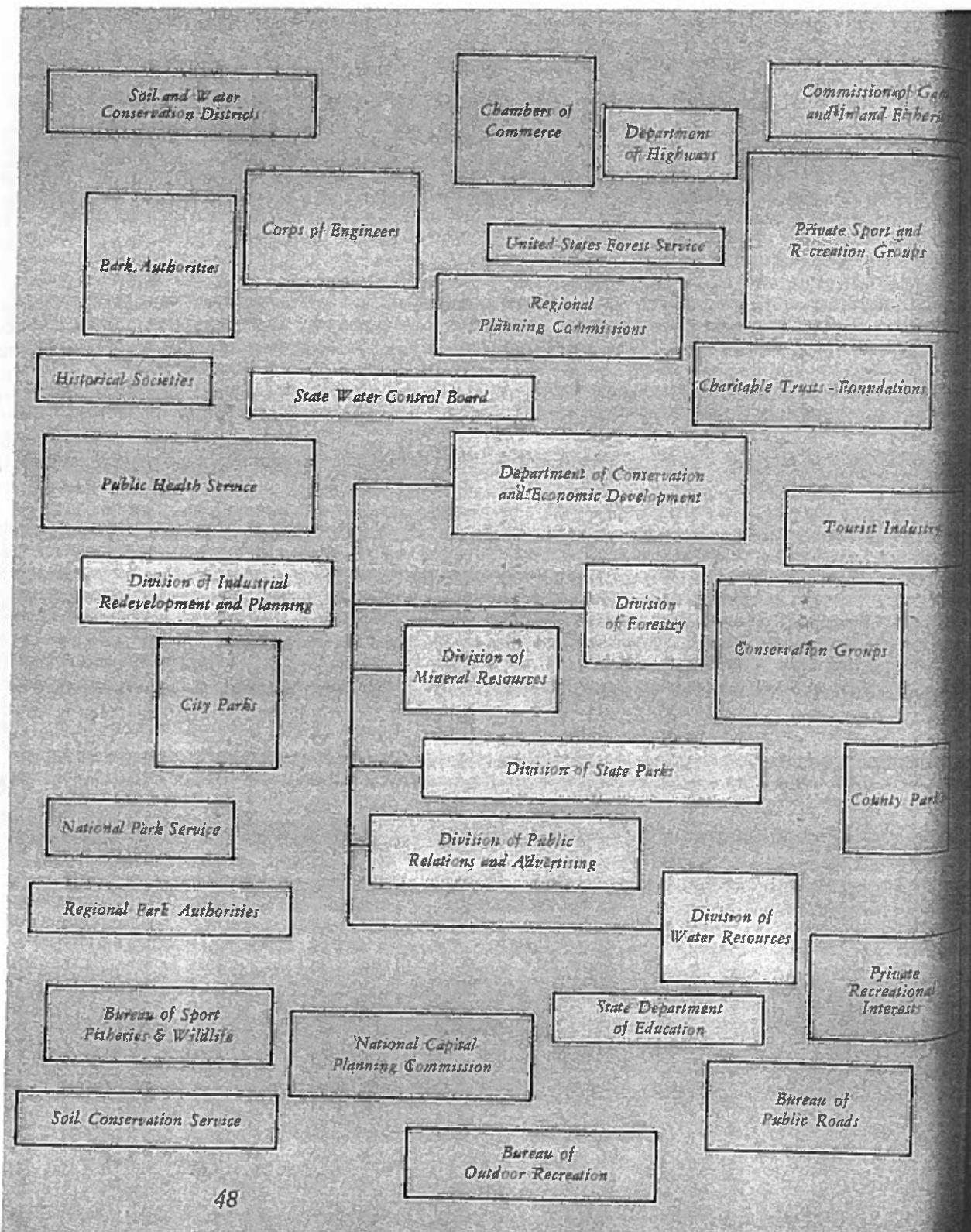
2 A COMMISSION OF OUTDOOR RECREATION

A permanent Commission is needed to develop and effectuate the Virginia Outdoors Plan. The Study Commission learned in its own explorations, and heard at all public hearings, of the need for a State agency to coordinate the great number of local, regional, State, and Federal programs concerned with different aspects of Virginia's outdoor recreation resources. The absence of this coordination causes costly gaps and overlaps and makes exceedingly difficult the practical and economical treatment of resources and needs. The present disarray, and the Commission's proposal for its correction, are shown on this and the following page.

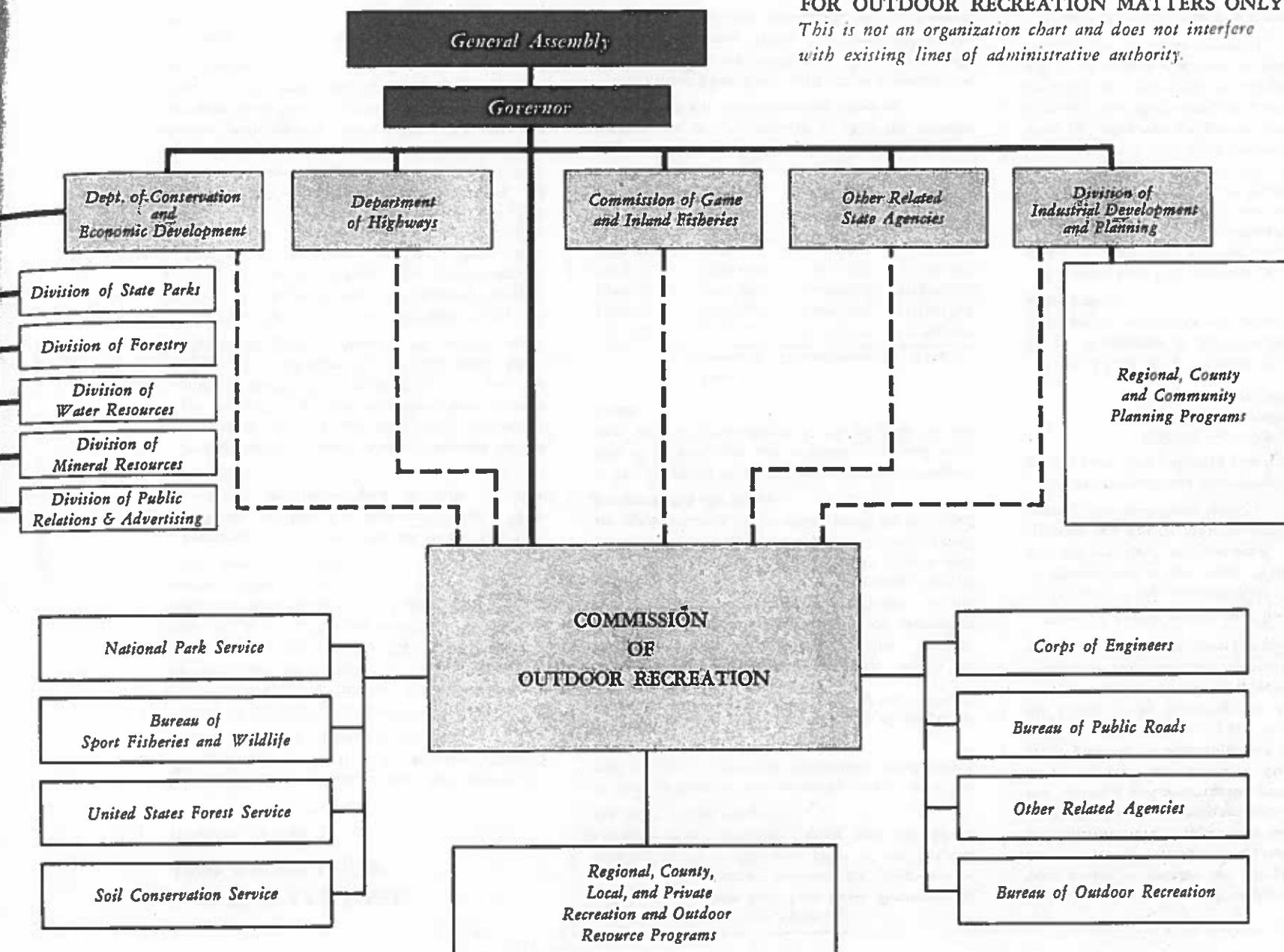
There is now no State machinery for continuing the work started by this Study Commission. State and local governments will have need for a continuing analysis of resources and demands. This is not now available. This work does not fall within the responsibility of any existing agency, and it should not be squeezed into one. The proposed Commission should have the duties and powers necessary to achieve a degree of coordination which cannot be achieved by a Division or an existing Department.

The proposed Commission should have the responsibility for the administration of the Virginia Outdoors Fund, described on pages 62-65. It should review local and regional plans and recommend allocations for their implementation as parts of the total plan.

It should be emphasized that the Commission of Outdoor Recreation will not be an operating agency. The existing operating Departments and Commissions will continue their present activities. The powers and duties of the proposed Commission are set out in the proposed legislation, beginning on page 87.



**PROPOSED LINES OF COMMUNICATION
FOR OUTDOOR RECREATION MATTERS ONLY**
*This is not an organization chart and does not interfere
with existing lines of administrative authority.*



3 THE STATE PARK AND RECREATION AREA SYSTEM

Virginia's small but choice State Park system consists of 9 State Parks, 3 Recreation Areas, 5 Natural Areas, and 1 Interstate Park.

Seven of the parks were developed by the Civilian Conservation Corps in the mid-30's and donated to the State; they were selected to conserve large distinctive natural areas—2 in Tidewater, 2 in Piedmont, and 3 in the Western Mountains. Aside from these, the State has added only 3 parks, including the interstate park, and authorized a fourth, *all in the western part of the state.*

Recreation Areas supplement the State Park system by offering facilities for high-density use. These are operated by the Division of Parks on State Forest lands.

Natural Areas are small outdoor museums for the protection of those few rare spots where the ecology is yet undisturbed by man and where there exists a natural condition of great distinction. These are available for observation and scientific study under regulations designed to conserve the natural values.

Virginia's State Parks and Recreation Areas fall far short of meeting present and growing demands. For example, one out of every three families seeking a camp site is turned away. The State Park system does not include a reasonable range of Virginia's great outdoor recreation resources. Despite the great lure of the Tidewater for boating, swimming and other water-related activities there are only two State Parks in the entire area—Westmoreland and Seashore—both seriously over-crowded. And parks and recreation areas have not been added or improved in relation to the State's population increase and urban concentration.

Prompt corrective action is recommended in two basic ways:

First, acquire new State Park lands. Beginning on page 24, 39 general locations are suggested for detailed study in the first phase of the Virginia Outdoors Plan (1966-76). These were selected on the basis of two criteria:

1. The character of the resource; does it offer the type of outdoor recreation opportunity which people want?
2. Its location in relation to numbers of people; is it within convenient distance for day or weekend-use?

Lands and waters which meet these criteria are daily more expensive and less available. The importance of prompt site evaluation and acquisition cannot be overemphasized. Development is important, but acquisition of fast-disappearing resources must have top priority. Approximately 36 new park areas should be acquired during the 1966-76 period and approximately 20 of these should be developed for use within the decade.

The following estimated cost schedule for acquisition of 36 new park and recreation land and water sites, and for development of 20 of them, is suggested:

	Land Acquisition	Development	Total
1966-68	4,280,000	1,000,000	5,280,000
1968-70	5,000,000	4,000,000	9,000,000
1970-72	5,000,000	5,000,000	10,000,000
1972-74	5,000,000	5,000,000	10,000,000
1974-76	4,000,000	5,680,000	9,680,000
Total	\$23,280,000	\$20,680,000	\$43,960,000

The expenditures proposed for the first biennium are lower than those for the remaining biennia, because time will be required to build the technical staff and do site evaluation and planning.

The second basic action calls for enlargement and improvement of the facilities in the present parks and recreation areas. While these are expertly operated and meticulously maintained, the Division of

Parks has been so seriously understaffed that it has been unable to prepare the site plans necessary to full and sound development of trails, campgrounds, and interpretation centers. The administrative staff of the Division of Parks consists of a Commissioner, two assistants, and three clerical personnel. It should be strengthened and geared to administer the proposed program of acquisition and development outlined for the first biennium and to give the localities the benefit of its experience in the operation and design of park facilities. It is estimated that up to 7% of the sums proposed for acquisition and development should be set aside for administrative costs.

Then, of course, money must be provided for the replacement of old and inadequate CCC facilities and for the addition of new ones. With money to plan and execute these improvements, many additional opportunities will be made available in most of our existing park and forest lands.

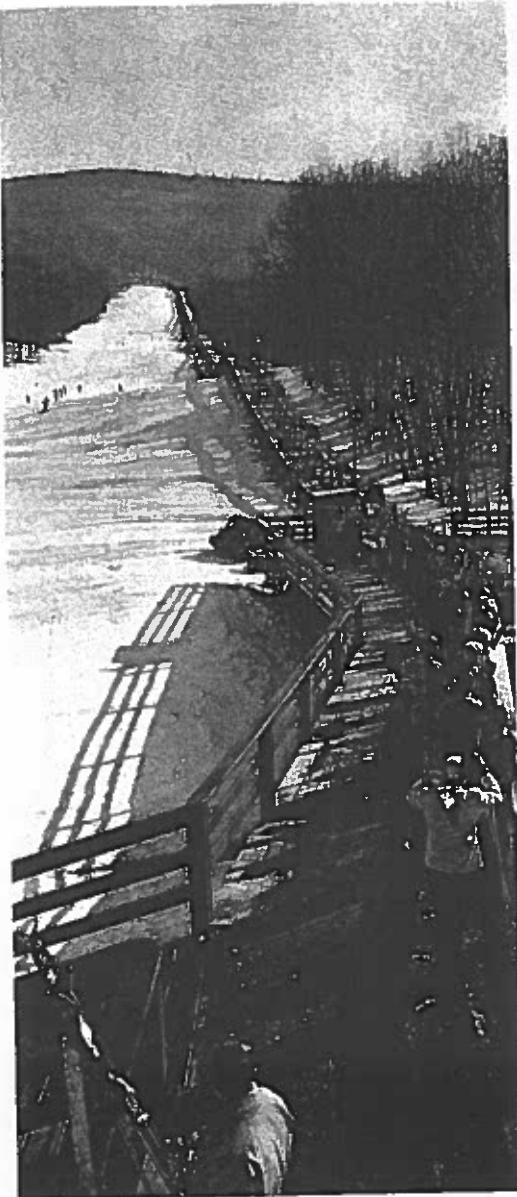
For enlargement and improvement of facilities in present parks, the following schedule is suggested:

1966-68 — \$700,000
1968-70 — 645,000
1970-72 — 604,000

These figures do not include the normal requests of the Department of Conservation and Economic Development for routine maintenance, operation, and improvements.

A worthy State Park system—as here proposed—should not only meet a strong clear demand on the part of Virginians for opportunities to enjoy their natural inheritance; it should pay the State dividends in the form of citizens made happier and wiser by contact with Virginia's rivers, fields, hills, and beaches—an experience re-creating strength and perspective in an age when they are greatly needed. Furthermore, a superior State Park system will serve Virginia as an attraction to visitors and to high-grade industry. It will bring economic activity to sections of Virginia where it will be highly beneficial.

A good State Park system is a good investment.



4 LOCAL AND REGIONAL PLANNING, LAND ACQUISITION AND DEVELOPMENT

There are three basic ways in which the State can help localities in meeting their share of the total Virginia Outdoors Plan: 1) Provision of legal powers and tools, 2) Research and planning assistance, and 3) Matching financial aid. Research and planning assistance as well as financial aid are discussed in detail elsewhere in this section. Here we are concerned with the adequacy of local powers—the legal tools.

The cities, towns, counties, and regions all have the authority now, under Chapter 11 of Title 15.1 of the Code, to prepare comprehensive plans for the long range development and improvement of their territories. This includes: the designation of areas for conservation, recreation, flood plain regulation, drainage, etc., as part of an over-all land use plan; a system of transportation facilities including parkways; and a system of community service locations such as parks, forests, playgrounds, etc. Once adopted, these plans can be administered effectively to influence the preservation of the desired open spaces. At present only 29 counties have land use plans. Very few of the cities or counties have general recreation area proposals.

The power to acquire lands for recreation or other open space purposes, or to acquire easements, has been discussed on page 47. The cities, towns, and counties also have various powers to improve and operate their facilities either directly or through a park authority. Such powers can be exercised individually or jointly through a regional park agency.

Each city, town, and county can zone its territory comprehensively in accordance with its general plan and for a wide variety of purposes. There do not seem to be any major legal deficiencies, except that the open space and flood plain (or conservation) zoning powers need to be more clearly spelled out. The problem lies in inciting the local governments to use their powers. Only 15 of the 96 counties have

zoning ordinances, and only a few of these incorporate any conservation zoning. A few counties have applied zoning to limit the uses that can be made of areas considered unsuitable for intensive development. These police-power regulations can be applied to flood plains, marshes, rugged topography, areas of poor drainage or unstable soil, locales of special recreational or historic value, and the like, to keep them open. No public funds are required for land purchase or maintenance, and the property remains on the tax rolls.

In the case of both planning and zoning, local initiative and use of existing powers have been insufficient. This appears to be due to ignorance of the powers available, lack of understanding of the importance of land use planning and conservation zoning, or shortage of talent and funds for effective planning.

The Commission urges local governments to utilize planning and zoning powers and assistance already obtainable. Financial help is now available to many localities for general planning purposes through the U. S. Housing and Home Finance Agency (701 Program). The Commission recommends that the Planning Office in the Division of Industrial Development and Planning be given substantially greater funds and more personnel than are now provided so that it can offer greater assistance to local governments for comprehensive planning.

The Commission suggests that the adoption of conservation zoning by a local government, as a part of its comprehensive zoning ordinance, might be taken into consideration by the proposed Commission of Outdoor Recreation in its review of applications for matching funds. Information and guidance should be offered to the local governments on the use and value of conservation zoning.

It is recommended that the Code be strengthened by spelling out its intent and authorization unmistakably with respect to conservation zoning by the cities, towns, and counties. A series of minor amendments to Article 8 of Chapter 11, Title 15.1 of the Code of Virginia is contained in the Appendix, pages 89 and 90.

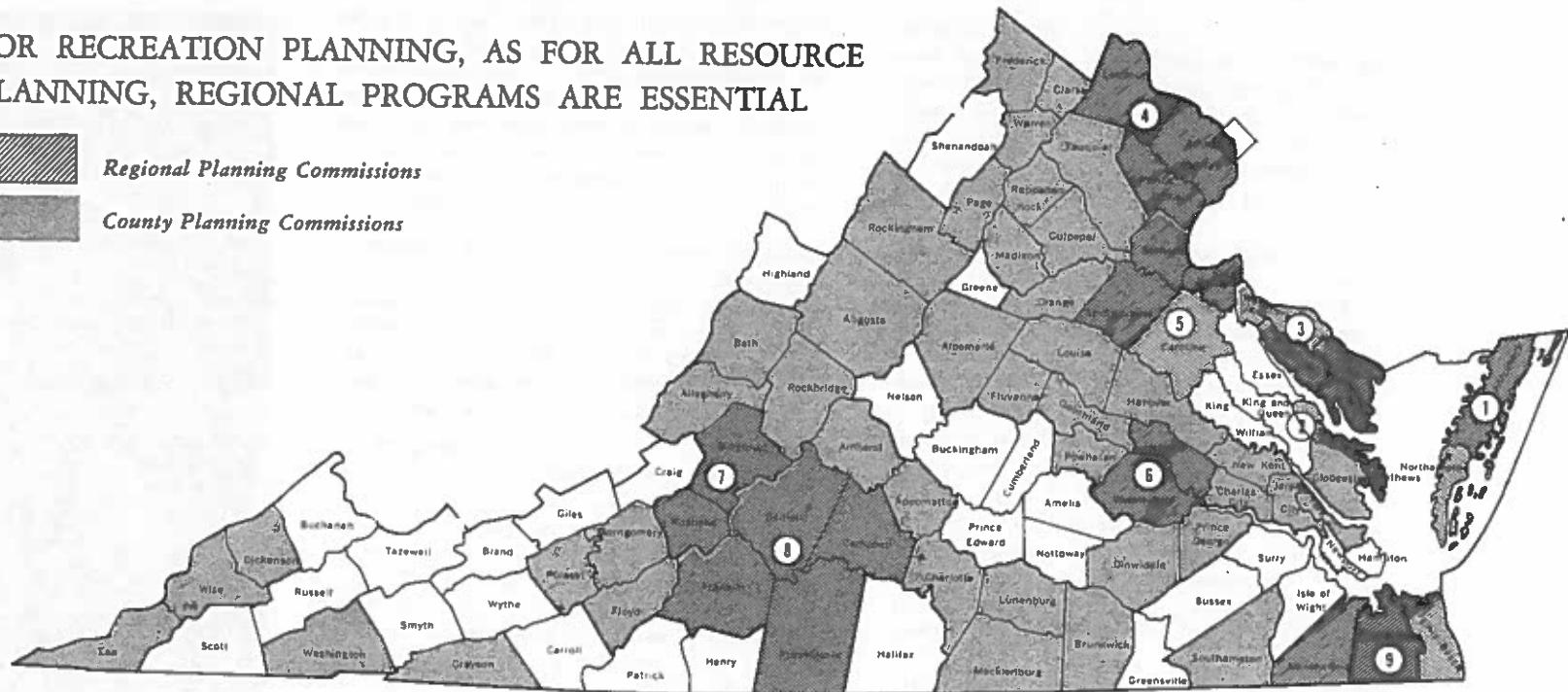
FOR RECREATION PLANNING, AS FOR ALL RESOURCE PLANNING, REGIONAL PROGRAMS ARE ESSENTIAL



Regional Planning Commissions



County Planning Commissions



REGIONAL PLANNING COMMISSIONS OF VIRGINIA

- 1 Eastern Shore of Virginia Regional Planning and Economic Development Commission (*Accomack and Northampton Counties*)
- 2 Middle Peninsula Regional Planning Commission (*Middlesex County*)
- 3 Northern Neck Regional Planning and Economic Development Commission (*Lancaster, Northumberland, Richmond and Westmoreland Counties*)
- 4 Northern Virginia Regional Planning and Economic Development Commission (*Arlington, Loudoun, Fairfax and Prince William Counties and the Cities of Alexandria and Falls Church*)
- 5 Rappahannock Development Association (*Caroline, King George, Spotsylvania and Stafford County and the City of Fredericksburg*)
- 6 Richmond Regional Planning and Economic Development Commission (*Chesterfield and Henrico Counties and the City of Richmond*)
- 7 Roanoke Valley Regional Planning Commission (*Botetourt and Roanoke Counties and the City of Roanoke*)
- 8 Reservoirs Regional Planning and Economic Development Commission (*Bedford, Campbell, Franklin and Pittsylvania Counties*)
- 9 Southeastern Virginia Regional Planning Commission (*The County of Nasemond and the Cities of Chesapeake, Portsmouth, Norfolk, Virginia Beach, and Suffolk.*)

5 REGIONAL PLANNING COMMISSIONS AND REGIONAL PARK AUTHORITIES

Large changes in number and concentration of people, in economics, transportation, and demand on natural resources, have tended to make outdoor recreation resource planning and development increasingly a regional, rather than strictly a local, problem.

One county by itself, for example, cannot plan for the development of Buggs Island Lake or Smith Mountain Lake. This can be achieved only by a Regional Planning Commission made up of the political subdivisions bordering on the lake. The individual cities or counties in the metropolitan areas of Northern Virginia, Richmond, and Norfolk cannot plan as if they were islands unto themselves. A group of economically limited rural counties often develop their resources more effectively by acting on a regional basis.

Local governments now have the power to join in Regional Planning Commissions. A number have done so. But far too few localities have used this power, and some have used it only half-heartedly. The State should encourage regional planning by increasing its matching funds available to Regional Planning Commissions. Adequate appropriations are recommended to permit the State to grant up to \$10,000 annually to each Commission as is presently authorized by law.

Equally important is the power of localities to join in a Regional Park Authority. This power is used even less. One has only to look at disorderly suburban growth to see that no effective provision of resource conservation and development is being made by the separate political subdivisions. A central city, for example, feels it cannot afford to acquire open space in the adjoining county, and the suburban county considers that it has plenty of open space and doesn't intend to provide park space for the central city. The result is a complete stalemate

which will inflict an unattractive community and a rash of rehabilitation and reclamation projects on succeeding generations.

Regional plans and programs should be more widely developed as basic elements of the continuing Virginia Outdoors Plan, grouping localities into units designed for most effective coordination with State and Federal recreation resource efforts. Urban areas, particularly, would be in an improved position to meet their open space needs through regional action supported by the proposed Virginia Outdoors Fund, the Federal Land and Water Conservation Fund, and the new Housing and Home Finance Agency provisions for urban area open space acquisition and beautification.

6 A VIRGINIA SCENIC AND HISTORIC ROAD SYSTEM

All across Virginia are roads of incomparable natural charm and historic significance. Additional access roads and parkways will be constructed with primary attention to their scenic qualities. These roads should be identified and developed for the preservation of their values, for the general enjoyment of Virginians, and as a major attraction for out-of-state visitors.

National recognition of the need to provide increased opportunity for scenic driving as a part of the recreation program is fast developing. The establishment of a National Program of Scenic Roads and Parkways is under consideration, and new Federal emphasis is being placed upon all aspects of highway beautification.

In addition to the enhancement and scenic treatment of Virginia's basic highway system, which is described on page 55, special consideration should be given to the following three types of scenic roadways which together would constitute the Virginia Scenic and Historic Road System:

STATE AND NATIONAL PARKWAYS

In Virginia, the remarkable popularity of the scenic highways and parkways built and operated by

the National Park Service attests to the desire of most Americans for aesthetically pleasing roads built primarily for recreation driving or access to historic sites.

A recent proposal for a George Washington Country National Parkway holds great promise. The State of Virginia, through its Governor, representatives in Congress, and private interests, has proposed that the National Park Service establish a northern and eastern portion of a road to connect the Skyline Drive, the Mount Vernon Parkway, and the Colonial Parkway. It is further proposed that the State develop a scenic road from Jamestown to Richmond via Route 5, and from there to the Blue Ridge Parkway and Skyline Drive.

When constructed, with its connections, the George Washington Country National Parkway would provide Virginia with one of the finest scenic roads in the nation, linking many of its historic and scenic places, natural wonders, and recreational facilities. It is hoped that it can be completed by 1976 so that it may be opened with appropriate ceremonies as part of Virginia's celebration of the 200th Anniversary of the United States.

SCENIC ACCESS ROADS TO RECREATION AREAS

Scenic access roads should be provided to major recreation areas including particularly the state's large water impoundments. Special criteria and standards should be drafted to insure the most desirable alignments and to protect the natural and scenic values—for traveling to recreation areas is an inseparable part of the recreation experience.

A Recreation Access Fund of not less than \$1.5 million annually should be established. Approximately one-half of this amount can be made up of unclaimed Marine Motor Fuel Tax collections, which now revert to the Highway Fund. The other half must come from the General Fund. Proposed Recreational Road Access legislation is included in the Appendix, pages 91 and 92.

VIRGINIA SCENIC ROADS

A scenic road program should include roads which would be of special interest to tourists because of

natural beauty and scenic vistas; which lead to cultural, historic or natural areas or recreational facilities; and which are within easy access of an Interstate or Primary arterial highway.

These roadways and their corridors would require protection by the use of such techniques as scenic and conservation easements (perhaps coupled with tax relief), purchase and lease-back, and by zoning. The localities should be encouraged to provide such protection with a measure of State guidance and help. The State, through the Highway Department, would develop pull-offs, information centers, and recreation areas. Since the essence of such scenic roads is the preservation of their unique native qualities, road widening or improvements should be minimal.

An important aspect of a scenic-historic roads system will be a program of information dissemination and interpretation. It is proposed that the entire historic marker program be restudied and revised. A State guidebook related to the scenic roads and the interstate system would be useful, as would brochures for each of the scenic roads, and a State scenic road map.

Legislation is needed to provide for the establishment by the State Highway Commission of a Virginia Scenic Highway And Historic Road System in co-operation with the proposed Commission of Outdoor Recreation and the political subdivisions of the state. The proposed legislation is included in Appendix, page 90.

The State Highway Department has suggested 1,600 miles of roads which are considered to be the most scenic in Virginia. Maps showing these roads have been sent to the Recreation Advisory Council for inclusion in the study concerning the establishment of a National Program of Scenic Roads and Parkways. This is being done as a part of the Federal program of outdoor recreation.

Prospects appear good that Congress will authorize an early start on the scenic road program by making Federal-aid funds available. The State should coop-

erate enthusiastically by providing matching funds and by expediting construction.

7 OUR HIGHWAY SYSTEM — A RECREATION RESOURCE

What one knows of a state depends, to a large extent, upon what one sees from its highways. If the highway corridor is ugly, the state appears ugly; if attractive, the state appears attractive.

Virginia's excellent highway system was planned primarily to meet the state's transportation needs and to provide essential access and service to localities and to property. These highways are also the major outlets for the recreation of our people. Driving for pleasure is the nation's most popular outdoor recreational activity and deserves full attention in the financing, design, and construction of the highway system.

The Department of Highways should be encouraged to give appropriate consideration to design for maximum retention of landscape character and increasing emphasis on highway beautification. In addition, positive action is needed to protect the highway from the traffic congestion, hazard, and loss of roadside beauty generated by unrestricted roadside commercial and residential development.

THE INTERSTATE SYSTEM

Many completed sections of the Interstate System in Virginia furnish examples of the desirable in highway design and, except for loopholes in the control of outdoor advertising, a high degree of protection from roadside exploitation.

For such highways, located in new corridors and with limited access control, design for visual enjoyment should rank in importance with that of safety and convenience of traffic. Roadways should be located and aligned in harmony with the topography and should incorporate and display the best features of the landscape, such as groves, water bodies, hills, and views. Rights of way need not be of uniform or rigid width, but should be widened where desirable

to include outstanding landscape features — by purchase in fee or by scenic and conservation easements.

The independent design of dual roadways often permits wide wooded medians and the opportunity of enhancing and effectively displaying the countryside. Wide rights of way should be secured and pleasingly landscaped with simple plantings of selected native materials. The natural beauty of the corridor should be protected by zoning and easement control. Special attention should be given to intersections which should be widened and treated as parklike nodes. Interstate and Primary highway design should include provision of wayside recreation areas, rest stops, and information centers. Exits to scenic and historic loops should be provided in order to give travelers a taste of the countryside. Virginia should cooperate wholeheartedly in the Federal program for strict control of outdoor advertising, elimination of junkyards, protection of natural and historical features, and the acquisition of adjacent scenic areas in its Interstate corridors.

Unfortunately, limited access freeways located in new corridors will comprise only a fraction of the total highway mileage in Virginia. Other programs, which of necessity must constitute rebuilding or expansion of existing roads, offer the greatest opportunity and challenge for vigorous action toward the upgrading of highway roadside and corridor aesthetics.

Virginia is in the early stages of a twelve-year program of improvement for the conventional highways of the Primary, Urban, and Secondary Systems. With imaginative design, proper use of zoning controls, some additional expense, and a citizenry aroused to the need, this ambitious road building program could achieve a major breakthrough in reclaiming and preserving the beautiful countryside of the state for its motorists.

THE PRIMARY SYSTEM

This is the backbone of Virginia's transportation network. Its arterial roads selected for priority of development rank with the Interstate System highways in importance of moving goods and people from one section of the state to the other. Under

this program some 1,500 miles of existing 2-lane roads will be converted to 4-lane divided highways, usually by adding a parallel roadway. In carrying out the arterial program, a first objective should be the restoration of the natural beauty of the roadside as well as the utility of the improved highway.

Fortunately, much of the ribbon development along the arterial network is to be found on the approaches to cities and towns and will be by-passed under existing Highway Commission policy. The limited access by-pass extending to open country on either side of towns should incorporate design for visual enjoyment and should receive public support as being in the best interests of the locality and of the highway users.

Between Primary System by-passes, where the road must also serve the purposes of land access, a combination of zoning and voluntary compliance supplemented, where funds permit, with scenic easements and service road construction would go far toward the desirable control.

Adequate zoning would insure compatible land use and uniform setbacks for each type of highway. Along arterial routes a high degree of zoning control is desirable. Particular action is needed to eliminate visually distressing roadside uses, such as billboards, sub-standard roadside buildings, automobile graveyards, nondescript business signs, unsightly utility lines, material resulting from unsightly lumbering operations, and the like. Except in rare instances, zoning vested exclusively in the counties and municipalities has not proved helpful in protecting highway corridors. The counties now have authority to require building setbacks but they seldom exercise it. Forceful action at the State level is needed and, insofar as the Primary System is concerned, appears to be mandatory if adequate setbacks are to be provided and if advertising signs and junkyards are to be controlled, as may be required for Federal aid.

The elimination of litter is also a must if highways are to be pleasing in appearance to those who ride on them and live beside them. The national cost of picking up and disposing of litter is said to be over

a hundred million dollars annually, and Virginia shares in this cost. More important is the constant eyesore of dirty highways. Education and strict enforcement of anti-litter laws need to be intensified for the careless motorist who tosses out the beer can or the cigarette carton. Counties and towns indirectly contribute by failing to provide adequate dumps for the collection and disposal of garbage and trash.

The design possibilities of the arterial system are limited because one lane is already in place and the new lane must conform. But, even in this situation, pleasing vistas and wide wooded medians screening the two ways of travel may be obtained by an independent meandering design for the new roadway. Additional right-of-way widths are well justified for this purpose.

The Primary System throughout, but particularly on the arterial network, needs to be liberally provided with large waysides, turnouts for scenic views and historical markers, and picnic areas of adequate size. Information centers at waysides are desirable along the more heavily traveled Primary routes.

THE SECONDARY SYSTEM

This road network in the urban counties contains many trunk line highways and important arterials to which the foregoing comments on the Primary System are entirely applicable, but for the most part it is a vast system of country roads serving individual farms and small communities.

During the thirty years of State responsibility the major effort has been directed to the task of defeating the mud in winter and the dust in summer and there has been little time to think of the road as an outlet for recreation. By their very nature, however, these winding ways, for the most part free of commercial development, provide the best possible showcase for the Virginia countryside and offer a prime opportunity for the preservation of natural beauty.

In carrying out the Secondary road program the Department of Highways and the boards of supervisors should be conscious that they are in truth building for the future. The Secondary road, increas-

ing in importance to the point that it requires rebuilding, may present the last opportunity for selecting a location and providing a right of way equal to the aesthetic needs of future generations of motorists. Everything that can be done within the limitation of available funds should be done toward providing wide rights of way, adopting corridor zoning, and designing for visual enjoyment. Public understanding and support are the essentials of such an objective.

URBAN HIGHWAYS

Over ten percent of the Interstate System in Virginia is urban in character and will require special treatment for aesthetics. In addition, the transportation studies under way in the six officially-designated urban areas of the state show many miles of other expressways needed to relieve the growing traffic congestion.

When these additional expressways can be financed and built, an upheaval will occur in the selected corridors. Great care should be exercised to avoid conflict with the few remaining open spaces in our cities, and to design with grace and symmetry, introducing where possible the wide green median, the gentle landscaped slope, and the vista of lake, park, or sky line.

ACTION

We can develop the full outdoor recreational potential of our highway system only if our citizens are willing to pay the cost in more expensive rights of way and construction and in terms of stricter regulation of those who live and do business along our roads.

The Legislature should consider zoning authority at the State level to be used whenever the locality fails to act.

The additional cost of wider rights of way, more waysides, service roads through business areas, rolling slopes, and easements for corridor protection should be considered in providing highway funds.

The proposed Commission of Outdoor Recreation should conduct a vigorous campaign to secure local

support for stricter zoning control of highway corridors, and for voluntary self-regulation by those who depend upon the motorist for the conduct of their roadside business.

8 GAME AND INLAND FISHERIES — LANDS AND WATERS

The Commission of Game and Inland Fisheries acquires, develops, and manages lands and waters for public shooting and fishing. It also administers the State's watercraft safety laws.

Two out of every five persons over 12 years of age hunt or fish. Over 580,000 hunting or fishing licenses are purchased annually in Virginia. There are 50,000 registered motorboats and many more thousands which are not required to be registered.

The Commission meets the cost of acquisition, development, and operation of lands and waters through the sale of hunting and fishing licenses, boat registration fees, and a small amount of Federal aid. Since increased demand has led to increased revenue from licenses and fees, the Commission has been reasonably able to provide more facilities. The combined effect of increasing costs and population increase and concentration, however, is causing supply to fall short of demand in several areas.

The Commission's 16 public fishing lakes afford 165,000 fishing trips annually to Virginia anglers. The construction of these lakes is not keeping pace with demand for them, particularly near populous areas. Three steps are recommended:

1. That Game and Inland Fisheries funds be supplemented with Federal Land and Water funds to construct new fishing lakes at the rate of one per year rather than at the present average pace of one every two years, and to acquire additional surrounding land.
2. That the locality in which a lake is to be located be required, as a condition of lake construction,

to acquire around the lake sufficient land for camping, picnicking, and other general outdoor recreation opportunities (Lake Burke in Fairfax County offers an ideal model of a joint venture between the Commission and the Fairfax County Park Authority to provide a highly attractive recreation area with economy and benefit to all). The present general practice is for the Commission to acquire only the flooded area, a narrow strip around the lake, and an access corridor. This limits the use of the facility strictly to fishing and enables a few individuals to retain or acquire the surrounding land and to preempt the considerable benefits of relatively scarce lake-front property.

3. That, where feasible, the Commission construct fishing lakes in State Parks and Forests in cooperation with the Department of Conservation and Economic Development. This would broaden the recreation opportunities of the park and forest, while saving acquisition and operating costs.

There are 62 public fishing and boating access areas — 24 primarily for fresh water fishing on public waters, 19 for both boating and fresh water fishing, and 19 at brackish or salt water sites which are primarily for pleasure boating. There is a demand for more of all these and the rate of construction of new ones should be accelerated to add 14 per year, instead of the present average of 6 per year, to achieve a total of 200 by 1976. Some of the ramp sites are crude and poorly kept. Consideration should be given a plan to make these sites more ample and attractive if the locality will agree to clean and police the area. Most boat access ramps are used by people of the locality. It is neither practical nor economical for the Commission to maintain a force to pick up litter and cut back weeds. Location of new sites should be conditioned on this simple expression of local responsibility.

The Commission owns and manages 130,000 acres of hunting territory purchased with hunting license dollars. Hunting lands are generally adequate in western Virginia. In Piedmont and Tidewater, how-

ever, there is a growing demand. It is hoped that private lands will continue to meet a large part of the hunting requirements, but the Commission should give priority to provision of public hunting lands in areas where rapid development is consuming or overcrowding presently available areas.

Substantial opportunities lie in the development of multiple recreation use of hunting lands. Clinch Mountain Wildlife Management Area is a fine example. It offers excellent hunting country; it also includes magnificent scenery such as the Tumbling Creek Gorge, the extensive laurel bed which would be a desirable addition to the Natural Areas System, a fine "pay as you go" trout stream, and a 20-site camping area developed in cooperation with the Division of Parks. Many areas formerly regarded as useable only for a single activity can, and should, without conflicting or damaging use, be developed for a broad range of natural environment usage.

To meet costs of recommendations beyond the present capacity of the Commission of Game and Inland Fisheries, it is suggested that \$400,000 per year of the Virginia Outdoors Fund (received from the Federal Land and Water Conservation Fund) be provided to supplement Commission funds.

9 MULTIPLE USE OF PUBLIC LANDS

Most public lands are acquired for a single purpose — for fishing, or hunting, or forest preserves, or conservation, or school playgrounds. Often these lands can serve multiple purposes without impairment of the prime purpose, thereby serving more people more economically.

There are numerous examples of the multiple use of recreation lands in Virginia. The Department of Conservation and Economic Development has developed a camping area on Commission of Game and Inland Fisheries land — which is quite practical since

the camping is available to hunters and anglers during the season and is heavily used at other times by the general public. The U. S. Forest Service, primarily devoted to protection of timber and watershed preserves, offers a growing number and variety of recreational opportunities in George Washington and Jefferson National Forests. A valuable example for other communities is Lake Burke in Fairfax County — a joint project of the Commission of Game and Inland Fisheries and the Fairfax County Park Authority, which affords this densely urbanized area a highly popular recreation resource. Localities in which Game and Inland Fisheries lakes are being developed should be urged to acquire appropriate surrounding area for public recreation use. Hunting is permitted on some large U. S. Government military lands.

Virginia's six State Forests, consisting of less than 50,000 acres, were acquired largely by the Federal Government in the depression years and later conveyed to the Division of Forestry. A small proportion of the total was acquired by gifts. These lands, lying mainly in the Central Piedmont, are managed as examples of sound forestry practices. The timber is harvested by private entrepreneurs, and one-fourth of the resulting revenue is paid into the counties in lieu of taxes. Hunting is allowed and managed through cooperative agreement with the Commission of Game and Inland Fisheries. Within the forests, the Division of Parks operates three recreation areas and one park.

The State now has no policy looking toward enlargement of the State Forests. These should be enlarged and diversified geographically into a system of forest preserves to which the State could add, while still available and at reasonable cost, distinctive lands and waters for future development as recreation demands increase.

Many urban communities have benefited from developing neighborhood parks adjacent to school playgrounds, thus providing a combined facility which is utilized during the summer months for recreation programs and which is available year round for community use. The desirability of the multiple use of

the school and grounds for non-school activities to the extent consistent with the proper operation of the school program is recognized by the State Department of Education. Such school-park arrangements require joint advance planning by the school authorities and the Department of Parks and Recreation. The Audubon Society has developed constructive suggestions for this type of facility which merit study.

These examples indicate the soundness of the multiple-use concept and convince the Commission that the proposed State Commission of Outdoor Recreation should aid and encourage its broader application.

10 NEW MAN-MADE LAKES

Within recent years thousands of acres of freshwater lakes and hundreds of miles of shoreline have been created by major dams constructed for hydroelectric power and flood control projects. These include the great reservoirs of Smith Mountain, Buggs Island, Leesville, Philpott, Claytor Lake, South Holston, and Gaston.

Their immense potential recreation value can be lost or impaired by failure to plan in advance of project construction and to acquire surrounding land while it is available and before cost becomes prohibitive. These failures and delays result in loss of a major recreation opportunity to the public and in economic penalty to the region.

The Commission recommends the following:

1. In the earliest planning stages of a major water impoundment, the State, through the proposed Commission of Outdoor Recreation, should develop a recreation plan for the area and undertake acquisition of land for State Parks and recreation areas and for hunting and fishing. Sufficient surrounding land must be acquired to protect the lake from cheap and damaging development.

2. The Commission of Outdoor Recreation should advise the localities sharing the proposed waterfront on local planning, zoning, subdivision control, sanitation control, and other action necessary for the maximum common benefit. The Commission of Outdoor Recreation should offer technical and financial assistance to the Regional Planning Commission and the Regional Park Authority formed to develop the area.

3. Access roads from major highways to waterfronts should be included in the area recreation plan. This involves adequate parking and boat launching facilities. These impoundments are generally in remote places and the continuing lack of adequate access roads is the largest single deterrent to the development of the full potential of lake-shore recreation regions.

Millions of recreation dollars are being lost and will be lost until this need is met. Accordingly, the Commission recommends the establishment of a Recreation Access Road Fund, described on page 91 in this Report.

4. Consideration must be given to the delegation of authority to control the use of water surface. This would include limiting types of docks and houseboats, control of boat speeds, and the zoning of different parts of the lake for different uses, such as fishing, water skiing, swimming, etc.
5. Further attention should be given to erosion control to prevent damaging siltation and turbidity. The Fairfax County Erosion Control Study offers a model which might be beneficially applied in other regions.

11 THE SOIL AND WATER CONSERVATION DISTRICTS

The objectives of the Soil and Water Conservation Programs are to prevent erosion of soils and the silting of waters and to conserve water resources.

This is accomplished mainly by encouraging and aiding good soil treatment practices and by the construction of farm ponds and larger water supply and flood prevention reservoirs.

Under the Federal program, study of a prospective watershed site must show economic justification sufficient to warrant construction of a dam. If a dam is indicated, the Federal Government pays for that portion of the dam which serves as flood control, with the local government paying for additional water supply and storage impoundments desired.

Although recreation is not the primary concern of the Soil and Water Conservation Districts, their larger lakes offer excellent opportunities for local or regional recreation development. The watershed projects of Beaver Creek in Albemarle County, and of Mountain Run in Culpeper County, are good examples of multiple use in which the local government acquired related recreation lands.

The counties having these highly attractive resources should be encouraged to develop them by adequate zoning and acquisition of surrounding land for general outdoor recreation.

The State should make available to the counties and to the Soil and Water Conservation Districts technical advice on recreation planning and provide matching financial assistance for land acquisition and development.

The smaller farm ponds in some instances offer the farmer an opportunity for private recreation development. The proposed Commission of Outdoor Recreation should prepare a manual to assist the farmer in accurate appraisal of the potential and to guide him in the practical, attractive, and economical development of facilities and services. To be successful these facilities must include safe and sanitary installations of the high standard to which the public is now accustomed.

The Soil and Water Program, in its basic mission, protects the fundamental ingredients of outdoor

recreation. Coordination of these activities with the Virginia Outdoors Plan can be a great common benefit.

12 PRIVATE ENTERPRISE AND THE TRAVEL INDUSTRY

The travel industry is a mainstay of the Virginia economy and must play a vital part in the development of outdoor recreation opportunities for Virginians and for out-of-state visitors to Virginia. The travel industry must be relied upon to provide most of the accommodations, goods, and services which facilitate enjoyment of the Virginia outdoors. There is a logical partnership between the governmental programs to conserve and develop natural resources for public enjoyment and the private enterprise facilities and services for the visitor to these resources.

The travel industry recognizes the fundamental importance of an adequate system of State Parks, of programs to achieve clean streams, of preservation and interpretation of historic landmarks, and of other parts of the Virginia Outdoors Plan.

The Commission recommends the following:

1. That the State rely on private enterprise, wherever practical, to provide merchandising and catering concession services in or near State public recreation facilities.
2. That the proposed Commission of Outdoor Recreation make available to the travel industry information on the State's activities to enable private enterprise to plan and participate to the greatest degree practical.
3. That the proposed Commission of Outdoor Recreation also make available on demand data on facilities and their use, as well as other research information needed to facilitate private enterprise planning.

4. That every effort be made by the State to provide clear, simple, uniform health and safety standards for maximum protection of the public and minimum difficulty to the private operator.

5. That the proposed Commission develop guidelines to localities and private operators for the attractive location and design of facilities in or near areas of scenic and historic distinction to protect the character of the area and avoid unsightly and uneconomical development.

13 LAND TAXATION

As urban growth spreads across suburban farm land, land values and land taxes increase to the point of either driving or enticing the farmer to sell his land for commercial development. The result is frequently a leap-frogging of spot developments which either destroy or consume all open spaces and which constitute a disorderly, unattractive, and sooner-or-later uneconomical, community.

The first and soundest step toward controlling (not preventing) this process for the common benefit is county-wide zoning of land areas for basic uses. (See 4 on Page 51.) The second step—and apparently a quite difficult one—is for the local governing body to avoid exceptions which in effect negate the whole effort.

Two other devices have been widely discussed, and in fact applied, in a few other states. They are Preferential Assessment, and Deferred Taxation. Preferential Assessment means that land is assessed for taxes according to its use, rather than its "fair market value" as now prescribed by State Constitution. Deferred Taxation means that a part of the taxes are not collected until the land is sold or its use is changed. Such plans have been adopted or are under consideration in California, Maryland, Florida, New York, Oregon, Massachusetts, Nevada, Hawaii, and Connecticut. Their purpose is to give the farmer an incentive to continue farming in the outskirts of

urban areas, but neither of them guarantees even the temporary preservation of open space. They only serve the farm owner who wants to stay in the farming business rather than take a big profit on the sale of his land, and then only as long as he chooses. A new Maryland law, applying to five counties, authorizes tax credits in exchange for permanent scenic easements or development rights over river basin lands, conservation areas, golf courses, and similar open spaces. To effect these procedures in Virginia would require constitutional and statutory changes and significant centralization of land assessment authority.

The subject is nonetheless important. It would benefit many urbanizing areas if farmers chose to, and could afford to, keep their lands in farming. Continued rapid urbanization is raising serious questions of the adequacy and equity of present land assessment and taxation procedures. Accordingly, the Commission recommends a thorough study of preferential assessment and deferred land taxation on farm property in urban fringes, for a report to be made before the 1968 Regular Session of the General Assembly. Meanwhile, it is recommended that a simple provision be included in the Open-Space Land Act to reduce the taxable value where an easement is acquired. This would be similar to the new Maryland law just mentioned.

14 SCENIC AND CONSERVATION EASEMENTS

The Scenic Easement can be an economical and effective device for retaining the scenic character of an area without unnecessary government ownership of land. Through it only the development rights are acquired by government; the private owner retains ownership, use for farming, and other uses not destructive of scenic values.

The device can be of great value to State and local governments in instances where billboards and other

unsightly roadside developments threaten a scenic vista, an historic environment, or an approach to a place of significant recreational or cultural value.

The Federal Government has acquired scenic easements extensively along the Blue Ridge Parkway, and elsewhere in Virginia, to provide views and to protect landscape character. But within the State Government, only the Department of Conservation and Economic Development has this power. The proposed Open-Space Land Act extends this power to counties, cities, and towns.

If a desired scenic easement cannot be acquired at a price substantially less than the cost of full ownership, then the government should consider outright purchase and lease-back for private use under development restrictions. The Open-Space Land Act authorizes this procedure.

15 WATER RESOURCE AND RIVER BASIN STUDIES

Virginia's rivers have been a prime source of pleasure and profit since the days of John Smith. So bountiful have they been that we have assumed them capable of taking all manner of abuse and neglect and of still meeting all demands upon them.

With population and economic growth, the demands are many and conflicting. They include:

- Water for metropolitan populations
- The vast requirements of industry
- Sewage and industrial waste disposal
- Recreation — boating, fishing, swimming
- Commercial fisheries
- Agricultural irrigation
- Power dams and navigation projects
- Transportation lanes

As these demands have created problems, a great variety of State and Federal agencies have been di-

rected to deal with each as if it were separate and independent from other water problems. As previous studies and experience in this and other states have shown, this proliferation of agencies treating fragments of a deeply interrelated complex is inefficient and ineffective.

A river basin, from mountain spring to delta, is a highly sensitive system which under the stress of large and conflicting demands can be effectively studied, planned, conserved, and developed only as a whole.

A striking example of conflicting demands on a single basin is seen on the James between Richmond and Newport News. They include carrying off industrial, human, and agricultural waste while thousands seek water-based recreation; increasing industrial water needs while commercial and housing developments lower surrounding water tables; historic preservation while speculators buy colonial plantations expecting an improved shipping channel to attract heavy industry. Clearly the development of one potential threatens another.

As major engineering projects are undertaken for flood control, water supplies, and recreation, it will be important for the State to have the governmental machinery to bring together all of the arguments for and against a proposed treatment of a major river basin and to consider alternate proposals in the light of the long-range common benefit to Virginia. These are Virginia rivers, and whatever we do or fail to do about them will affect all Virginia for generations to come.

There is, however, no State long-range planning agency to consider the pros and cons of these projects and to relate them to all aspects of the development of a major river basin and to other major concerns of the State.

The Commission recommends that consideration be given to the creation of a Water Resource or River Basin Commission for these basic purposes:

1. To provide a single State office through which

- all studies, plans, proposals, and programs must be cleared.
2. To assist the Governor and the General Assembly in comprehending all the values involved for effective long-range attention to water resources.

The anti-pollution activities of the State Water Control Board have produced good results. But there are still many streams in Virginia which are unfit for recreation use because of various types of pollution. It is recommended that the State Water Control Board be given funds to employ the personnel, purchase laboratory equipment, and do the research necessary to accelerate its Clean Stream Program.

16 MARINE AND BEACH EROSION RESEARCH

Virginia's salt water areas are as significant to recreation as the river basins. They are, in fact, both parts of the same chain—and equally in need of careful attention.

The present mass exodus every weekend from the metropolitan corridor to the beaches, fishing grounds, and boating areas of the Atlantic and the Chesapeake is just the beginning. We have only to look at Long Island Sound to see what is yet to come to our now relatively tranquil tidal places.

Far too little is known about the effects on these priceless marine resources of pollution, destruction and occupation of wetlands and marshes, shore line and current changes, and the ecology of marine fisheries. The research activities of the Virginia Institute of Marine Science are an important investment which should be enlarged to speed the gathering of knowledge necessary to marine resource conservation.

Coastal marshlands, for example, have generally been considered wastelands. They are, in fact, a vital link in the life cycle of most fish and waterfowl.

To destroy or impair the natural workings of the marshes is to destroy one of Virginia's greatest recreation and economic assets.

Sportsmen and commercial fisheries frequently accuse each other of damaging fish stocks. The Commission's inquiry reveals little evidence that the current levels of activity of either the commercial or sport fisherman have any significant damaging effect. Natural environmental factors appear to exercise dominant control, and it would be wise for all fishermen to join in efforts to understand and protect the natural environment.

Much attractive water frontage on tidal estuaries is damaged each year by beach erosion. Further study is needed on the causes and the development of corrective techniques so as to provide reliable advice to landowners. Consideration should be given to legislation to make available the authority to create Beach Erosion Districts, through which a group of landowners can take community action, since the failure to act on the part of one beach front owner can negate the efforts of an adjoining owner.

17 PLANNED COMMUNITIES AND CLUSTER ZONING

Historically, the best parts of our cities have been planned with parks, plazas, parkways, and other open preserves which have proved their value by protecting the neighborhood against deterioration and blight. Far-sighted developers find the practice to be economically rewarding. A special incentive in this respect is now being offered by some local governments, in the form of cluster zoning and advanced subdivision design provisions. Reston, a uniquely designed community in Fairfax County, is an excellent example of the benefits to be gained by this practice.

Cluster planning simply means that, with the same total density, the houses are grouped in clusters, on smaller-than-average lots, and the land thus saved is

left in community open space. The savings in street pavements, water and sewer lines, and other improvement costs more than pay for the land thus given away. It is good business for all concerned. It requires special provisions in the zoning ordinance, however, and usually some changes in the local subdivision regulations, both of which may be adopted by any city, town, or county in Virginia under present statutory authority. The local government has to be ready to assume the responsibility for these open spaces, or must see to it that some other permanent and workable arrangement is set up to be responsible for them.

The Commission recommends dissemination by the appropriate State agencies (the Planning Section in the Division of Industrial Development and Planning, and the proposed Commission of Outdoor Recreation) of information and assistance to the local governments as to the value of this device and the technical details involved. The cities, towns, and counties are urged to adopt such measures, and the real estate developers throughout the state are invited to make general use of them where available, but in any case to set aside appropriate parts of their developments as permanent green space, in conformity with the comprehensive city or county plan.

18 AN HISTORIC LANDMARKS COMMISSION

Virginia's historic buildings and sites, unique features of the recreational facilities of the state, have educational, aesthetic, and patriotic values that cannot be measured in terms of dollars and cents, despite the fact that a travel industry of the first magnitude is based upon this resource. New and complex problems, caused by urban expansion and decay, massive super-highway construction programs, accelerated population growth and mobility, industrial and commercial expansion, and increasing leisure time, threaten its survival and integrity. The

preservation and proper utilization of our historic heritage is a moral obligation and responsibility that should be shared by the individual owners of historic properties, by voluntary organized groups, and by Federal, State and local governments. It appears, though, that the Commonwealth itself and the counties and municipalities of the state are more intent on exploiting these treasures than in taking steps to insure their safety and integrity. Virginia, in short, has no governmental apparatus for safeguarding its heritage of historic buildings and sites, for coordinating historic preservation activities in the state, or for fitting the surviving components of the resource into the pattern of its planning for the future.

The Commission therefore recommends that an Historic Landmarks Commission be created in the State Government and empowered:

1. To conduct an inventory or survey of the components of the resource.
2. To list in an official register those buildings and sites that, because of historic, associative, architectural and aesthetic, or archeological values, qualify as landmarks possessing statewide or national significance; to publish lists of the registered landmarks; and to inspect such properties periodically.
3. To certify privately or corporately owned registered landmarks by entering into recorded agreements whereby conditions governing the preservation and utilization of those properties can be imposed in return for eligibility of the owners to receive (a) grants of funds, in hardship cases, for preservation and restoration purposes, (b) tax abatements, in hardship cases, or relief for a specified number of years from increased assessments occasioned by privately financed restoration projects, and (c) guarantees against seizure or damages to such properties under the power of eminent domain.
4. To acquire and administer registered landmarks by gift, purchase, devise, or bequest, or, in the event that such properties are in danger of being

sold or used so that their values will be destroyed or seriously impaired, to acquire such properties by condemnation.

5. To designate the boundaries and establish historic districts, or districts for each registered landmark, if it develops that the significance of the subject area, or registered landmark, is jeopardized by a failure on the part of the county or municipality in which the district, or registered landmark, is located, to take such action itself.
6. To conduct the State Highway historical markers program.
7. To coordinate historic preservation programs being conducted in the state by voluntary organized groups, the Federal Government, and the localities.
8. To accept gifts, bequests, endowments, and appropriations for purposes that fall within the general legal powers and duties of the Historic Landmarks Commission.

The Commission further recommends that the counties and municipalities of the state be authorized and encouraged to establish local historical commissions for the preservation, promotion, and development of their historical assets, especially the buildings and sites that do not meet specifications of statewide or national interest, but which nevertheless reflect the cultural development of the community in which they are situated.

Proposed legislation to establish an Historic Landmarks Commission appears on page 92.

19 THE VIRGINIA OUTDOORS FOUNDATION

The Commonwealth can now accept private gifts of land, money, or other property and has been the beneficiary of the generosity of citizens who have

donated property to the Commonwealth for the protection of natural beauty or historic values. There are, however, occasions in which a separate foundation might encourage and facilitate private philanthropy for the purpose of preserving natural, scenic, historic, and other recreational resources of the state.

The Foundation should be governed by a Board of Trustees, composed of five Trustees at large, to be appointed by the Governor, with the State Treasurer and Director of the Department of Conservation and Economic Development serving ex officio.

The Foundation should be empowered to accept, hold, and administer gifts and bequests of money, securities, or other property in support of the State's policy and program of conservation and development of outdoor recreation resources for the public benefit.

Proposed legislation will be found on page 94.

20 FUNDS TO IMPLEMENT THE VIRGINIA OUTDOORS PLAN

The principal sources of revenue to the Virginia Outdoors Fund, as proposed, are the State General Fund and Federal Land and Water Conservation Fund grants. Unclaimed refunds from the Marine Motor Fuel Tax collections should be especially designated for recreation area access roads and remain a part of the Highway Fund.

For the 1966-76 phase of the Virginia Outdoors Program, exclusive of recreation area access roads, the sum of \$64 million is recommended. Of this total, \$24 million is in Federal Land and Water Fund grants, requiring \$40 million in General Fund Appropriations. Local matching funds will increase the total investment in the program. There is at this time no means of estimating the extent of local participation.

The Commission recognizes that it is not practical to program expenditures too far ahead and that one session of the General Assembly cannot appropriate for a succeeding one. Therefore, the Commission indicates below only the appropriations recommended for the first biennium, 1966-68.

The figures recommended for the acquisition and development of new parks in the first biennium are below the ten-year average rate of expenditure necessary to accomplish the goals of the Virginia Outdoors Plan. This is because it will take some time to build the technical staff and do the site planning and evaluation necessary to insure wise and efficient expenditures of funds. In succeeding biennia the amounts allocated for these purposes must be substantially increased, as indicated in Chapter 3. These recommendations are in addition to appropriations requested by existing operating agencies.

The recommended sources of revenue for the first biennium are as follows:

<i>Appropriations from State General Fund</i>	<i>\$4,800,000</i>
<i>Federal Land and Water Fund grants</i>	<i>4,800,000</i>
	<hr/>
	<i>\$9,600,000</i>

The Virginia Outdoors Fund revenues and expenditures discussed above do not include funds for recreation area access roads. It is recommended that \$3 million per biennium be allocated to a Recreation Area Access Road Fund within the Department of Highways. Approximately one-half of this total can be provided from unclaimed refundable Marine Motor Fuel Tax collections which are presently a part of the Highway Fund. Pleasure boating being such a large contributor and such an important part of Virginia outdoor recreation activity, the use of these funds to benefit the boating public seems logical. The balance of the Recreation Access Road Fund must come from General Fund Appropriations.

The State Park user fees now go to the General Fund. They, in fact, pay for three-fourths of the operating expense of the present State Park system.

Under the provisions of the Virginia Park Revenue Bond Act, bonds may be issued for the construction of revenue-producing facilities in the State Parks.

The revenues which are pledged to retire the bonds, however, are restricted to the facilities for which the bonds were issued. Revenues from other facilities within the parks cannot be pledged. This seems unreasonably restrictive. Legislation is suggested (see page 96) for amendment to the Bond Act to permit the pledging of revenues from other facilities as well as from those for which the bonds are issued. This will allow a more favorable rate of interest and will permit the financing of additional revenue-producing facilities in the parks under the provisions of the Bond Act and without imposition on the State General Fund.

The \$2.4 million indicated for grants to local governments and regional authorities should be available on two basic conditions:

1. That the local government or regional authority has a land use plan, conservation zoning, and a recreation plan in general conformance with the principles of the State Plan.
2. That the local government or regional authority match the grant from the Virginia Outdoors Fund. In the case of a single locality, the suggested matching ratio is 25% local money, 25% State money, and 50% Federal Land and Water money. In the case of a regional authority, as an incentive to regional action, the ratio should be 20% from the region; 30% from the State, and 50% from the Federal Land and Water Fund.

It is recognized that few localities are now prepared to meet the first condition and, therefore, it is suggested that the Commission of Outdoor Recreation be allowed leeway to make grants upon reasonable assurance that the locality or region intends to develop the planning and the zoning which are necessary to orderly and comprehensive action.

After the first biennium, consideration should be given to increasing the funds available for local and regional matching funds. Emphasis has been placed on the State programs because this appears to be

the area of the greatest deficiency at this time, and because of the limited plans and machinery for action by local governments.

21 A CONSERVATION CONSCIENCE

One of the greatest obstacles in the path of a program to conserve outdoor recreation resources is the general lack of understanding of the geography of our immediate environment. Urban people especially, surrounded by man-made things, tend to ignore fundamental questions such as the source of their water supply, the effects of bulldozing all the neighborhood flood plains, the consequences of drastic lowering of the area's water table.

Past generations of Virginians — all, in fact, since 1607 — grew up in a rural Virginia, working and playing in an abundant outdoors. Experience demonstrated to these generations that productivity and pleasure depended on the observance of certain principles of soil conservation and land management. State and Federal agricultural departments, and land grant colleges, taught and promoted these basics of agricultural resource management and economics with the result that they are generally practiced to the benefit of the farmer, the agricultural industry, and the country.

But the compacted series of metropolitan areas which constitutes the Virginia megalopolis presents a brand new situation for generations to follow. There is no such consensus on fundamentals of urban resource conservation and land management. There are only a few departments in colleges teaching the anatomy of urban growth and its social and economic opportunities and perils. Consequently, the urbanite does not generally see that his productivity and pleasure are to any extent dependent on the direction and nature of the growth of his community. Urban growth has indeed produced positive benefits

— better schools, better hospitals, better entertainment, and a generally higher standard of living. But growth is certainly continuing and, most probably, accelerating. Clearly, at some point, disorderly growth can bring negative results. We see some encouraging beginnings of concern. The City of Richmond now realizes that its future depends on its water supply from the James River; highway engineers are beginning to realize that people want agreeable roads as well as high speed roads; marine biologists are expressing themselves on the effects of pollution and alteration of wetlands on marine resources. But other problems of nearly equal importance are not yet objects of general concern. We continue to clog up our arterial roads; to think that it is good business to "develop" every patch of open space (even running expressways through public parks); and to grant variations in conservation zoning for spot developments.

It seems highly imprudent that the growth of that section of the state in which will be found three-fourths of our population, and the great share of our productivity, should be allowed to run wild with no consideration of the results — of whether or not the new community — and it will be new — will be pleasant and productive, or just a mess of problems held together by rehabilitation and redevelopment programs.

To trade the Virginia outdoors for this would be a poor bargain indeed, which only great ignorance would allow and which is not at all necessary. If we can be taught to see the values involved, we can have both progress and the use and enjoyment of the land. In fact, in the long run, true progress is the creation of greater enjoyment of environment.

This study is the beginning of the vital process of education on these values. The proposed Commission of Outdoor Recreation should carry on this process in greater range and depth. Ways must be found to build a common concern for our Common Wealth, our environment and its natural resources, for the lasting common benefit.

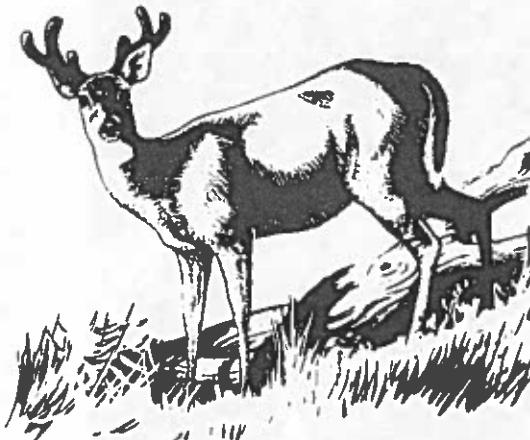


A LONG LOOK AHEAD

A comprehensive study of outdoor recreation resources is a new thing for Virginia. The problem to which the study is devoted is new. The Commission has had to learn as it proceeded.

The Study Commission feels that it has performed its assignment. It has inventoried the resources and facilities; it has analyzed the present and future demand; it has indicated areas of responsibility; and it has offered a plan of action. Throughout this process the Commission has sought and received information and advice from hundreds of Virginia citizens and from authoritative sources across the nation. Large numbers of people attended the Commission's five public hearings, furnishing invaluable suggestions.

But not for a moment does the Commission maintain that it has covered all aspects of this very broad subject — a subject which indeed touches all the people and all the natural resources in Virginia. The Commission's effort has been to show the values that are threatened, to introduce the concept that they are worth conserving and developing for lasting public benefit, and to suggest the first steps on a basic course.





These fundamental steps are the specific recommendations which have been presented. The Commission is unanimous in support of the concepts and recommendations of this report. Commission members serving in the General Assembly must, of course, consider exact terms of proposed legislation in the course of the legislative session. It will be the job of the proposed Commission of Outdoor Recreation to secure more knowledge, to observe new trends, to adjust the course from time to time as need be, and to deal more fully with many problems on which this Commission has had only the time to make a beginning.

For example, the report mentions the great urgency of attention to the problem of the recreation facilities and environmental quality of the metropolitan area. It has urged metropolitan regional planning and action and suggested matching funds to aid the metropolitan region in implementing its plans. But it has not undertaken a specific analysis of the adequacy of local parks and playgrounds, nor of particular programs to provide them. Here is an instance where more research and analysis and professional study will be needed.

Nor has the Commission attempted to lay out specific plans for the distant future. So dynamic is the growth of Virginia that it would be foolish for this Study Commission to attempt

detailed planning for situations that it cannot anticipate. Here again the proposed permanent Commission of Outdoor Recreation must give the people of Virginia, the General Assembly, and the Governor, the advice they need as the future reveals new requirements, new problems, and new opportunities.

Looking ahead one can see that Virginia will continue to face new problems. Air pollution, for example, is not generally a problem in Virginia. It will be, however, unless steps are taken to prevent it. It may be recalled that not until after the streams in Virginia became seriously polluted was the State Water Control Board established. Must widespread air pollution be acute before the problem is addressed — and then only by a long and costly reclamation program?

Another concern for the future is the probable need for zoning by the State of certain large common assets for the common benefit. Although there is in Virginia a strong traditional sentiment in behalf of local autonomy, it is becoming evident that a particular political subdivision has no right to mar a part of the common wealth. This will be increasingly apparent in the case of our highway system. In the past, roads were principally a local service of convenience. Now, with the development of arterial and interstate roads, many thousands of people from across the state, and across the

nation, use these roads, and, in fact, have shared in the cost of them. The State arterial roads are beginning to suffer from unreasonable, unsafe, unsightly encroachment along narrow rights-of-way. Major roads of great historical or scenic significance are often destroyed by the inactivity of a political subdivision through which the road happens to go. These problems must, in the public interest, be dealt with before long at the State level.

Another example is the approaching need for river basin and shoreline zoning. Parts of the shoreline of the James River in colonial plantation country are of state and national historic and scenic significance. They are a part of our heritage and a huge economic asset. Here again, it is possible that State zoning of these areas will become a necessity.

Also to be considered are smaller, no less valuable, assets such as the Appalachian Trail, the locks and paths of the George Washington Canal, hiking and bicycling paths along river banks in metropolitan areas, and nature preserves for the instruction of children.

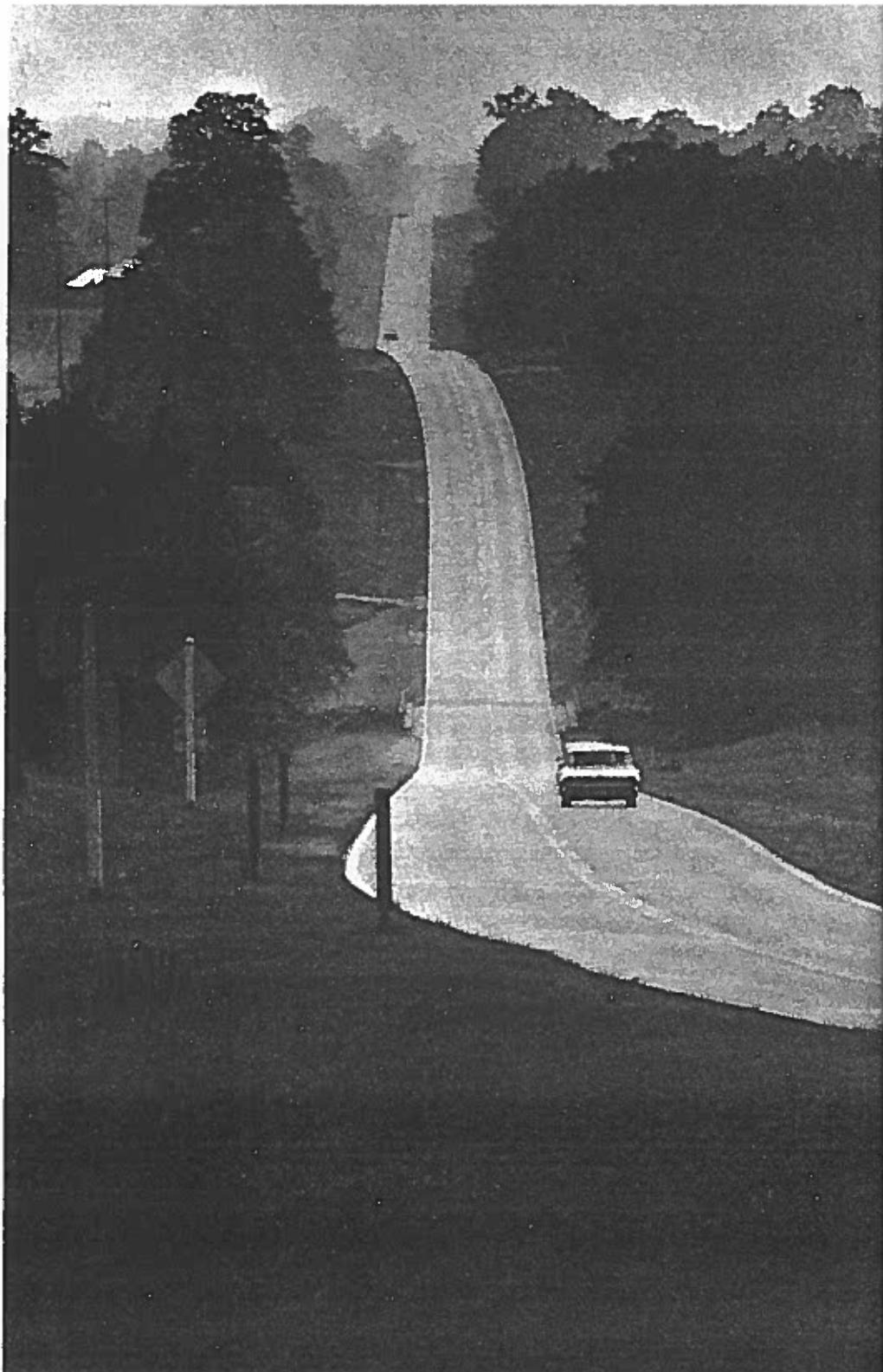
Virginia's industrial development requires the extraction of great quantities of material from the earth; strip mines, rock quarries, borrow pits — all leave bad scars on Virginia's face. These depleted surfaces, unable to sustain normal ground cover, are subject to constant

erosion. The result of such excavations and of normal earth moving projects is large-scale annihilation of streams, rivers, and landscape. Legislation will be needed to require the stabilization and healing of these scars.

It will become increasingly clear with continued population growth and concentration and industrial development that outdoor recreation planning must be related through some type of coordinated State planning machinery to the planning for industrial, natural resource, and human resource development. Only through comprehensive consideration of the varied demands being made on all our resources can complementary relationships be capitalized upon and conflicting pressures be avoided.

The Commission has not talked generally about "beautification" but this is a concern of any outdoor recreation program which aims at environmental quality. Some counties do not have trash dumping areas, so trash is dumped along the roadside; utility lines deface handsome streets; standards of design of public places and buildings are frequently less than mediocre; the approaches to our major cities are shockingly cluttered. It is hoped that as the Virginia Outdoors Plan is undertaken these subjects will receive the critical attention of the people of Virginia, the Commission of Outdoor Recreation, and the General Assembly.

If Virginia continues to grow and develop over the years to come at even the present rate, we can see plainly that individual citizens will have to give to the *quality of development* the same emphasis which over the past generation they have been giving to *quantity of development*. After all, the purpose of all our struggles is not just for more money, more goods and more impressive statistics—but for a good life, for an opportunity to enjoy the things we have acquired; a place of pleasure, dignity, and permanence which we can pass on to future generations with satisfaction and pride.



APPENDIX

VIRGINIA'S COMMON WEALTH

A study of Virginia's outdoor recreation resources and The Virginia Outdoors Plan for conserving and developing them for the lasting public benefit.

The Virginia Outdoor Recreation Study Commission Act	74
Commission, Staff, and Advisory Committees	75
Inventory	77
Population Data	82
Proposed Legislation	
Open Space Land Act	86
A Commission of Outdoor Recreation	87
Amendments to Zoning Enabling Law	89
A Scenic Highway and Historic Road System	90
Access Roads to Recreation Areas	91
An Historic Landmarks Commission	92
The Virginia Outdoors Foundation	94
An Amendment to the Virginia Park Revenue Bond Act	96

THE VIRGINIA
OUTDOOR
RECREATION STUDY
COMMISSION ACT

An Act to create the Virginia Outdoor Recreation Study Commission, and to appropriate funds. Chapter 277 (S. 147)

Approved March 31, 1964

Whereas, there is constantly increasing demand for outdoor recreation facilities and constantly decreasing open space for providing these facilities; and

Whereas, Virginia's population is increasing rapidly and becoming overcrowded in urban and suburban areas; and

Whereas, the Commonwealth has no comprehensive policy or plan for meeting present and anticipated needs for outdoor recreation; and

Whereas, it is recognized that adequate outdoor recreation facilities are vital to Virginia's general happiness and social and economical development; now, therefore:

Be it enacted by the General Assembly of Virginia:

I. 1. There is hereby created a Commission of fifteen members to be known as the Virginia Outdoor Recreation Study Commission. The membership shall be appointed by the Governor.

2. The Governor shall designate the Chairman of the Commission. Members of the Commission shall be reimbursed their expenses incurred in the performance of their duties but shall be paid no other compensation.

3. The Commission shall inventory and appraise the Federal, State, and local outdoor recreation facilities in Virginia in relation to its estimate of present and projected needs. It shall describe that part of the total needs which are the responsibility of the State and offer a program for meeting these needs. The Commission shall indicate local needs and responsibilities and determine what the State should do by way of providing new legislation, financial aid, planning assistance, or otherwise to assist local governments in meeting their local outdoor recreation needs. It shall also consider means of aiding and encouraging individuals and private enterprise to plan and support local and State plans for the preservation of open space for present and future needs.

The Commission may employ consultants and full-time personnel, and may rent office space, if needed, in pursuit of its task.

4. The Commission may accept and expend gifts, grants and donations from any and all sources and persons.

II. For the expenses of the Commission and its work there is hereby appropriated from the general fund of the State treasury the sum of twenty-four thousand dollars and there is further appropriated to it all gifts, grants and donations received for such purpose.

III. The Commission shall complete its study and report to the Governor and the General Assembly not later than November one, nineteen hundred and sixty-five.

COMMISSION
STAFF
AND ADVISORY
COMMITTEES

VIRGINIA OUTDOOR RECREATION
STUDY COMMISSION 1964 66

FitzGerald Bemiss, Chairman

Harry F. Byrd, Jr., Vice Chairman

A. Plunket Beirne

James L. Camblos

Walther B. Fidler

Ira N. Gabrielson

Cecil F. Gilkerson

Mrs. Meriwether Lewis

Paul W. Marins

Floyd K. McKenna

George N. McMath

Dorman M. Miller

Meade Palmer

Stockton H. Tyler *

Conrad L. Wirth

EX OFFICIO MEMBERS

Douglas B. Fugate,
Commissioner
State Department of Highways

Chester F. Phelps,
Executive Director
Commission of Game & Inland Fisheries

Marvin M. Sutherland,
Director
Department of Conservation and
Economic Development

SECRETARY TO COMMISSION

John B. Boatwright, Jr.

CONSULTANT

Mr. John O. Simonds,
Simonds and Simonds
Landscape Architects and Planners
Pittsburgh, Pennsylvania

ASSOCIATED

Mr. Julian W. Tarrant,
Planner
Richmond, Virginia

Harold J. Neale
Richmond, Virginia

* Succeeded Walter S. Clement, resigned.

ADVISORY COMMITTEES · VIRGINIA OUTDOOR RECREATION STUDY COMMISSION

HISTORIC PRESERVATION

John M. Jennings,
Director
Virginia Historical Society

Edward P. Alexander,
Vice President
Colonial Williamsburg, Inc.

Elbert Cox,
Regional Director
National Park Service, Southeast Region

Frederick D. Nichols,
Professor of Architecture
University of Virginia

Charles C. Wall,
Resident Director
Mount Vernon, Virginia

Randolph W. Church,
State Librarian

FLOOD PLAIN ZONING

A. Plunket Beirne,
Orange, Virginia

Julian M. Alexander,
Commissioner
Division of Water Resources

Richard C. Dynes,
Assistant Director, Planning Section
Division of Industrial Development and Planning

A. Howe Todd,
Director of Planning
City of Richmond

LOCAL AUTHORITY

Walther B. Fidler,
Sharps, Virginia

Harold I. Baumis,
Executive Secretary
Virginia Municipal League

George R. Lang,
Executive Director
League of Virginia Counties

Edward L. Felton,
Virginia Association of Soil and Water
Conservation Districts

IMPOUNDED WATERS

Dorman M. Miller,
Roanoke, Virginia

Mrs. Meriwether Lewis,
Clarksville, Virginia

Ben H. Bolen,
Commissioner
Division of Parks

J. V. Clarke,
Director of Operations
Department of Highways

R. Bolling Lambeth,
Bedford, Virginia

Robert G. Martin,
Commission of Game & Inland Fisheries

TRAVEL

Thomas G. McCaskey,
Chairman
Virginia Travel Coordinating Committee

G. Alvin Massenburg,
Hampton, Virginia

J. Stuart White,
Commissioner
Division of Public Relations and Advertising

Robert F. Nelson,
Managing Director
Virginia Travel Council

Richard S. Gillis, Jr.,
Executive Director
Virginia State Chamber of Commerce

PUBLIC RELATIONS

George E. Wright, Jr.,
Director of Travel
Colonial Williamsburg, Inc.

LAND TAXATION AND ZONING

Dr. Gene McMurry,
Extension Economist in Public Affairs
Virginia Polytechnic Institute

Dr. H. N. Young,
Director
Virginia Agricultural Experiment Station
V.P.I. (Ret.)

Dr. W. L. Gibson, Jr.,
Professor of Agricultural Economics
Virginia Polytechnic Institute

Rosser H. Payne, Jr.,
Consultant
Fauquier County Planning Commission

**INVENTORY of Major
Federal and State Recreational
Facilities in Virginia, 1965**

Not included are certain military and other Federal lands which provide hunting, fishing and related recreation opportunities.

EXISTING FEDERAL AREAS

PARK

Shenandoah National Park

RECREATION AREAS

Prince William Forest Park
(National Capital Parks)

**South Holston Lake Reservoir
(Virginia Portion)**

Philpott Reservoir
(Virginia Portion)

John H. Kerr Reservoir

Assateague-Chincoteague National Seashore
(Virginia Portion)

HISTORIC MONUMENTS

Manassas National Battlefield Park

Custis-Lee Mansion National Memorial

Fredericksburg and Spotsylvania

National Military Park

George Washington Birthplace

National Monument

Colonial National Historical Park

Petersburg National Battlefield

**INVENTORY of Major
Federal and State Recreational
Facilities in Virginia, 1965**

Not included are certain military and other Federal lands which provide hunting, fishing and related recreation opportunities.

Richmond National Battlefield Park	2	745	
Appomattox Court House	7N	933	
National Historical Park	7S	218	
Booker T. Washington National Monument	5	7,478	
Cumberland Gap National Historical Park			
(Virginia Portion)			

FORESTS

George Washington National Forest	4, 6&7N	904,252	20
Jefferson National Forest	4, 5&6	544,290	

WILDLIFE AREAS

Chincoteague National Wildlife Refuge	10	9,030	
(Virginia Portion)			
Presquile National Wildlife Refuge	2	1,329	
Back Bay Migratory Waterfowl			
National Wildlife Refuge	3	4,589	

PARKWAYS

George Washington Memorial Parkway	1	21 mi.	
(Virginia Portion)			
Blue Ridge Parkway	4, 5, 6 7N&7S	215 mi.	
(Virginia Portion)			

STUDY REGION	ACREAGE	SIGNIFICANT FEATURES						ACTIVITIES											
		Total Land And Water Within Area	Surface Water	Lake	River	Seashore	Forest	Mountains	Historic or Archaeological	Picnicking	Hiking and Riding	Games and Sports	Camping	Boating	Swimming	Skiing	Fishing	Hunting	Nature Study
2	745								X	X									
7N	933						X	X	X	X									
7S	218						X	X	X	X	X								
5	7,478						X	X	X	X	X	X	X						X
4, 6&7N	904,252		20		X	X	X			X	X	X	X	X	X		X	X	X
4, 5&6	544,290			X	X	X	X		X	X	X	X	X	X	X		X	X	X
10	9,030			X				X						X				X	
2	1,329			X															
3	4,589			X										X				X	
1	21 mi.			X															
4, 5, 6 7N&7S	215 mi.			X	X	X	X	X	X	X	X	X	X	X					X

**INVENTORY of Major
Federal and State Recreational
Facilities in Virginia, 1965**

Not included are certain military and other Federal lands which provide hunting, fishing and related recreation opportunities.

EXISTING STATE AREAS

Goshen Pass Wayside	
Mecklenburg Wayside	
Amherst Wayside	
Hanover Wayside	
Pulaski Wayside	
Pittsylvania Wayside	
Fauquier Wayside	
Potomac Wayside	
Lake Brittle—Comm. of Game and Fish	
Lake Burke—Comm. of Game and Fish	
Hog Island Refuge—Comm. of Game and Fish ..	
Lake Burton—Comm. of Game and Fish	
Albemarle Lake—Comm. of Game and Fish	
Orange County Lake—Comm. of Game and Fish ..	
Trojan & Pocahontas Public Hunting Area— Comm. of Game and Fish	
Highland Wildlife Management Area— Comm. of Game and Fish	
Clinch Mountain Wildlife Management Area— Comm. of Game and Fish	

STUDY REGION	ACREAGE		SIGNIFICANT FEATURES					ACTIVITIES											
	Total Land And Water Within Area	Surface Water	Lake	River	Seashore	Forest	Mountains	Historical or Archaeological	Picnicking	Hiking and Riding	Games and Sports	Camping	Boating	Swimming	Skiing	Fishing	Hunting	Nature Study	Wilderness Experience
6	107	7				X	X		X	X						X		X	
7S	9					X													
4	35					X													
2	60	5				X													
5	21					X													
7S	60	1		X		X													
1	18		X		X	X	X		X	X						X		X	
1																			
1		74														X			
1	240	218	X		X	X			X	X		X	X			X			
9	2,485	485				X						X	X				X	X	X
7S	84	76	X			X										X			
7N	55	50	X													X	X		
7N	140	124	X			X													
3	1,143	40																X	
6	17,753			X		X	X									X	X		
5	18,469		X		X	X							X			X	X		

INVENTORY of Major Federal and State Recreational Facilities in Virginia, 1965

Not included are certain military and other Federal lands which provide hunting, fishing and related recreation opportunities.

Elm Hill Wildlife Management Area —	
Comm. of Game and Fish	
Hidden Valley Wildlife Management Area —	
Comm. of Game and Fish	
Gathright Wildlife Management Area —	
Comm. of Game and Fish	
Goshen Wildlife Management Area —	
Comm. of Game and Fish	
Sayler's Creek Battlefield Park	
Old Shot Tower	
George Washington Grist Mill	
Lick Creek Natural Area	
Parkers Marsh Natural Area	
Seashore Natural Area	
Chas. C. Steirly Natural Area	
Wreck and Bone Island	
Goshen Natural Area	
Conway-Robinson Memorial State Forest	
Pocahontas State Forest	

STUDY REGION	ACREAGE		SIGNIFICANT FEATURES						ACTIVITIES								
	Total Land And Water Within Area	Surface Water	Lake	River	Seashore	Forest	Natural	Historical or Archaeological	Picnicking	Hiking and Riding	Camping	Boating	Swimming	Skiing	Fishing	Hunting	Nature Study
7S	871			X												X	
5	6,400		30	X	X		X	X			X				X	X	
6	18,392	Approx. 12 miles		X		X	X	X							X	X	
6	15,954			X		X	X	X		X		X			X	X	
7N	215																
5	8																
1	7																
5	863																X
10	759			X		X	X									X	X
3	1,000			X												X	X
9	19			X												X	X
10	1,380			X													X
6	900					X	X										X
1	400					X											X
2	5,600					X											X

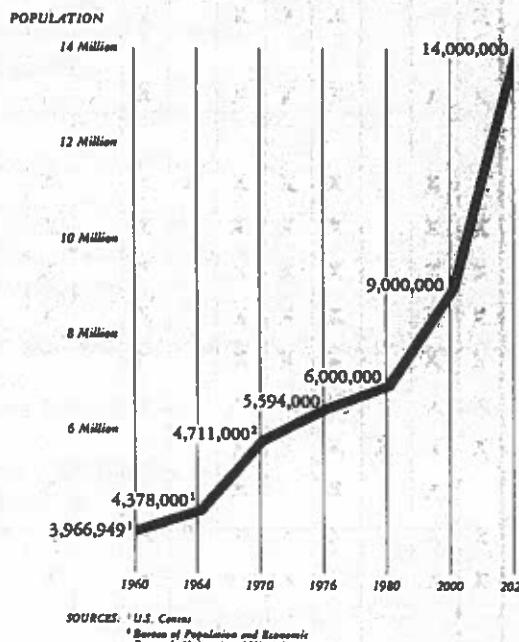
**INVENTORY of Major
Federal and State Recreational
Facilities in Virginia, 1965**

Not included are certain military and other Federal lands which provide hunting, fishing and related recreation opportunities.

STUDY REGION	ACREAGE		SIGNIFICANT FEATURES					ACTIVITIES											
	Total Land And Water Within Area	Surface Water	Lake	River	Seashore	Forest	Mountains	Historical or Archaeological	Picnicking	Hiking and Riding	Games and Sports	Camping	Boating	Swimming	Skiing	Fishing	Hunting	Nature Study	Wilderness Experience
Prince Edward Gallion State Forest	7N	6,580		X	X	X				X	X	X				X	X		
Appomattox Buckingham State Forest	7N	18,880		X	X	X										X	X	X	
Cumberland State Forest	7N	15,870				X										X	X	X	
Bear Creek Lake Recreation Area	7N	150	50	X		X										X	X	X	X
Goodwyn Lake Recreation Area	7N	140	40	X		X										X	X	X	X
Holliday Lake Recreation Area	7N	250	150	X		X	X									X	X	X	X
Claytor Lake State Park	5	472		X		X	X	X								X	X	X	X
Douthat State Park	6	4,493	70	X		X	X	X								X	X	X	X
Fairy Stone State Park	7S	4,570	168	X		X	X	X								X	X	X	X
Hungry Mother State Park	5	2,180	108	X		X	X	X								X	X	X	X
Pocahontas State Park	2	2,005	181	X		X	X	X								X	X	X	X
Prince Edward State Park	7N	130	30	X		X	X	X								X	X	X	X
Staunton River State Park	7S	710		X		X	X	X								X	X	X	X
Seashore State Park	3	2,780	30		X	X	X	X								X	X	X	X
Westmoreland State Park	8	1,355			X	X	X	X								X	X	X	X
Breaks Interstate Park	5	2,022	5	X	X	X	X	X								X	X	X	X
Gunston Hall State Historic Site	1	555					X	X											X

POPULATION DATA

POPULATION PROJECTIONS FOR VIRGINIA



Virginia ranks third in population growth for the east coast states since 1960. During the 1950-1960 decade the population increased by 19.5%, and since 1960 an increase of 10.4% is recorded as of 1964, of which 74% occurred in the six Standard Metropolitan Statistical Areas (Lynchburg, Newport News, Hampton, Norfolk-Portsmouth, Richmond, Roanoke, and Washington).

By the year 2000, it is estimated on a moderately optimistic basis that the population in Virginia will more than double its present figure; and by 2020 it can easily become 3½ times as high. These estimates are based on studies by the U.S. Census Bureau, the Federal Outdoor Recreation Resources Review Commission, the University of Virginia, the State Division of Industrial Development and Planning, and others.

It is important to note that the age composition will probably follow U. S. trends with 114% increase in the 0-24 age groups and 156% in the 75-and-over group by the year 2000.

Over 92% of the new growth in Virginia since 1940 has gone into the four major urbanizing regions, and less than 8% into all the other cities and counties. By 2020 it is probable that 80% of the total state population will be living in these four urbanizing regions, mostly in an urban belt extending down from Washington through Richmond and Petersburg to Hampton Roads.

It is from this area that the overriding demand will come for outdoor recreation.

Of the ten regions mapped on page 22, regions 1-4 are major urban and urbanizing areas which contain the six Standard Metropolitan Statistical Areas of the Census Bureau plus adjacent counties that will probably become urbanized by 2020. Regions 5-10 are predominantly rural.

The tables show the population trend in each region since 1940 and the projected population to 2020. Region 1 will show the largest increase, with over 6 times the 1960 population. Regions 2 and 3 will increase about 4 times, and Region 4 will increase about 3 times.

The population growth map on page 22 shows the distribution in 1960 as determined by the Virginia Division of Industrial Development and Planning. Some of the more significant facts are as follows:

1. In 1960, 57.5% of the state population was in the eastern part of the state (east of the Fall Line), and 90% of this was in the three major urbanizing regions of Washington-Fredericksburg, Richmond-Petersburg, and Hampton Roads.

2. 18.4% of the population lives in the Piedmont area of the state, and 24.1% lives west of the Blue Ridge including the Roanoke metropolitan area.

3. Of the 1940-60 growth, over 90% occurred in the urban or urbanizing regions of the state. But 86.9% of the growth took place along or east of the Fall Line. Only 4.7% of the increase occurred in the Piedmont region and 8.4% west of the Blue Ridge.

4. 51% of the 1940-60 growth in the entire state took place in the metropolitan areas adjoining the James River (Richmond, Petersburg, and Hampton Roads area). The Hampton Roads area had a greater increase, numerically, than the Washington-Fredericksburg area, and, with the Richmond-Petersburg area added to it, this is clearly the dominant growth area of the state, along the James River and Hampton Roads.

5. The Eastern Shore actually lost population in this 20-year period.

POPULATION DISTRIBUTION AND TRENDS BY REGIONS *Virginia, 1940-60*

	1940 POPULATION	1950 POPULATION	1960 POPULATION	% OF STATE, 1960	INCREASE 1940-60 PERSONS % OF STATE	
					PERSONS	% OF STATE
MAJOR URBAN & URBANIZING REGIONS *						
1. Washington-Fredericksburg	220,079	404,315	682,731	17.2	462,652	35.8
2. Richmond-Petersburg-Hopewell	354,387	439,903	542,729	13.7	188,342	14.6
3. Hampton Roads	408,624	666,712	882,520	22.2	473,896	36.7
4. Roanoke-Lynchburg	232,733	259,970	300,532	7.6	67,799	5.3
SUB-TOTALS	1,215,823	1,770,900	2,408,512	60.7	1,192,689	92.4
RURAL REGIONS <i>(Including smaller cities & towns)</i>						
5. Southwest Virginia	471,383	511,938	485,526	12.2	14,143	1.1
6. Upper Valley	264,691	288,991	312,159	7.9	47,468	3.7
7N. Piedmont North	210,972	213,326	219,007	5.5	8,035	0.6
7S. Piedmont South	295,968	313,082	319,922	8.1	23,954	1.9
8. Northern Tidewater	108,323	107,465	112,241	2.8	3,918	0.3
9. Southern Tidewater	59,986	61,846	61,981	1.6	1,995	0.2
10. Eastern Shore	50,627	51,132	47,601	1.2	(-3,026)	(-0.2)
SUB-TOTALS	1,461,950	1,547,780	1,558,407	39.3	96,487	7.6
STATE TOTALS	2,677,773	3,318,680	3,966,949	100.0	1,289,176	100.0

* Some of these include certain rapidly-growing urbanizing counties in addition to those constituting the Census Bureau's Standard Metropolitan Statistical Areas. See map, page 19.

POPULATION PROJECTIONS BY REGIONS Virginia, 1976-2020

	1960 POPULATION	1976 POPULATION	1980 POPULATION	2000 POPULATION	2020 POPULATION
URBANIZING REGIONS					
1. Washington-Fredericksburg	682,731	1,288,800	1,440,000	2,520,000	4,270,000
2. Richmond-Petersburg-Hopewell	542,729	788,700	850,000	1,350,000	2,240,000
3. Hampton Roads	882,520	1,656,500	1,450,000	2,350,000	3,720,000
4. Roanoke-Lynchburg	300,532	420,000	450,000	600,000	980,000
TOTAL URBAN REGIONS	2,408,512	3,834,000	4,190,000	6,820,000	11,210,000
RURAL REGIONS					
5. Southwest Virginia	485,526	473,000	470,000	450,000	450,000
6. Upper Valley	312,159	398,500	420,000	580,000	840,000
7N. Piedmont North	219,007	252,000	260,000	330,000	450,000
7S. Piedmont South	319,922	368,000	380,000	500,000	670,000
8. Northern Tidewater	112,241	134,500	140,000	160,000	190,000
9. Southern Tidewater	61,981	76,500	80,000	90,000	110,000
10. Eastern Shore	47,601	57,500	60,000	70,000	80,000
TOTAL RURAL REGIONS	1,558,437	1,760,000	1,810,000	2,180,000	2,790,000
STATE TOTALS	3,966,949	5,594,000	6,000,000	9,000,000	14,000,000

PROPOSED LEGISLATION

OPEN SPACE LAND ACT

A BILL to provide for the acquisition and designation of real property by certain public bodies for use as permanent open-space land, and to that end to confer certain powers upon such public bodies, and to permit them to exercise the power of eminent domain, appropriate funds, levy taxes and assessments, and issue bonds; to prescribe conditions under which such property may be diverted to other purposes, and be conveyed, or leased; and to provide for exemption of such property from taxation.

Be it enacted by the General Assembly of Virginia:

I. § 1. This act shall be known and may be cited as the "Open Space Land Act."

§ 2. The General Assembly finds that the rapid growth and spread of urban development are creating critical problems of service and finance for the State and local governments; that the present and future rapid population growth in urban areas is creating severe problems of urban and suburban living; that the provision and preservation of permanent open-space land are necessary to help curb urban sprawl, to prevent the spread of urban blight and deterioration, to encourage and assist more economic and desirable urban development, to help provide or preserve necessary park, recreational, historic and scenic areas, and to conserve land and other natural resources; that the acquisition or designation of interests and rights in real property by public bodies to provide or preserve permanent open-space land is essential to the solution of these problems, the accomplishment of these purposes, and the health and welfare of the citizens of the State; and that the exercise of authority to acquire or designate interests and rights in real property to provide or preserve permanent open-space land and the expenditure of public funds for these purposes would be for a public purpose.

Pursuant to these findings, the General Assembly states that the purposes of this act are to authorize and enable public bodies to provide and preserve permanent open-space land in urban areas (as herein defined) in order to assist in the solution of the problems and the attainment of the objectives stated in its findings.

§ 3. To carry out the purposes of this act, any public body may (a) acquire by purchase, gift, devise, bequest, condemnation, grant or otherwise title to or any interests or rights in real property that will provide a means for the preservation or provision of permanent open-space land and (b) designate any real property in which it has an interest to be retained and used for the preservation and provision of permanent open-space land. The use of the real property for permanent open-space land shall conform to the official comprehensive plan for the area in which the property is located.

§ 4. (a) No open-space land, the title to or interest or right in which has been acquired under this act or which has been designated as open-space land under the authority of this act, shall be converted or diverted from open-space land use unless the conversion or diversion is determined by the public body to be (1) essential to the orderly development and growth of the urban area, and (2) in accordance with the official comprehensive plan for the urban area in effect at the time of conversion or diversion. Other real property of at least equal fair market value and of as nearly as feasible equivalent usefulness and location for use as permanent open-space land shall be substituted within a reasonable period not exceeding one year for any real property converted or diverted from open-space land use, unless the public body should determine that such open-space land or its equivalent is no longer needed. The public body shall assure that the property substituted will be subject to the provisions of this act.

(b) A public body may convey or lease any real property it has acquired or which has been designated for the purposes of this act. The con-

veyance or lease shall be subject to contractual arrangements that will preserve the property as open-space land, unless the property is to be converted or diverted from open-space land use in accordance with the provisions of subsection (a) of this section.

§ 5. For the purposes of this act, any public body may exercise the power of eminent domain in the manner provided by law, provided, however, that the public necessity for such acquisition shall be declared in the resolution or ordinance adopted by the public body, which declaration shall be sufficient for the purpose of condemnation.

§ 6. (a) A public body shall have all the powers necessary or convenient to carry out the purposes and provisions of this act, including the following powers in addition to others granted by this act:

(1) to borrow funds and make expenditures necessary to carry out the purposes of this act;

(2) to advance or accept advances of public funds;

(3) to apply for and accept and utilize grants and any other assistance from the Federal Government and any other public or private sources, to give such security as may be required and to enter into and carry out contracts or agreements in connection with the assistance, and to include in any contract for assistance from the Federal Government such conditions imposed pursuant to Federal laws as the public body may deem reasonable and appropriate and which are not inconsistent with the purposes of this act;

(4) to make and execute contracts and other instruments necessary or convenient to the exercise of its powers under this act;

(5) in connection with the real property acquired or designated for the purposes of this act, to provide or to arrange or contract for the provision, construction, maintenance, operation, or repair by any person or agency, public or private, of services, privileges, works, streets, roads, public utilities or other facilities or structures that may be necessary to the provision, preservation, maintenance and

management of the property as open-space land;

(6) to insure or provide for the insurance of any real or personal property or operations of the public body against any risks or hazards, including the power to pay premiums on the insurance;

(7) to demolish or dispose of any structures or facilities which may be detrimental to or inconsistent with the use of real property as open-space land; and

(8) to exercise any or all of its functions and powers under this act jointly or cooperatively with public bodies of one or more states, if they are so authorized by State law, and with one or more public bodies of this State, and to enter into agreements for joint or cooperative action.

(b) For the purposes of this act, the State or a city, town, or county may:

(1) appropriate funds;

(2) levy taxes and assessments;

(3) issue and sell its general obligation bonds in the manner and within the limitations prescribed by the applicable laws of the State; and

(4) exercise its powers under this act through a board or commission, or through such office or officers as its governing body by resolution determines or as the Governor determines in the case of the State.

§ 7. Where an interest in real property less than the fee is held by a public body for the purposes of this act, assessments made on the property for taxation shall reflect any change in the market value of the property which may result from the interest held by the public body. The value of the interest held by the public body shall be exempt from property taxation to the same extent as other property owned by the public body.

§ 8. The following terms whenever used or referred to in this act shall have the following meanings unless a different meaning is clearly indicated by the context:

(a) "Public body" means any State agency having present authority to acquire land for a public

use, or any county or municipality, or any park authority or public recreational facilities authority.

(b) "Urban area" means any area which is urban or urbanizing in character, including semi-urban areas and surrounding areas which form an economic and socially related region, taking into consideration such factors as present and future population trends and patterns of urban growth, location of transportation facilities and systems, and distribution of industrial, commercial, residential, governmental, institutional, resort, and other activities.

(c) "Open-space land" means any land in an urban area which is provided or preserved for (1) park or recreational purposes, (2) conservation of land or other natural resources, (3) historic or scenic purposes, or (4) assisting in the shaping of the character, direction, and timing of community development.

§ 9. Notwithstanding any other evidence of the intent of the General Assembly, it is hereby declared to be the controlling intent of the General Assembly that if any provision of this act or the application thereof to any person or circumstances is held invalid, the remainder of the act and the application of such provision to persons or circumstances other than those as to which it is held invalid, shall not be affected thereby.

Insofar as the provisions of this act are inconsistent with the provisions of any other law, the provisions of this act shall be controlling. The powers conferred by this act shall be in addition and supplemental to the powers conferred by any other law.

A COMMISSION OF OUTDOOR RECREATION

A BILL to create the Commission of Outdoor Recreation; to provide for the appointment, qualifications, terms of office and compensation of members thereof; to provide for the employment of certain

agents and employees; to prescribe certain powers and duties of the Commission; to require departments, commissions, boards, agencies, officers and institutions of the State Government and political subdivisions thereof to cooperate with the Commission in certain respects; to give the force and effect of law to certain rules and to provide a penalty for violation thereof; to prescribe the procedure for the exercise of the power of eminent domain; to appropriate funds to the Commission; and to repeal certain acts.

Be it enacted by the General Assembly of Virginia:

I. § 1. The General Assembly finds that there is a constantly increasing demand for outdoor recreation facilities and a decreasing amount of open space available for providing these facilities, that Virginia's population is increasing rapidly and becoming concentrated in urban and suburban areas, that the Commonwealth has had no State agency charged with the duty of developing and coordinating the implementation of an overall State plan for providing outdoor recreation which is so vital to the Commonwealth; that at the 1964 Session the Virginia Outdoor Recreation Study Commission was created to inventory and appraise outdoor recreation facilities in relation to present and projected outdoor recreation needs and to develop a long range comprehensive plan for meeting these needs; and it has reported to the General Assembly that it is necessary for the proper development of outdoor recreational facilities and in the public interest of the people of the Commonwealth that a State authority be created to advise and direct on a continuing basis the Commonwealth's long range plan to acquire, maintain, improve, protect and limit the future use of or otherwise conserve open spaces and areas of the Commonwealth; and it is necessary for such State authority to have the power necessary to acquire

land for future outdoor recreation use and to coordinate the recreational use of, and development of recreational facilities on other land held in the name of the Commonwealth.

§ 2. There is hereby created a Commission of Outdoor Recreation, hereinafter referred to as the Commission. The Commission shall be the sole agency responsible for the administration of any funds made available to it. The purpose of the Commission shall be, through the exercise of its powers and performance of its duties as set forth in this act, to create and put into effect a long range plan for the acquisition, maintenance, improvement, protection and conservation for public use of those areas of the State best adapted to the development of a comprehensive system of outdoor recreational facilities in all fields, including, but not limited to: parks, forests, camping grounds, fishing and hunting grounds, scenic areas, waters and highways, boat landings, beaches and other areas of public access to navigable waters, and to facilitate and encourage the fullest public use thereof.

§ 3. The Commission shall be composed of nine members as follows: the Director of the Department of Conservation and Economic Development, the Director of the Division of Industrial Development and Planning, the Executive Director of the Commission of Game and Inland Fisheries and the State Highway Commissioner shall serve as ex officio members; five members shall be appointed by the Governor from the State at large subject to the confirmation of the General Assembly. Initially, the five members at-large shall be appointed for the following terms: two for a term of four years, two for a term of three years, and one for a term of two years. Thereafter, successors to members at-large whose terms expire shall be appointed for terms of four years. No member at-large having served two terms shall be eligible for reappointment to the Commission until four years have elapsed. All terms shall begin July one. Appointments to fill vacancies occurring shall be for the unexpired term.

§ 4. Members at-large shall be paid the sum of twenty dollars per day for each day or portion

thereof during which engaged in the performance of their duties, and such members shall be entitled to reimbursement for their expenses incurred while engaged in the discharge of their duties.

§ 5. The Commission, in its discretion, may employ and fix the compensation of such consultants, technicians, engineers, accountants, attorneys, and such other employees and agents as may be required to assist it in the exercise and performance of its powers and duties.

§ 6: In addition to other powers conferred by this act, the Commission shall have the following powers:

(a) Pursuant to Chapter 1.1 of Title 9 of the Code of Virginia, the Commission may from time to time make such rules not inconsistent with this act or the general laws of the State as it shall deem necessary to carry out the purposes and provisions of this act, and from time to time it may alter, repeal or amend any of such rules;

(b) To elect its chairman and any other officer as the Commission sees fit, and to adopt rules and regulations for its own procedure and government;

(c) To administer all funds available to the Commission for carrying out the purposes of this act;

(d) To disburse funds to any department, commission, board, agency, officer or institution of the State, or any political subdivision thereof for carrying out the purposes of this act;

(e) To apply to any appropriate agency or officer of the United States for participation in or the receipt of aid from any federal program respecting outdoor recreation, and in respect thereto, to enter into contracts and agreements with the United States or any appropriate agency thereof;

(f) To accept gifts, bequests and any other thing to be used for carrying out the purposes of this act;

(g) To prepare, maintain and keep up-to-date a comprehensive plan for the development of

the outdoor recreation facilities of the State;

(h) To acquire, in the name of the Commonwealth, either by gift, purchase, the exercise of the power of eminent domain or otherwise any property, real or personal, or any interest therein, as the Commission deems necessary for the obtaining of, maintenance, improvement, protection and conservation of outdoor areas suitable for the development of a system of outdoor recreational facilities, and to transfer such property to other State agencies as provided in § 2-4.1 of the Code of Virginia;

(i) To act either independently or jointly with any department, commission, board, agency, officer or institution of the State or any political subdivision thereof in order to carry out the Commission's powers and duties;

(j) To assist upon request any department, commission, board, agency, officer or institution of the State or any political subdivision thereof in the planning of outdoor recreational facilities in conformity with their respective authorized powers and duties and to encourage and assist in the coordination of Federal, State and local recreational planning, and

(k) To do all things necessary and proper to perform the duties of the Commission to effectuate the purposes of this act.

§ 7. The Commission shall have the following duties:

(a) To prepare, maintain and keep up-to-date a comprehensive plan for the development of outdoor recreation facilities of the State;

(b) To keep financial and other records relating to contracts and agreements with the United States or any appropriate agency thereof, and to furnish appropriate officials and agencies of the United States such reports and information as may be reasonably necessary to enable such officials and agencies to perform their duties under federal programs respecting outdoor recreation;

(c) To coordinate its activities with and represent the interest of departments, commissions,

boards, agencies, officers and institutions of the State, or any political subdivision thereof having interests in the planning, maintenance, improvement, protection and conservation of outdoor recreational facilities;

(d) To study and appraise on a continuing basis the outdoor recreational needs of the State and to assemble and disseminate information relative to outdoor recreation;

(e) Upon the acquisition of any property pursuant to paragraph (h) of § 5 of this act, the Commission shall transfer such property as soon as practicable to the State agency having the power necessary to take such property;

(f) To establish and promote standards for outdoor recreational facilities;

(g) To report biennially to the Governor on the activities and recommendations of the Commission; and

(h) To do such other things as are necessary and proper to effectuate the purposes of this act.

§ 8. All departments, commissions, boards, agencies, officers, and institutions of the State, or any political subdivision thereof, shall cooperate with the Commission in the preparation, revision and implementation of a comprehensive plan for the development of outdoor recreational facilities, and such local and detailed plans as may be adopted pursuant thereto.

§ 9. Any rule adopted pursuant to paragraph (a) of § 5 of this act shall have the force and effect of law, and any person violating such rule shall be guilty of a misdemeanor and punished as provided in § 18.1-9 of the Code of Virginia.

§ 10. The power of eminent domain conferred on the Commission by this act shall be exercised by the Commission pursuant to the provisions of Chapter 1.1 of Title 25 of the Code of Virginia. The acquisition of any land, or interest therein, pursuant to this act is hereby declared to be in the public interest and constitutes a public use as the term "public uses" is used in Section 58 of the Constitution of Virginia.

II. To carry out the purposes of this act there is hereby appropriated to the Commission of Outdoor Recreation the sum of \$75,000 for the first year of the biennium beginning July one, nineteen hundred sixty-six and the sum of \$100,000 for the second year of such biennium. Payments from this appropriation shall be made on warrants of the Comptroller issued upon vouchers signed by the Chairman of the Commission or such other person as shall be designated by the Commission for such purpose.

III. All acts or parts of acts in conflict herewith are repealed to the extent of such conflict.

AMENDMENTS TO ZONING ENABLING LAW

A BILL to amend and reenact §§ 15.1-430 as amended, 15.1-486, 15.1-489 and 15.1-490 of the Code of Virginia relating to planning, subdivision of land and zoning so as to define open space and enable counties and municipalities to enact ordinances in reference thereto.

Be it enacted by the General Assembly of Virginia:

1. That §§ 15.1-430 as amended, 15.1-486, 15.1-489 and 15.1-490 of the Code of Virginia be amended and reenacted as follows:

§ 15.1-430. (a) "Governing body" means the board of supervisors of a county or the council of a city or town.

(b) "Historic area" means an area containing buildings or places in which historic events occurred or having special public value because of notable architectural or other features relating to the

cultural or artistic heritage of the community, of such significance as to warrant conservation and preservation.

(c) "Local planning commission" or "local commission" means a municipal planning commission or a county planning commission.

(d) "Municipality" means a city or town incorporated under the laws of Virginia.

(e) "Official map" means a map of legally established and proposed public streets, waterways, and public areas, adopted by the governing body of a county or municipality in accordance with the provisions of Article 5 hereof.

(f) "Person" means individual, firm, corporation or association.

(g) "Regional planning commission" means a planning commission for any region consisting of any two or more adjacent counties or municipalities or of either or both, including any county and any town or towns within it, heretofore organized or organized under the provisions of article 2 hereof; and includes any such commission organized under the designation "regional planning and economic development commission."

(h) "Street" means highway, street, avenue, boulevard, road, lane, alley, or any public way.

(i) "Special exception" means a special use, that is a use not permitted in a particular district except by a special use permit granted under the provisions of this chapter and any zoning ordinances adopted herewith.

(j) "Open space" means any area to be left in a relatively open or limited state of development or use because of storm or flood hazard, swampy or marshy condition, unstable soil, excessive slope, important natural resource, natural scenic value, historic value, inaccessibility, or other conservation reason.

§ 15.1-486. The governing body of any county or municipality may, by ordinance, divide the territory under its jurisdiction into districts of such num-

ber, shape and area as it may deem best suited to carry out the purposes of this article, and in each district it may regulate, restrict, permit, prohibit, and determine the following:

(a) The use of land, buildings, structures and other premises for agricultural, commercial, industrial, residential, *conservation*, *open space* and other specific uses;

(b) The size, height, area, bulk, location, erection, construction, reconstruction, alteration, repair, maintenance, razing, or removal of structures;

(c) The areas and dimensions of land, water, and air space to be occupied by buildings, structures and uses, and of courts, yards, and other open spaces to be left unoccupied by uses and structures, including variations in the sizes of lots based on whether a public or community water supply or sewer system is available and used;

(d) The excavation or mining of soil or other natural resources.

For the purpose of zoning, the governing body of a county shall have jurisdiction over all the unincorporated territory in the county, and the governing body of a municipality shall have jurisdiction over the incorporated area of the municipality.

§ 15.1-489. Zoning ordinances shall be for the general purpose of promoting the health, safety or general welfare of the public and of further accomplishing the objectives of § 15.1-427. To these ends, such ordinances shall be designed (1) to provide for adequate light, air, convenience of access, and safety from fire, flood and other dangers; (2) to reduce or prevent congestion in the public streets; (3) to facilitate the creation of a convenient, attractive and harmonious community; (4) to expedite the provision of adequate police and fire protection, disaster evacuation, civil defense, transportation, water, sewerage, flood protection, schools, parks, forests, playgrounds, recreational facilities, *open spaces*, airports, and other public requirements; (5) to protect against destruction of or encroachment upon historic areas; and (6) to protect against one

or more of the following: overcrowding of land, undue density of population in relation to the community facilities existing or available, obstruction of light and air, danger and congestion in travel and transportation, or loss of life, health, or property from fire, flood, panic or other dangers.

§ 15.1-490. Zoning ordinances and districts shall be drawn with reasonable consideration for the existing use and character of property, the suitability of property for various uses, the trends of growth or change, the current and future requirements of the community as to land for various purposes as determined by population and economic studies and other studies, the transportation requirements of the community, and the requirements for schools, parks, playgrounds, *recreation areas*, and other public services; for the conservation of open spaces and other natural resources; and for the conservation of properties and their values and the encouragement of the most appropriate use of land throughout the county or municipality.

A SCENIC HIGHWAY AND HISTORIC ROAD SYSTEM

A BILL to amend the Code of Virginia by adding in Chapter 1 of Title 33 an article numbered 3.1, containing sections numbered 33-43.1 through 33-43.5, authorizing the State Highway Commission to designate highways in a certain manner under certain conditions; defining certain terms; conferring upon the State Highway Commissioner additional powers of eminent domain; and to appropriate funds.

Be it enacted by the General Assembly of Virginia:

I. That the Code of Virginia be amended by adding in Chapter 1 of Title 33 an article num-

bered 3.1, containing sections numbered 33-43.1 through 33-43.5, as follows:

Article 3.1

§ 33-43.1. The State Highway Commission is hereby authorized to designate any highway as a scenic highway or as a Virginia byway. Such designation shall be made in cooperation with the Commission of Outdoor Recreation.

§ 33-43.2 For the purposes of this article, a "Virginia Byway" is defined as a road, designated as such by the State Highway Commission, having relatively high aesthetic or cultural value, leading to or within areas of historical, natural or recreational significance. In selecting a Virginia Byway, the State Highway Commission and the Commission of Outdoor Recreation shall give preference to corridors controlled by zoning or otherwise, so as to reasonably protect the aesthetic or cultural value of the highway.

§ 33-43.3 For the purpose of this article, a "Scenic Highway" is defined as a road designated as such by the State Highway Commission, within a protected scenic corridor located, designed and constructed so as to preserve and enhance the natural beauty and cultural value of the countryside.

§ 33-43.4. When the State Highway Commission designates a highway as a Scenic Highway or as a Virginia Byway, it shall be appropriately signed as such.

§ 33-43.5 When the State Highway Commission has designated a highway as a Virginia Byway or as a Scenic Highway, the State Highway Commissioner may acquire by gift, purchase or eminent domain, in the same manner and with powers as vested in the Commissioner pursuant to Article 5, Chapter 1, Title 33, such land, or interests therein, of primary importance for the preservation of natural beauty adjacent to scenic highways. The acquisition of any land, or interests therein, pursuant to this Article is hereby declared to be in the public interest and constitutes a public use as the term "public uses" is used in Section 58 of the Constitution of Virginia.

II. There is hereby appropriated to the State Highway Commission from the general fund of the State treasury a sum of One Hundred Thousand Dollars to be used for the distribution of maps, placement of signs and other methods of disseminating information to the public in carrying out the purposes of this Article.

ACCESS ROADS TO RECREATION AREAS

A BILL to amend the Code of Virginia by adding a section numbered 33-136.3, providing for the setting aside of certain funds; authorizing the State Highway Commissioner to construct, reconstruct, maintain or improve certain roads upon certain conditions; making such roads part of certain highway systems; permitting certain State agencies to make regulations; and to appropriate funds.

Be it enacted by the General Assembly of Virginia:

I. That the Code of Virginia be amended by adding a section numbered 33-136.3, as follows:

§ 33-136.3. (a) The General Assembly finds and declares that there is an increasing demand by the public for more public recreational areas throughout the Commonwealth, therefore, creating a need for more access to such areas. There are also many sites of historical significance to which access is needed.

The General Assembly hereby declares it to be in the public interest that access roads to public recreational areas and historical sites be provided by using highway funds obtained from unclaimed refundable Marine Motor Fuel Tax collections. This section is enacted in furtherance of these purposes.

(b) Notwithstanding any other provision of law, and in order to provide equal marching of

funds hereinafter appropriated from the general fund, the State Highway Commission shall, from funds allocated to the primary system or secondary system of State highways, set aside the sum of Seven Hundred Fifty Thousand Dollars per annum. This fund shall be expended by the Commission for the construction, reconstruction, maintenance or improvement of access roads within counties.

(c) Upon the setting aside of such funds as herein provided, the State Highway Commissioner shall construct, reconstruct, maintain or improve access roads to public recreational areas and historical sites upon the following conditions:

(1) When the Commission of Outdoor Recreation has designated a public recreational area as such and recommends to the State Highway Commission that an access road be provided or maintained to such area; and

(2) When the State Highway Commission pursuant to such recommendation from the Commission of Outdoor Recreation declares by resolution that such access road be provided or maintained; and

(3) When the governing body of the county in which such access road is to be provided or maintained passes a resolution requesting such road; and

(4) When the governing body of the county in which such access road is to be provided or maintained adopts an ordinance pursuant to Article 8, Chapter 11, Title 15.1.

No access road shall be constructed, reconstructed, maintained or improved on privately owned property.

Any access road, constructed, reconstructed, maintained or improved pursuant to the provisions of this section shall become part of the primary system of State highways or the secondary system of State highways in the manner provided by law and shall be designated as a scenic highway or byway as provided for in Article 3.1, Chapter 1, Title 33, and shall thereafter be constructed, reconstructed, maintained and improved as other roads in such systems.

The State Highway Commission and the Commission of Outdoor Recreation are hereby authorized to



make regulations to carry out the provisions of this section.

II. To carry out the purposes of this section, there is hereby appropriated to the State Highway Commission from the general fund of the State treasury the sum of Seven Hundred Fifty Thousand Dollars for each year of the biennium beginning July 1, 1966.

AN HISTORIC LANDMARKS COMMISSION

A BILL to Create the Virginia Historic Landmarks Commission; to provide for the appointment of the members thereof; to prescribe the powers and duties of the Commission with reference to the establishment, designation, preservation, and marking of historic landmarks and historic districts; to prescribe the effect on assessment for taxation of designation of historic landmarks and historic districts; to empower the Commission, under certain conditions, to acquire property by purchase or condemnation; to transfer to the Commission certain powers and duties with respect to historic markers; and to appropriate funds.

Be it enacted by the General Assembly of Virginia:

I. § 1. There is hereby created in the Executive Department of the State Government the Virginia Historic Landmarks Commission, hereinafter referred to as Commission.

§ 2. (a) The Commission shall consist of ten members. Seven shall be appointed by the Governor and the remaining three shall be the Director of the Department of Conservation and Economic Development, the State Librarian, and the Director of the Virginia Research Center for Historic Archaeology, all as ex officio members, but with full voting rights.

(b) Of the seven members appointed by the Governor, one shall be chosen from a list of three names submitted to him by the Association for the Preservation of Virginia Antiquities, one shall be chosen from a list of three names submitted to him by the Virginia Historical Society, one shall be taken from a list of three names submitted to him by Colonial Williamsburg, Incorporated, one shall be chosen from a list of three names submitted to him by the Dean of the School of Architecture, University of Virginia, one shall be chosen from a list of three names submitted to him by the Virginia Chapter of the American Institute of Architects and the remainder shall be appointed from the State at large.

(c) Of the appointive members, initially two shall be appointed for terms of four years, two shall be appointed for terms of three years, two shall be appointed for terms of two years and one shall be appointed for a term of one year. Thereafter, appointments shall be made for terms of four years, except appointments to fill vacancies occurring other than by expiration of term, which shall be filled for the unexpired term.

(d) No member of the Commission shall receive compensation for his services but they shall be reimbursed their necessary expenses incurred in the performance of their duties.

§ 3. The Commission may employ an executive director and such other employees, assistants, and technical personnel as may be required for the performance of its duties.

§ 4. The Commission shall:

(a) Make a survey of, and designate as an historic landmark, the buildings, structures and sites which constitute the principal historical, architectural and archaeological sites which are of State-wide or national significance. No structure or site shall be deemed to be an historic one unless it has been prominently identified with, or best represents, some major aspect of the cultural, political, economic, military, or social history of the State or nation, or has had a major relationship with the life of an historic personage or event representing some major aspect of, or ideals related to, the history of the State or nation. In the case of structures which are to be so designated, they shall embody the principal or unique features of an architectural type or demonstrate the style of a period of our history or method of construction, or serve as an illustration of the work of a master builder, designer or architect whose genius influenced the period in which he worked or has significance in current times. In order for a site to qualify as an archaeological site, it shall be an area from which it is reasonable to expect that artifacts, materials and other specimens may be found which give insight to an understanding of aboriginal man or the Colonial and early history and architecture of the State or nation.

(b) Prepare a register of buildings and sites which meet the requirements of the preceding paragraph, publish lists of such properties and inspect such properties from time to time; publish a register thereof from time to time setting forth appropriate information concerning the registered buildings and sites.

(c) With the consent of the landowners, certify and mark, with appropriately designed markers, buildings and sites which it has registered.

(d) Establish standards for the care and management of certified landmarks and withdraw

such certification for failure to maintain the standards so prescribed.

(e) Acquire by purchase, gift, lease, or condemnation and administer registered landmarks, sites and easements and interests therein; such acquisition may be made from funds provided by law or otherwise.

(f) Lease or sell property so acquired under terms and conditions designed to ensure the proper preservation of the landmark or site in question.

(g) Establish historic districts for registered landmarks and designate the area thereof by appropriate markers provided the county or city in which the district or registered landmark is located fails or refuses to take such action as is necessary to establish and maintain such districts.

(h) Adopt rules and regulations governing changes which may be made in an historic district, provided such rules and regulations are made in accordance with Chapter 1.1 of Title 9 of the Code of Virginia and all such rules and regulations shall have the force and effect of law, provided, however, that no regulation concerning changes within an historic district shall be of such nature as will limit the landowner therein in the making of



changes within and upon their properties which are not visible to the general public.

(i) Prepare and place, from funds provided by law, State historical markers on or along the highway or street closest to the location which is intended to be identified upon such marker.

(j) Seek the advice and assistance of individuals, groups and governments who or which are conducting historical preservation programs and coordinate the same insofar as possible.

(k) Seek and accept gifts, bequests, endowments and funds from any and all sources for the accomplishment of the function of the Commission.

(l) Exercise the power of eminent domain in the situations and under the circumstances hereinafter prescribed.

§ 5. In any case in which the Commission designates a structure or site as a certified landmark, it shall notify the official having the power to make assessments of properties for purposes of taxation within the county or city in which the structure or site is located and such designation and notification shall be, *prima facie*, evidence that the value of such property for commercial, residential or other purposes is reduced by reason of its designation.

§ 6. When the Commission establishes an historic district, it shall notify the official of the county or city whose duty it is to assess property for the purpose of taxation by the county or city in which such area is located of the fact of such establishment and the boundaries of the district, together with the restrictions which are applicable to properties located in such district and of the fact that commercial, industrial and certain other uses within such district are restricted. The tax assessing official shall take such factors into consideration in assessing the properties therein and, based on the restrictions upon the uses of such property, place a lower valuation upon the same.

§ 7. In the establishment of historic districts, the Commission shall not act in any county or city in which local officials have established such dis-

tricts. In any county or city having power to establish such districts and which has not done so, the Commission shall, in appropriate cases, designate such districts and notify the proper officials of the county or city in which the same is located and request them to take such action as will enable the establishment and perpetuation through local action, of historic districts.

§ 8. Whenever the Commission, with the consent of the landowner, certifies property as being a registered landmark, it may seek and obtain from such landowner such restrictions upon the use of the property as the Commission finds are reasonable and calculated to perpetuate and preserve the features which led it to designate such property as an historical landmark. All such agreements between the Commission and the landowner shall be in writing, and, when duly signed, shall be recorded in the clerk's office of the county or city wherein deeds are admitted to record and when so recorded shall be notification to tax assessing officials of the restrictions therein set forth. Such restrictions shall be observed by the tax assessing officials of such county or city in placing a lower valuation upon such property in future assessments or reassessments of real estate.

§ 9. When the Commission finds that property having historic or archaeological values coming within the terms prescribed by paragraph (a) of § 4 cannot be acquired by gift or purchase and is likely to be sold or used, thereby making it probable that the historic or archaeological values which should be preserved are in danger of being seriously damaged or totally destroyed, the Commission shall have the right to acquire such property by the exercise of condemnation. The power of eminent domain conferred on the Commission by this act shall be exercised by the Commission pursuant to the provisions of Chapter 1.1 of Title 25 of the Code of Virginia as amended. The acquisition of any land or interest therein pursuant to this act is hereby declared to be in the public interest and constitute a public use as the term "public uses" is used in § 58 of the Constitution of Virginia.

§ 10. All agencies of the State shall assist the Commission in the disposition of its duties and functions upon the request of the Commission or the executive director thereof.

§ 11. All powers, duties and functions of the State Librarian and the State Library Board relating to the erection, maintenance and control of historical markers under Article 6 of Chapter 6 of Title 42 of the Code of Virginia are hereby transferred to, and vested in the Commission, and, for these purposes, the Commission shall have all the powers and duties, including the appointment of committees, heretofore exercised by the State Library Board.

§ 12. This act being designed for the public welfare and the perpetuation of those structures and areas which have a close and immediate relationship to the values upon which this State and the Nation were founded, and which serve as a means of illustrating to present and future generations the inherent worth of such values and the unchangeable truths thereby demonstrated, shall be broadly construed in order to accomplish the purposes herein set forth.

II. To carry out the purposes of this act there is hereby appropriated to the Virginia Historic Landmarks Commission the sum of \$45,000 for the first year of the biennium beginning July one, nineteen hundred sixty-six and the sum of \$100,000 for the second year of such biennium. Payments from this appropriation shall be made on warrants of the Comptroller issued upon vouchers signed by the Chairman of the Commission or such other person as shall be designated by the Commission for such purpose.

THE VIRGINIA OUTDOORS FOUNDATION

A BILL to create the Virginia Outdoors Foundation and governing body, to prescribe its powers and functions and to appropriate money therefor.

Be it enacted by the General Assembly of Virginia:

I. § 1. The General Assembly finds that the State's population is increasing rapidly and becoming concentrated in urban and suburban areas; that the open space available for parks as well as natural, scenic, historic, scientific and recreational areas is being diminished constantly and it is in the public interest that preservation of open space be encouraged.

§ 2. It is hereby declared to be the public policy of Virginia that the preservation of open space lands is in the public interest and is to be encouraged.

§ 3. In order to promote the public policy above declared, and to encourage private gifts of money, securities, land, or other property of whatever character for the purpose of preserving the natural, scenic, historic, scientific, and recreational areas of the State, there is hereby created the Virginia Outdoors Foundation, a body politic to be organized and to have such powers as hereinafter provided.

§ 4. The Virginia Outdoors Foundation shall be governed and administered by a Board of Trustees composed of the State Treasurer and the Director of the Virginia Department of Conservation and Economic Development to serve ex officio, and five trustees from the State at large to be appointed by the Governor. Initially the trustees at-large shall be appointed for the following terms: two for a term of four years, two for a term of three years, and one for a term of two years. Thereafter, successors to trustees at-large whose terms expire shall be appointed for terms of four years. Vacancies shall be filled for the unexpired term. No trustee at-large shall be eligible to serve for more than two successive terms, but appointment to fill a vacancy shall not be considered as one of the two terms. All trustees at-large shall take the oath of office as prescribed by law and post bond in the penalty of five thousand dollars with the State Comptroller prior to entering upon the functions of office. No compensation shall be paid to any trustee for his services, but each trustee shall be reimbursed for travel and expenses

incurred by him in the performance of his duties on behalf of the Foundation.

§ 5. The Director of the Department of Conservation and Economic Development shall be Chairman of the Board. A majority of the members on the Board serving at any one time shall constitute a quorum for the transaction of business.

§ 6. To enable it to carry out its functions, the Virginia Outdoors Foundation shall have the following general powers:

(a) To have succession until dissolved by Act of Assembly, in which event title to the properties of the Foundation, both real and personal, shall, insofar as consistent with existing contractual obligations and subject to all other legally enforceable claims or demands by or against the Foundation, pass to and become vested in the Commonwealth of Virginia;

(b) To sue and be sued in contractual matters in its own name;

(c) To promulgate such rules and regulations, not inconsistent with the laws of the State, as it deems necessary for the administration of its functions under Chapter 1.1, Title 9, of the Code of Virginia, including among other matters, administration of funds, and the organization and procedure of the Board of Trustees;

(d) To accept, hold, and administer gifts and bequests of money, securities, or other property of whatsoever character, absolutely or in trust, for the purposes for which the Foundation is created. Unless otherwise restricted by the terms of the gift or bequest, the Foundation is authorized to sell, exchange, or otherwise dispose of and to invest or reinvest in such investments as it may determine from time to time the moneys, securities, or other property given or bequeathed to it. The principal of such funds, together with the income therefrom and all other revenues received by it from any source whatsoever, shall be placed in such depositories as the Foundation shall determine and shall constitute a

special fund and be subject to expenditure by the Foundation for its purposes without further appropriation. The Foundation shall not engage in any business except in the furtherance of its objectives;

(e) To acquire by gift, devise, purchase, or otherwise, absolutely or in trust, and to hold and, unless otherwise restricted by the terms of the gift or devise, to encumber, convey, or otherwise dispose of, any real property, or any estate or interest therein, as may be necessary and proper in carrying into effect the purposes of the Foundation;

(f) To enter into contracts generally and to execute all instruments necessary or appropriate to carry out its purposes;

(g) To appoint and prescribe the duties of such officers, agents, and employees as may be necessary to carry out its functions, and to fix and pay such compensation to them for their services as the Foundation may determine; and

(h) Generally to do any and all lawful acts necessary or appropriate to carry out the purposes for which the Foundation is created.

§ 7. The Foundation shall, on or before the first day of November in each year, transmit to the Governor a report of its proceedings and activity for the preceding fiscal year, including a full and complete statement of its receipts and expenditures.

§ 8. Gifts, devises or bequests, whether personal or real property, and the income therefrom, accepted by the Foundation, shall be deemed to be gifts to the Commonwealth of Virginia, which shall be exempt from all State and local taxes, and shall be regarded as the property of the State for the purposes of all tax laws.

§ 9. All State officers, agencies, commissions, departments, and institutions are directed to cooperate with, and assist, the Virginia Outdoors Foundation in carrying out its purpose, and to that end may accept any gift or conveyance of land or other property in the name of the Commonwealth from the Foundation. Such property shall be held in possession or used as

provided in the terms of the trust, contract, or instrument by which it is conveyed.

II. There is hereby appropriated to the Virginia Outdoors Foundation from the general fund in the State treasury, the sum of \$500 for each year of the biennium beginning July one, nineteen hundred sixty-six.

AN AMENDMENT TO THE VIRGINIA PARK REVENUE BOND ACT

A BILL to amend and reenact §§ 10-100, 10-105 and 10-106 of the Code of Virginia, relating to issuance of revenue bonds for camping and recreational facilities and fees and charges in connection therewith.

Be it enacted by the General Assembly of Virginia:

1. That §§ 10-100, 10-105 and 10-106 of the Code of Virginia be amended and reenacted as follows:

§ 10-100. As used in this chapter, the following words and terms shall have the following meanings:

(1) "Board" shall mean the Board of Conservation and Economic Development.

(2) "Camping and recreational facilities" shall mean and embrace camp sites, cabins, lodges, halls, tent camps, trailer camps, furnishings and equipment appurtenant thereto and useful in connection therewith including, but not limited to sanitary and utility services, restaurants, cafeterias, stables, horses and riding equipment, and shall also embrace bathing beaches, boat houses, boats, and all incidental equipment appurtenant thereto, now under the control of the Department of Conservation and Economic Development or acquired, constructed, enlarged

or improved under the provisions of this chapter.

(3) "Cost of camping and recreational facilities" shall include the purchase price, the cost of construction, enlargements or improvements, financing charges, interest during any period of disuse before completion of enlargements or improvements, cost of engineering studies and estimates and of engineering data, engineering and legal expenses, cost of plans, specifications, surveys, estimates of cost and of revenues, expenses necessary or incident to determining the feasibility or practicability of the enterprise, administrative expense, and such other expenses as may be necessary or incident to the financing herein authorized.

(4) "Department" shall mean the Department of Conservation and Economic Development.

(5) "Director" shall mean the Director of Conservation and Economic Development.

§ 10-105. In the discretion of the Board, each or any issue of revenue bonds may be secured by a trust indenture by and between the Director, in the name of the Commonwealth of Virginia, Department of Conservation and Economic Development, and a corporate trustee, which may be any trust company or bank having the powers of a trust company within or outside of the State. Such trust indenture may pledge fees and charges to be received from the use of and for the services rendered by any camping and recreational facilities, wherever located, and whether existing facilities or facilities for the cost of which the bonds are to be issued, but no such trust indenture shall convey or mortgage any camping or recreational facilities or any part thereof.

Either the resolution providing for the issuance of revenue bonds or such trust indenture may contain such provisions for protecting and enforcing the rights and remedies of the bondholders as may be reasonable and proper and not in violation of law, including covenants setting forth the duties of the Board and the Director in relation to the acquisition, construction, improvement, and maintenance, operation, repair and insurance of such facilities, and the

custody, safeguarding and application of all moneys, and may also provide that camping and recreational facilities shall be acquired, constructed, enlarged or improved, and paid for under the supervision and approval of consulting engineers employed or designated by the Director, in the name of the Commonwealth of Virginia, Department of Conservation and Economic Development, and satisfactory to the original purchasers of the bonds issued therefor, and may also require that the security given by contractors and by any depository of the proceeds of the bonds or revenues of the camping and recreational facilities or other moneys pertaining thereto be satisfactory to such purchasers. It shall be lawful for any bank or trust company incorporated under the laws of this State to act as such depository and to furnish such indemnifying bonds or to pledge such securities as may be required by the Board. Such indenture may set forth the rights and remedies of the bondholders and of the trustee, and may restrict the individual right of action of bondholders as is customary in trust indentures securing bonds and debentures of corporations.

In addition to the foregoing, such trust indenture may contain such other provisions as the Board may deem reasonable and proper for the security of the bondholders.

§ 10-106. The Board shall fix and revise, or authorize the Director to fix and revise, from time to time as may be necessary, fees and charges for the use of camping and recreational facilities pledged in connection with * revenue bonds * issued under the provisions of this chapter, and shall charge and collect the same. Such fees and charges shall be so fixed and adjusted * as to provide a fund sufficient to pay (1) the cost of maintaining, repairing and operating such facilities unless such cost shall otherwise be provided for, (2) such bonds and the interest thereon as the same shall become due and (3) reasonable reserves for such purposes. Such fees and charges shall not be subject to supervision or regulation by any other State commission, board, bureau or agency.