



**Adopted February 22, 2011**

# **SPOTSYLVANIA COUNTY**

## **TRAILWAYS MASTER PLAN**



Prepared by the Spotsylvania County Planning Department

**2010**

## **Acknowledgements**

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Spotsylvania County Attorney's Office

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City of Fredericksburg Planning Department  
National Park Service (Fredericksburg and  
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Fredericksburg Metropolitan Planning  
Association (FAMPO)

Caroline County Planning Department  
Orange County Planning Department  
Lake Anna State Park

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#### **Million Mile Greenway Organization**

#### **East Coast Greenway Organization**



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# INTRODUCTION

## WHAT IS A TRAILWAY?

For the purpose of this plan, a *trailway* is defined as a transportation corridor separated from a roadway, intended for single use or multi-purpose non-motorized linear transportation that can include, but not be limited to walking, jogging, hiking, mountain and road biking, inline skating, horseback riding, and cross-country skiing.

Trailways can take several forms. Trailways may be roadway right-of-way based bicycle and pedestrian-friendly improvements in the form of roadside sidewalks or multi-use (or shared-use) paths. They may be located within greenways or off-road corridors that follow abandoned rail corridors, utility corridors, streams, forested corridors, or other natural features. Bicycle and pedestrian-friendly improvements along vehicular corridors may include new or widened roadway shoulders or the installation of bicycle lanes within the roadway. They are of vital importance to the overall bicycle and pedestrian-friendly transportation network and such improvements have been identified in this plan.

*Greenways* are corridors of undeveloped land, as along a river or between urban centers, that is reserved for recreational use or environmental preservation. Greenways can contain trailways and are proposed in that fashion by way of this plan.

Planned roadway right-of-way improvements are intended to complement planned greenway trails and enhance accessibility to bicycle and pedestrian-friendly improvements throughout the County, especially in the Agricultural and Forestal Development District. Such improvements are also intended to create safer conditions for vehicles, bicycles and pedestrians who share the roadway. Though complementary, and integral to the overall non-motorized transportation system, roadway right-of-way based bicycle and pedestrian-friendly improvements are not included in trailway facility standards calculations.

## PURPOSE OF THE PLAN

The purpose of the plan is to provide a framework around which a comprehensive system of trailways can evolve, both now and in the future. The overall goal is to encourage the development of a system for non-motorized travel that will link neighborhoods, parks, schools, businesses and public facilities, as well as link and protect important natural, historic and cultural resources. Development of a Comprehensive Spotsylvania County Trailways Master Plan is an implementation item of the *Comprehensive Plan*, adopted in 2008.

This plan addresses trailways on public and private land where the trails are open to the public. This plan identifies a number of goals, objectives, and implementation strategies that Spotsylvania County can use in the development of an integrated system of trailways. An integrated system would link the existing trailway segments within the County into a larger common network of trailways that access residential areas, state, county, and national parks, forests and wildlife management areas, significant viewsheds, entertainment, water related resources, cultural and historic resources, schools, retail outlets, commercial services, mixed-use areas, employment centers, and transportation nodes. On a larger scale they can be incorporated into a regional system of trailways, effectively allowing for inter- and intra-jurisdictional infrastructure, regional tourism, and promoting regional alternative transportation possibilities.





The plan has been developed acknowledging that full build-out of the trailways system with all amenities will not take place immediately. This will be a flexible, living plan and will be subject to future developments and economic conditions, as the community evolves. Levels of interest, available funding, and community support factors may fluctuate over time; so may the rate at which implementation of the plan is feasible.

## **BENEFITS OF TRAILS**

A complete trailways system can play a vital role in the promotion and enjoyment of open space areas and provide for a healthy alternative mode of transportation not currently available within the County. Development of trailways can be an effective means to add a new dimension to the overall quality of life in the County.

A complete network of trailways provides a range of economic, aesthetic, environmental, health and recreational benefits to citizens of the community, as well as to private property owners. A trails network can increase residential and commercial property values, encourage revitalization of declining areas, promote walkability, attract visitors, enhance the tourist experience, and encourage the establishment of “green” businesses. Appropriately sited and constructed trailways provide an alternative to the use of vehicular transportation, resulting in reduced traffic congestion.

Designated trailways enhance the safety and viability of walking and bicycling by reducing many of the conflicts between automobiles and pedestrians that now exist due to a lack of greenway trails and along roadways that do not accommodate bicycle and pedestrian use.

## **BACKGROUND**

Resulting from Virginia House Bill 1071 and Senate Bill 420, identification and development of Urban Development Areas (UDA) in high growth localities has become a priority mandate for Spotsylvania County. The development of higher-density, mixed-use and walkable communities will provide the opportunity to create significant trailway corridors to access and connect UDA areas.

On a regional scale, the *George Washington Region Bicycle and Pedestrian Plan* was adopted on January 26, 2009 by the Fredericksburg Area Metropolitan Planning Organization (FAMPO). The plan, which includes all of the jurisdictions within the George Washington Region, identifies a number of roadway improvement projects throughout the County that are meant to complement the Spotsylvania County Comprehensive Plan goals, but also to serve as a piece of a regional network of trailway facilities. The George Washington Region Bicycle and Pedestrian Plan has been incorporated by reference in the adopted Spotsylvania County Comprehensive Plan and bike and pedestrian improvements identified within the plan have been incorporated into this plan.

On March 10, 2009, shortly after the *Comprehensive Plan* and *George Washington Region Bicycle and Pedestrian Plan* were adopted, the County Board of Supervisors adopted the *2009 Spotsylvania County Parks and Recreation Master Plan* which further supports the development of trailway infrastructure throughout the County.

Additionally, the National Park Service (NPS), with a significant land presence in Spotsylvania County, is currently engaged in an update of their Generalized Management Plan. At this time, trailway development within the park system is a significant element. The



NPS planning process will be vital to the successful connection of historic battlefields within the region.

### WHY NOW?

Development of the *Trailways Master Plan* comes at a fortuitous time. Both population and development growth over the past decade and into the future sets the foundation for existing and future increases in demand for the use of County trailways. Planning for and implementing the development of trail systems now, helps to establish a comprehensive network for current and future residents. This is a proactive approach to ensure trailway development is a priority at this time. Furthermore, it helps assure that trail corridors become established prior to further population and development pressures possibly removing the potential to develop trailways.

For the past decade, Spotsylvania County has consistently been identified by the U.S. Census Bureau as one of the 100 fastest growing counties in the United States with an estimated population growth of 34.8% from 2000 to 2009. Using a 2009 United States Census estimate, Spotsylvania County's population as of July 1, 2009 was 120,977. By the year 2030 (based on Spotsylvania County projections using a 2% annual growth rate) the County population is expected to grow to 183,361 people.

**“Spotsy has grown quickly and has become a place where people race from errand to errand each day. Creating trailways offers families low-cost options for healthy experiences, and teaches kids the value of exercise and respect for the environment.”**

--Battlefield District  
Respondent,  
*2010 Spotsylvania  
County Trailway Use and  
Demand Survey*

With careful attention paid to larger regional and state-wide plans, the Spotsylvania County Trailways Master Plan fits within a much greater geographical framework, positioning it as a true “crossroads” within the region. The plan will complement adjacent jurisdictions’ planning efforts to assure a cohesive regional trailway system that includes the City of Fredericksburg, Stafford County, Spotsylvania County, Orange County, Caroline County, and King George County.

This is meant to be an exciting, dynamic plan which will benefit present and future generations in the Spotsylvania community.

### ENABLING LEGISLATION

To successfully implement this plan, the Spotsylvania County Planning Department requested that the County Attorney’s Office identify statutes and ordinances that enable the County to plan for and pursue land acquisition or easements in order to construct and maintain trailway facilities for public use. Their research has identified a number of sources of law which can provide guidance planning and implementing trailways within the county. **The principal legislation granting authority for this plan is indicated below. The complete listing of legislation related to the planning, construction, maintenance, and funding of trailways is included in Appendix E.**

#### Virginia Open Space Land Act; Va. Code Ann. §§ 10.1-1700 – 10.1-1705:

The Virginia Open Space Land Act enables public landholding bodies to acquire land or easements for the preservation of open space and to obtain and utilize funds to develop and maintain facilities on land acquired. This land shall conform to the official comprehensive



plan for the area in which the property is located. No land designated as open-space under the authority of this Act can be converted from that status unless the conversion or diversion is determined by the public body to be essential to development and growth of the region and in accordance with the region's official comprehensive plan and there is other substituted real property of equal or greater value.

Planning, Subdivision of Land and Zoning; Va. Code Ann. § 15.2-2200:

This section of the Virginia Code “encourages” local governments to improve the public health, safety, convenience and welfare of its citizens and to plan for the future development of communities to the end that transportation systems be carefully planned; that new community centers be developed with adequate highway utility, health, educational, and recreational facilities; that the needs of agriculture, industry and business be recognized in future growth; that residential areas be provided with healthy surrounding for family life; that agricultural and forestal land be preserved; and that the growth of the community be consonant with the efficient and economical use of public funds.

Comprehensive Plan to be Prepared and Adopted; Scope and Purpose: Va. Code Ann. § 15.2-2223:

This statute outlines the proper method by which a comprehensive plan is to be prepared and adopted. Every local planning commission is to prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan. In preparation for the comprehensive plan, the commission shall make careful and comprehensive studies of the existing conditions and trends of growth within the locality. In conjunction with the comprehensive plan, “each locality shall develop a transportation plan that designates a system of transportation infrastructure needs and recommendations that may include the designation of new and expanded transportation facilities and that support the planned development of the territory covered by the plan and shall include, as appropriate, but not be limited to, roadways, *bicycle accommodations*, *pedestrian accommodations*, railways, bridges, waterways, airports, ports, and public transportation facilities” (emphasis added).

Parks, Recreation Facilities, Playgrounds, etc.; Va. Code Ann. § 15.2-1806(B):

This section of the Virginia Code established that a locality may establish, conduct, and regulate a system of hiking, biking, and horseback riding trails. Towards that end, a locality may set apart any land or buildings owned or leased by it for that purpose and can obtain licenses or permits for such use on land or buildings the locality does not own.

Streets, Sidewalks, and Public Rights-of-way Generally; Va. Code Ann. § 15.2-2001:

This statute sets out the authority of localities to maintain and update streets, sidewalks and public rights-of-way. This includes the authorization that “localities may make, improve and repair sidewalks upon all public rights-of-way and may convert sidewalks to bicycle paths.”



## THE PLANNING PROCESS



Figure 1: Site visit and discussion of the Virginia Central Rail Trail

Planned improvements in this document were compiled by identifying existing national, state, and regional bicycle and pedestrian plans, identifying improvements targeted locally from the adopted Comprehensive Plan and Parks and Recreation Master Plan. Community input has been gained by existing guiding documents such as the Comprehensive Plan that reflects a wealth of trailway development guidance as gained by the district working groups, through

survey research at the state, regional, and county level, community comments received following the posting of the DRAFT Trailways Master Plan online on September 14, 2010, and community meeting held on September 22, 2010. Meetings held with surrounding jurisdictions and regional agencies and initiatives including the Spotsylvania Greenways Initiative have proved invaluable. Throughout the planning process, numerous site visits were conducted in order to better conceptualize and plan for future trailways throughout the County (See Figure 1).

### SPOTSYLVANIA GREENWAYS INITIATIVE

A significant grassroots effort has been organized by the Spotsylvania Greenways Initiative (SGI), a volunteer-based organization composed of local citizens, public and private sector organizations, and state and national bicycle and trailway groups. The Spotsylvania Greenways Initiative, along with their advisory committee, represents a wealth of experience and talent in the planning, development, and branding of greenway trails on both a local and national scale. Their mission is to create greenways in Spotsylvania County to connect natural and culturally significant areas to provide recreation opportunities that inspire respect and responsibility for green space everywhere.



Figure 2: Meeting with the Spotsylvania Greenways Initiative.

Since initial meetings of the Spotsylvania Greenways Initiative in September, 2008, Spotsylvania County staff has been working with SGI in an advisory role, utilizing the professional and grassroots knowledge and energy of the organization to help identify and develop vital greenway corridors throughout the County (See Figure 2). County staff and SGI have also met with the National Park Service to promote enhanced access to our National Battlefield resources through bicycle and pedestrian routes that can “fit” within our County Trailways Master Plan and be accessible on a regional and national scale.

The Spotsylvania Greenways Initiative has identified a number of key functions they will be able to provide to the County:

- Provide a forum for connecting people in the County who care about trails and for connecting to other trails organizations outside of the County
- Support development of the County Trailways Plan
- Support implementation of the County Trailways Plan



- Educate landowners, developers, and local citizens about the benefits of trails
- Raise funds from the local community
- Apply for and manage grants under the County's guidance
- Facilitate land acquisition
- Provide volunteer services for trail design, construction and maintenance
- Manage trail design and construction
- Advocacy, promoting trail usage in the County

Recognizing the benefits of the resources that the Spotsylvania Greenways Initiative brings to the County, on February 9, 2010, the Spotsylvania County Board of Supervisors supported continued work in partnership with the Spotsylvania Greenway Initiative to plan for and develop trails in the County. The effort will include jointly pursuing grant funding, community outreach, trail construction planning, seeking easements from property owners, and constructing trails.

### **BACKGROUND DATA COLLECTION AND FIELD ANALYSIS**

Background data was gathered for this plan from previous plans and studies, existing GIS data and maps, and from local government staff and the Spotsylvania Greenways Initiative. Existing GIS data were provided by Spotsylvania County GIS, including the location of roadways, railroad beds, rivers and streams, parks and recreation facilities, major subdivisions, schools, parks, and municipal boundaries. Roadside historic marker GIS data was provided by the Virginia Department of Transportation (VDOT). Survey Monkey was utilized to construct, collect, and analyze results of the 2010 Spotsylvania County Trailway Use and Demand Survey. Field work was conducted throughout the County to document existing conditions for non-motorized transportation and to identify opportunities to improve trailway facilities. This information has been incorporated into the plan. A listing of the various resources can be found in Appendix G.

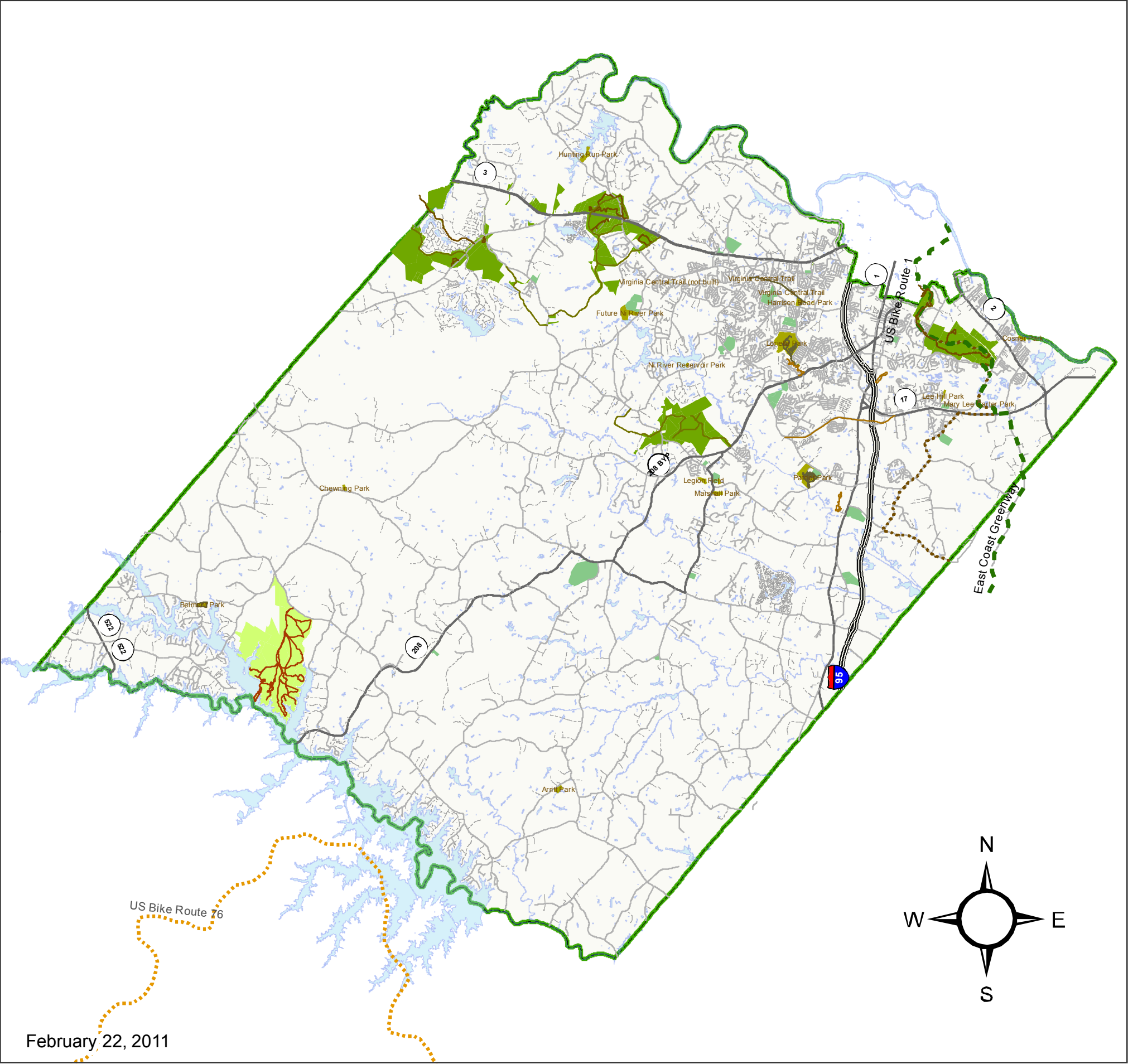
### **EXISTING CONDITIONS**

As identified in the adopted *Spotsylvania County Parks and Recreation Master Plan*, County-wide, in 2009, Spotsylvania County had 9.7 miles of publicly maintained and accessible trailways (See Figure 3). Additional public trailways within Spotsylvania County are located on State or National Park land or available for use through proffer from private developments. The existing system of trails within Spotsylvania County is generally disconnected, highly localized, and therefore inaccessible by many residents and tourists. With a trailway deficit of over 100 miles in 2010, the existing deficit does not create opportunities; but creates demand for the identification and establishment of new trailways. A map of the County's existing publicly accessible trailway infrastructure has been provided on the following page (Map 1).





# SPOTSYLVANIA COUNTY EXISTING PUBLIC TRAILWAY INVENTORY



This map represents an inventory of existing public access trailway facilities and recognized bike routes or trail corridors located within Spotsylvania County. The inventory includes trails by the National Park Service, State Park, County Schools, Parks and Recreation Trails, and other multi-use paths constructed for public use. Bike Routes including the U.S. 1 Bike Route and East Coast Greenway have also been identified. The existing system of trails shown here is generally disconnected, highly localized, and therefore not readily accessible by many residents and tourists.

### Existing Trails Inventory

- Multi-Use Paths
- National Park Service Roads
- National Park Service Trails
- Parks and Recreation Trails
- School Trails
- State Park Trails
- East Coast Greenway
- US Bike Route 1
- US Bike Route 76
- School Land
- County Park Land
- State Park Land
- National Park Service

0 1.5 3 6 9 12 15 Miles

1 inch = 3.16 miles



SPOTSYLVANIA COUNTY EXISTING COUNTY TRAILWAY INVENTORY		
<b>BATTLEFIELD DISTRICT</b>	<b>FACILITY</b>	<b>MILEAGE</b>
	N/A	N/A
<b>TOTAL FOR BATTLEFIELD</b>		0 Miles
<b>BERKELEY DISTRICT</b>	<b>FACILITY</b>	<b>MILEAGE</b>
	N/A	N/A
<b>TOTAL FOR BERKELEY</b>		0 Miles
<b>CHANCELLOR DISTRICT</b>	<b>FACILITY</b>	<b>MILEAGE</b>
	N/A	N/A
<b>TOTAL FOR CHANCELLOR</b>		0 Miles
<b>COURTLAND DISTRICT</b>	<b>FACILITY</b>	<b>MILEAGE</b>
	N/A	N/A
<b>TOTAL FOR COURTLAND</b>		0 Miles
<b>LEE HILL DISTRICT</b>	<b>FACILITY</b>	<b>MILEAGE</b>
	Mary Lee Carter Park	0.2 Miles
	Patriot Park	3.1 Miles
<b>TOTAL FOR LEE HILL</b>		3.3 Miles
<b>LIVINGSTON DISTRICT</b>	<b>FACILITY</b>	<b>MILEAGE</b>
	Belmont Park	1.4 Miles
<b>TOTAL FOR LIVINGSTON</b>		1.4 Miles
<b>SALEM DISTRICT</b>	<b>FACILITY</b>	<b>MILEAGE</b>
	Loriella Park	2.9 Miles
	Virginia Central Rail Trail	2.1 Miles
<b>TOTAL FOR SALEM</b>		5.0 Miles

Figure 3: Existing Trailway Inventory tracks trailway facilities in Parks and Developed Greenway sections under County Maintenance.



## **EXISTING PLANS**

The Spotsylvania County Trailways Master Plan is intended to be a stand-alone plan. However, the plan has been created out of consideration to other existing plans in an attempt to ensure that it is consistent and harmonious with other important planning efforts. This plan is not intended to replace or nullify other railway plans that involve Spotsylvania County. These existing plans have been incorporated into, and further support the improvements proposed within the *Spotsylvania County Trailways Master Plan*. The result is a County trailways plan that complements larger regional, state, and nationally significant trail systems.

### **Nationally Significant**

#### **U.S. Bicycle Route 1**

U.S. Bicycle Route 1, is an established route that runs the length of the United States eastern seaboard from Maine to Florida. It is one of the two original U.S. Bicycle Routes. The U.S. Bicycle Route 1 has been identified as a Virginia Statewide Trunkline Trail in the *2007 Virginia Outdoors Plan*. The Bicycle Route also coincides with the Atlantic Coast Trail, an Adventure Cycling Association trail.

The American Association of State Highway and Transportation Officials (AASHTO) recognize the segments in North Carolina and Virginia as being the only "official" segments of U.S. Bicycle Route 1.

#### **U.S. Bicycle Route 76**

It is important to recognize that the second of the original U.S. Bicycle Routes, U.S. Bicycle Route 76, passes just to the south of Spotsylvania County in Louisa County. The Bicycle Route is an east-west corridor accessing Virginia, Kentucky, and Illinois. With proper mapping and advertisement, proximity of the Bicycle Route to Spotsylvania County potentially could bring additional users into the County, resulting in an additional tourism benefit.

The U.S. Bicycle Route 76 coincides with the TransAmerica Trail, an Adventure Cycling Association trail.

#### **East Coast Greenway (ECG)**

The East Coast Greenway (ECG) is a developing trail system, spanning nearly 3,000 miles as it winds its way between the State of Maine's northern boundary with Canada and Key West, Florida, linking all the major cities of the eastern seaboard. Nearly 25 percent of the route is already on safe, traffic-free paths. A portion of the ECG alignment is planned to pass through Spotsylvania County. The East Coast Greenway Alliance (ECGA) is the non-profit organization spearheading the development of the ECG. The ECG has been identified as a Virginia Statewide Trunkline Trail in the *2007 Virginia Outdoors Plan*.



## Virginia Significant

### **2007 Virginia Outdoors Plan (Va. Dept. of Conservation and Recreation)**

The Virginia Outdoors Plan is the state's official document regarding land conservation, outdoor recreation and open space planning. It assists all levels of the public and private sectors to meet needs pertaining to those issues. The plan provides guidance for the protection of lands through actions of the Virginia Land Conservation Foundation (VLCF), and the plan is required in order for Virginia to take part in the federal Land and Water Conservation Fund (LWCF) program. Within Spotsylvania County, both the East Coast Greenway (ECG) and US Bike Route 1 trail have been identified as State Trunkline Trails. The Virginia Central Rail Trail appears as a regional trailway in the plan.

### **Virginia Birding and Wildlife Trail (Va. Dept. of Game and Inland Fisheries)**

Within Virginia's 43,000 square miles of diverse natural habitat, there are 400 species of birds, 250 species of fish, 150 species of terrestrial and marine animals, 150 species of amphibians and reptiles, and a wide variety of aquatic and terrestrial invertebrates. The *Virginia Birding and Wildlife Trail* program is the first statewide program of its kind in the United States. In Virginia, three phases of the trail link wildlife viewing sites throughout the state. An estimated 1,041 visitors are using each VBWT site annually according to the *2008 Assessment of the Virginia Birding and Wildlife Trail* prepared for the Virginia Department of Game and Inland Fisheries. The study looked at the economic contribution of the VBWT to a local economy, resulting in a statewide economic impact of \$8,638,895 annually.

Spotsylvania County is part of the Piedmont Trail system of the Virginia Birding and Wildlife Trail. In all, the Piedmont area offers 13 loops including expansive grasslands, forested tracts, pineland savannahs, several large reservoirs, and an abundance of rich history and culture. Of the 13 loops within the Piedmont system, four (4) are located within Spotsylvania County; they include: Loriella Park, Ni Reservoir Recreation Area, Spotsylvania Courthouse Battlefield, and Chancellorsville Battlefield. Motts Reservoir Recreation Area, located within Spotsylvania County, but owned by the City of Fredericksburg, is also within the loop system.

## Regionally Significant

### **George Washington Regional Commission Bicycle and Pedestrian Plan**

Through the Fredericksburg Area Metropolitan Planning Organization (FAMPO), the GWRC has completed and adopted a regional bicycle and pedestrian plan. This plan is part of the Constrained Long Range Plan (CLRP) and serves as a tool to direct resources toward defined, prioritized, cost-effective bicycle and pedestrian improvements. The project area encompasses the entire GWRC region including the City of Fredericksburg, Stafford County, Spotsylvania County, Caroline County, and King George County.

### **George Washington Regional Commission and Million Mile Greenway Project**

The MillionMile Greenway (MMG) based in Atlanta, Georgia, aims to solve the problem of disconnected communities due to daily destruction of undeveloped land. MMG believes it is possible to achieve a balance between incredible population



growth and conservation of land and water resources for parks, trails, and natural spaces. Connections can be made between communities and natural spaces across towns, a county, or a region.

The MMG consulted with the George Washington Regional Commission (GWRC) on the methodology for obtaining stakeholder input into a “greenway” planning model. Based on the model inputs, the greenway model would illustrate a set of corridors to provide natural experiences through active recreational opportunities. In contrast, the previous green infrastructure “eco-corridors”, identified by GWRC in FY2009, focused on natural corridors for wildlife to travel between larger areas of natural habitat.

GWRC staff obtained local citizen and government staff input to identify the necessary model inputs through the Green Earth Sub-committee of GWRC’s Green Government Commission. GWRC staff provided the necessary spatial (GIS) data required to run the suitability models. MMG, through their technical partner PhotoScience Inc., took the GWRC data and performed a suitability analysis to determine the most suitable areas within the GWRC Region for new greenway development based on the input provide by GWRC stakeholders and the data provided by GWRC. The MMG technical team reviewed the preliminary results of this analysis with GWRC staff and provided additional technical input on the interpretation of preliminary model results. This project is ongoing. Ultimately the final deliverables are intended to further support the location of planned Greenway Corridors within Spotsylvania County.

MMG has provided the derived data sets to GWRC to use in local planning. Also, MMG hosted a webinar meeting to demonstrate and present the results of the greenway analysis. In the future, GWRC may perform routing analysis using the suitability maps provided as a result of this project. MMG has committed to providing GWRC with step-by-step documentation to explain how to perform the routing analysis in case GWRC chooses to pursue this additional analysis. MMG is also available to offer other technical support and answer any questions that GWRC may have when using or modifying this data.

## **County Significant**

### **Spotsylvania County Comprehensive Plan**

The Spotsylvania County Comprehensive Plan is a guide designed to encourage the most appropriate use of land, water and resources within the County consistent with the interests of the citizens. The Comprehensive Plan sets forth goals, objectives, policies and implementation techniques that will guide the development activity within the County and promote, preserve and protect the health, safety, and general welfare of its citizens. Specifically, the Plan provides data and analysis on land use, transportation systems, housing, resource protection, public facilities and utilities. The Comprehensive Plan advocates for the development of a trailways plan and identifies the project as an implementation item. There are numerous bicycle and pedestrian goals and objectives constructed into the plan to consider.



### **2008 Thoroughfare Plan**

An element of the *Comprehensive Plan*, the Thoroughfare Plan identifies improvements to the road network in Spotsylvania County. Though the Thoroughfare Plan includes plans for new roadways, physical improvements to existing roadway facilities is the primary focus of the plan. Improvements within the plan advocate for expanded lane widths or the addition of new lanes. In all cases roadway improvements identified within the Thoroughfare Plan include a bicycle and pedestrian-friendly element, whether it is the installation of shoulders or construction of a roadside sidewalk, or bike path.

### **2008 Trailways Plan Map**

An element of the Comprehensive Plan, the *2008 Trailways Plan Map* acts as an inventory of existing facilities and establishes goals to develop certain facilities in the future. The map is not part of a larger existing trailways plan document. Rather, it was continued from the 2002 Comprehensive Plan in anticipation of the development of a more comprehensive trailways master plan consistent with the identified need for facilities in the *Parks and Recreation Master Plan*. The *2008 Trailways Plan Map* is replaced with the adoption of this document.

### **Spotsylvania County Parks and Recreation Master Plan**

This plan, adopted on March 10, 2009, reinforces the need to develop a Comprehensive Trailways Master Plan and sets the framework for development of the scope of the plan by establishing a per capita based County standard for parks and recreation facilities. The plan has established a County bike/fitness trail standard of 1 mile per 1,000 residents. As a result, the plan identifies a significant trails deficit within the County that will only worsen over time if no action is taken.

Based on the adopted Parks and Recreation facility standards, considering subsequent trailway inventory analysis that identified an additional mile of existing trails, Spotsylvania County (as of 2010) has a shortage of trailway facilities of 117 miles. This deficit is expected to increase to 144 miles by 2020, and 161 miles by 2025 if no new trailway facilities are added.



## COMMUNITY SURVEYS

### 2006 Virginia Outdoor Survey

The 2006 Virginia Outdoor Survey, a state-wide survey, was a cooperative project between the Virginia Department of Conservation and Recreation and Virginia Commonwealth University. The survey combines information about individual outdoor recreation activities, state park usage preferences and opinions on natural resources and conservation.

The purpose of this survey is to measure the public demand for outdoor recreation areas and facilities generated in Virginia each year. In addition to addressing standard questions pertaining to participation in different types of outdoor recreational activities, the survey also asked, for each activity, how many household members participated, how many times in past year, how much time it took to reach the place where they participated, whether they participated in Virginia or left the state, and whether participation usually occurred at a publicly or privately owned facility.

#### Findings:

Of the top 30 identified typical outdoor recreation activities, the act of walking for pleasure was found to be the most prevalent recreational pursuit with 72% of responding households participating in the activity statewide. Visiting natural areas, ranked 5th (44 percent), jogging, ranked 11th (24 percent), Bicycling, ranked 13<sup>th</sup> (21 percent), hiking/ backpacking, ranked 15<sup>th</sup> (16 percent) of respondent households participating in the activity.

Of the outdoor recreational amenities felt most needed in Virginia by respondents, access to State waters for boating and fishing was ranked highest with over 50% (50.2%) responding with trails for hiking and walking coming in second at 49%. Access to natural areas came in third with 42%, followed by trails for bicycling with 39.7% identifying a need within the State. Of trailway related recreation features, access to historic sites was also an identified need within the State ranked 6<sup>th</sup> with over 33% responding, and access to equestrian facilities with 15.6% responding was ranked 8th.

### George Washington Regional Bicycle and Pedestrian Survey

In March, 2007 the George Washington Regional Commission (GWRC) distributed surveys at various locations throughout the GWRC Region, of which 25% were completed. Nearly 50% of the survey respondents were from Spotsylvania County. The survey attempted to gauge interest in bicycle and pedestrian facilities within the region and also by County or City.

#### Findings:

Overall the survey identified that respondents did not feel the area's bicycle and pedestrian facilities were adequate and that a lack of facilities was inhibiting bicycle and pedestrian usage locally.

**“We have often left Spotsylvania to drive to a trail that is safe for our scouts (from vehicles/traffic).**

**Hiking and biking are requirements for merit badges. Our troop and others hike and bike frequently. Sadly, we can leave Spotsylvania and go as close as Stafford or Fredericksburg. This costs our county money as we have purchased lunch, gas, or other items out of the county because it was more conveniently located in the area of a trail. I wish we had more trails!”**

*--Livingston District Respondent,  
2010 Spotsylvania County  
Trailway Use and Demand  
Survey*





Within the George Washington Region, 73.27% of respondents felt that conditions for bicycling and walking along roadways were poor. In Spotsylvania County, 76.59% of Spotsylvania County respondents viewed conditions as poor. For other off-road trails or greenways, 71.12% considered regional conditions poor. 71.71% of Spotsylvania respondents felt access to greenways or off-road trails was poor.

Within Spotsylvania County, the top four reasons why respondents did not bicycle or walk more often were lack of paths (70.73%), concerns about safety (58.54%), lack of connecting paths (55.61%), and lack of facilities (41.95%).

### 2010 Spotsylvania County Trailway Use and Demand Survey

The 2010 Spotsylvania County Trailway Use and Demand Survey was drafted in April, 2010, reviewed by county planning and tourism staff and the SGI advisory committee prior to being advertised and posted online. The unscientific general population survey was open to all willing participants.

In order to advertise, the survey link was posted online on the main Spotsylvania County website, Planning Department website, Parks and Recreation website, Economic Development and Tourism website as well as the Economic Development Facebook and Twitter pages. The survey was advertised via Public Service Announcement, flyer distribution to all County departments for postings (See Figure 4), a formal announcement at a meeting of the Board of Supervisors on May 26, 2010, powerpoint advertisement on public access cable channel, National Trail Day advertisements at the opening day event at SGI Salamander loop demonstration trail and at the 146<sup>th</sup> annual reenactment of the Spotsylvania Courthouse Battlefield. The survey was also advertised through the Spotsylvania County Government bulletin and appeared in blogs maintained by the Free Lance-Star and Greater Greater Washington.



Figure 4: Survey Advertisement Flyer



### Findings:

The survey was posted for three weeks; from Friday, May 21, 2010 to noon, Friday, June 11, 2010. Within the survey response collection time, 442 responses were received. Responses were broken down by Spotsylvania County Voting District. Those completing the survey that resided outside of Spotsylvania County were categorized as “Live outside Spotsylvania County” and their responses were also tallied as out-of-town input can result in future users of the Spotsylvania Trailway System.

Of the 379 who responded to the question regarding the availability of trails for bicycling, walking, equestrian, or other non-motorized vehicle transportation in Spotsylvania County, 252, or 66.5% rated availability as poor. This further supports the identified deficit of trailway facilities within Spotsylvania County as identified in the 2009 Spotsylvania County Parks and Recreation Master Plan. 28.5%, or 108 responses rated trailway availability as satisfactory, and only 0.8% viewed availability as excellent.

When asked why users do not walk, bicycle, or use other non-motorized transportation more often within Spotsylvania County, the top three responses were “lack of trailways” with 73.2% of 373 total responses for the question, “lack of connecting paths” (64.1% of 373 responses), and “concerns about safety (conflicts with vehicles)” (62.5% of 373 responses).

**“Any improvement on the number and/or access to these types of trails in the county would be used by our family. We live near the Harrison Road dump and use that trail weekly. It would be nice to have more options in the county for biking and running.”**

--Salem District  
Respondent,  
*2010 Spotsylvania County  
Trailway Use and Demand  
Survey*

Of the 370 responses received for the question, 94.9%, or 351 respondents would like to see additional trailway facilities developed throughout Spotsylvania County.

The use of County tax revenues in the implementation of the plan was not a popular one with less than 40% of respondents support. Of 370 responses received for the question, the most popular means identified in order to implement this plan were through volunteer efforts (84.1% of responses received), public grants (federal and state) with 83.5% of responses received, private donations and private grants (corporate) with 80.0% and 79.7% of responses received, respectively. Roughly half (46.8%) of the respondents felt proffers through a rezoning would be a good implementation tool to pursue construction.

Valuable open ended responses were received by respondents as well. Each response has been considered and an attempt has been made to reflect the input received within this plan.

The complete survey responses and results can be found in Appendix A-1. Survey results by each voting district can be found in Appendices A-2 through A-8, and out-of-town resident responses are located in Appendix A-9.



# GOALS AND FACILITIES

## Goals and Objectives

The following 10 goals and associated objectives are intended to build on the strengths of Spotsylvania County and to ensure that the planned system of trailways is developed to the maximum benefit of its users. They are designed to help achieve the County's vision for an integrated network of trailways as identified in the Spotsylvania County Comprehensive Plan. Considering these goals as part of policy decisions, land use decisions, and budget decisions will assist in the implementation of a trail network within the jurisdiction.

### **Goal 1: Improve and expand the existing public-access non-vehicular trails network to create a comprehensive system of interconnected trails throughout the County.**

- a. Develop trailways in accordance with the adopted implementation schedule and as indicated on the trailways map.
- b. Link neighborhoods with a network of roadway improvements, sidewalks, paths, and trails.
- c. Develop trails that have definitive start and end points, which may include existing and planned residential areas, businesses, schools, parks, entertainment, historic or civic sites, other trails, or a potential for future connectivity.
- d. Establish trailhead locations within designated mixed-use areas in the Comprehensive Plan's Future Land Use Element.
- e. Develop trailways that offer pedestrian amenities such as trash receptacles, interpretive or educational signage or displays, bike racks, lighting (where appropriate), benches and seating areas, parking areas, and water fountains.
- f. Identify significant points of interest within the County that a system of trails might serve; such as: county, state, and national parks, forests, wildlife management areas, places of cultural and historical interest, schools, retail areas, employment centers, entertainment, transportation nodes and residential development.
- g. Establish partnerships with the Virginia Department of Conservation and Recreation and National Park Service to promote access to existing state and national parks trailways by incorporating them into the County trailways network.
- h. Where appropriate, utilize abandoned roadway beds to establish additional trailway linkages and implement the plan.
- i. Ensure that the FRED bus system and potential VRE station in Spotsylvania County are integrated into the trailway system, promoting bicycle and pedestrian access to mass transit. The VRE station is expected to be a critical component of the proposed New Post area Trail Head.



**Goal 2: Improve, expand, and construct roadway-based pedestrian and bike facilities.**

- a. Coordinate with adjoining jurisdictions to ensure the construction of bike and pedestrian improvements along roadways can effectively fit within a regional framework; that improvements will be consistent at the County boundary and can connect into the larger, regional system consistent with the FAMPO Bicycle/Pedestrian plan as well as other local government plans.
- b. Extend bicycle and pedestrian-friendly road improvements and/or trailways to public access points identified along the Rappahannock River and Lake Anna.
- c. Develop sidewalk facilities along roadways consistent with Article 5, Streets, parking and Driveways, of the Spotsylvania County Design Standards Manual.
- d. Link neighborhoods with a network of roadways, sidewalks, paths, and trails.
- e. Connect all transit facilities with adjacent residential developments through the building of sidewalks and bikeways within a quarter mile of established transit stops.
- f. Avoid conflicts between automobiles, pedestrians, and bicycles by identifying and constructing appropriate pedestrian and bicycle facilities.
- g. In an effort to make the network more user friendly and help identify the system of improvements advocated for in this plan, roadway improvement corridors that have been identified in this plan should be signed as Spotsylvania Bike and Pedestrian-friendly Corridors once improvements are in place.

**Goal 3: Develop and promote trail facilities for multiple user-groups, types, and recreational users.**

- a. For equestrian trails, provide hitching rails and trailer parking accommodations at trail heads.
- b. Establish an equestrian trailway connector from the Po River, Whitehall Creek, or Robertson Run along existing utility right-of-ways to Lake Anna State Park's existing multi-use trail system.
- c. Identify trailway corridors ideal for winter sport uses like snowshoeing or cross-country skiing.
- d. Provide handicap-accessible facilities wherever possible, throughout the trails system.
- e. Develop a trail classification system that considers intended users and expected level of difficulty and disclose the information with trail signage throughout the system.
- f. Seek technical input and support from local, state, national walking-running, bicycling, equestrian groups during the design and construction phases of trailway



implementation and post construction maintenance in order to result in more user friendly trails with feedback from avid user groups.

**Goal 4: Review proposed development proposals and land-use projects for compliance with existing and proposed trailways, and roadway improvements.**

- a. Assure approvals for new development will not negatively impact existing trails or further hinder the development of planned facilities and new developments will preserve public access to trails.
- b. Review all federal, state, regional, and county transportation projects to ensure they include appropriate lateral crossings in the funding, design, and construction of bridges and road projects, as well as bicycle and pedestrian signage, crossing signals and crosswalks that facilitate easy pedestrian and bike access across highways, streams, and railroads.
- c. Make land-use decisions that stimulate private sector development and public transportation improvements that are consistent with the County's desired trails network.

**Goal 5: Develop a comprehensive trailway inventory to track existing, proposed, and newly constructed trailways, and trailways easements when granted.**

- a. Formally name planned public greenway and trail corridors.
- b. Trailways and bike & pedestrian improvements and easements should be mapped in an appropriate trailways database or GIS based map.
- c. Maintain an accurate inventory of existing constructed trails as well as acquired trailway easements for future construction in Spotsylvania County.
- d. Track plats for easements and infrastructure plans to ensure both easement acquisitions for trails and the construction of trailway segments, and the trail surface has been inventoried.
- e. Prepare a current comprehensive inventory of existing trails by type. The inventory will include trails within public parks and open space, paved multi-use trails alongside highways, natural surface trails, and other paths open to the public for non- motorized travel. State and National Park trails will also be inventoried. Update annually.
- f. As greenways and trailway corridors are developed, regularly update the trails network inventory.
- g. Report expanded trailway inventory information to the Virginia Department of Conservation and Recreation and George Washington Regional Commission on an annual basis in an effort to ensure consistent and up to date trails information at the Region and State levels.



## **Goal 6: Efficiently Implement the Plan.**

- a. Conduct detailed trailway corridor studies for all proposed off-road trails that address:
  - Recommended crossings of streams or other environmentally sensitive areas.
  - Recommended crossings of public roadways.
  - Recommended public points of access to the trailway, including locating ideal locations for public parking.
  - Identification of possible alternative alignments of the trailway to minimize impacts on existing developed areas.
  - Trailway amenities specific to intended user group.
- b. Seek trailway easements and/or construction along identified bike/pedestrian improvement corridors through rezoning and special use permit commitments.
- c. Negotiate trailway easements with private landowners along greenway corridors identified in this plan. In general, the ultimate alignment of the greenway will result from successfully achieved grant of easements over private lands and use of existing public lands.
- d. Establish volunteer Memorandum of Understanding (MOU) agreements between Spotsylvania County and volunteer organizations who seek to help construct, beautify, or maintain the trail system.
- e. Ensure adequate right-of-way is dedicated and trailways are developed in conjunction with roadway improvement projects along designated trailway corridors.
- f. Pursue easements for all identified bicycle & pedestrian improvements identified in this plan regardless of the implementation schedule.
- g. Pursue funding and construction of trailways following easement acquisition considering the implementation schedule.
- h. Within the next three (3) years, inventory existing power line and utility easements and undeveloped right-of-ways along roads and investigate the feasibility of developing trailways along such corridors.
- i. Obtain joint utility and trailway easements when County sewer and waterline installation projects are consistent with identified trailway alignments.
- j. Pursue grant opportunities to enhance pedestrian facilities for County-owned properties.
- k. Pursue funding, including survey and engineering design, easement acquisition and construction, for projects that provide trail linkages to the battlefield parks and other historic sites.
- l. Greenway trails intended for both bicycle and pedestrian users may be developed initially using a natural or stone dust surface to lower the initial cost to construct





and complete the establishment of planned trailways. Where appropriate, as outlined in this plan, such surfaces over time can be upgraded to higher quality materials.

- m. Seek to secure conservation easements along identified trailway corridors in areas outside the primary settlement district by establishing these areas as priority sending areas in the Transfer of Development Rights (TDR) program.
- n. Within the Transfer of Development Rights (TDR) program, consider incentivizing the TDR and acquisition of trailway easement by providing no cost additional development credits for priority parcels located within planned greenway corridors, provided such parcels provide public trailway easements.
- o. In an effort to strengthen the implementation of the trailways plan and secure easements, seek to revise the Purchase of Development Program in order to rank priority parcels outside the primary settlement district for the acquisition of conservation easements with additional weight to those parcels that may further the development of identified greenway corridors.

**Goal 7: Establish safe trailways and promote safe trailways practices.**

- a. Seek to develop a public-private partnership between local law enforcement and citizenry in order to assure that trailway corridors are patrolled for the safety of users.
- b. Bike and Pedestrian underpasses should be illuminated for the safety of users.
- c. Where appropriate, illuminate public parking access points and trailheads.
- d. Establish hours of operation along all public greenway trails for safety of users.
- e. Provide trailway signage that advocates for users to walk or ride with a partner and disclose trailway hours of operation and other rules/warnings.
- f. Provide trailway mileage markers for users to identify their location in case of emergency.
- g. Where appropriate, consider developing a “blue light security telephone” network along isolated segments of greenway trails to notify emergency services of safety and security incidents should they occur.
- h. Promote the use of the trailways in the County, therefore providing more “eyes along the trailway”.
- i. Regularly inspect and maintain trailway corridors so they do not appear forgotten or abandoned. Ensure that the trails are clean, free of litter and debris.
- j. Maintain long sight-lines and avoid routing trails through dense brush to minimize potential low-visibility situations.



- k. Prohibit motorized vehicle use of the trailways with the exception of safety patrol, emergency or trailway maintenance vehicles, and personal assistive mobility devices for disabled persons. Disabled vehicles, emergency or maintenance vehicles, personal assistive mobility devices for disabled persons along roadway shoulders are also an exception.
- l. Provide proper trail surface maintenance to ensure a safely navigable trailway and ensure no uneven trail surfaces, avoiding falls and/or equipment damage.
- m. Install directional signs—spaced uniformly—so that a trailway can be navigated with ease from one end to the other.
- n. Provide trailway crossing signage along public roadways where bicycle, pedestrian, or equestrian crossings exist to raise vehicle driver awareness and provide road crossing warnings along trailways at least five hundred feet prior to intersection with roadway for trailway user awareness. Changes in texture of the surface near a roadway crossing should be used where possible.
- o. Review (and modify as appropriate) laws related to trail usage and safety.

**Goal 8: Provide regular maintenance of the trailways system.**

- a. Maintain trails so that they are passable, allowing intended trail user groups to be unimpeded by debris, fallen trees or limbs, or trail surface degradation over time or due to specific weather events.
- b. As appropriate, institute limitations on use due to uncontrollable weather events.
- c. Consider establishing an “adopt a trail” program within the next five (5) years to promote litter free trailways and promote pride in the County trailways system.
- d. Reduce the potential maintenance burden by advocating for litter free trailways through outreach and education and trailside regulation signage.
- e. Within the next year, develop standard operating procedures, outlining the frequency of inspection and maintenance of trails and affiliated facilities throughout the County.
- f. Within the next three (3) to five (5) years, consider establishing a partnership with the Rappahannock Regional Jail to assist in the maintenance and litter cleanup along developed trailways.
- g. Ensure County trailway surfaces, bridge crossings, and public access parking areas are regularly monitored to ensure proper maintenance and safety for users and equipment.
- h. Ensure trailway corridors are kept free of litter and debris.
- i. Regularly inspect and maintain pedestrian amenities along the trail including but not limited to: trash receptacles, interpretive or educational signage or display,



lighting where appropriate, benches/ seating areas, water fountains, exercise stations, trailway identification signage and mile markers.

- j. Establish volunteer agreements or a memorandum of understanding (MOU) between Spotsylvania County and volunteer organizations who seek to help maintain or beautify segments of the trail system.
- k. Enact a leave no trace policy for equestrian trails.

**Goal 9: Develop and implement an education and outreach program that promotes trail usage and educates users on the benefits of trails and the resources located along them.**

- a. Inform and educate the public as to the available trailways in Spotsylvania County.
- b. Develop interpretive signage along the greenway corridors that portray significant historic events, sites, buildings, monuments, technology, unique natural features or natural processes for educational purposes.
- c. Develop historical interpretive signage along the Virginia Central Trail to document the “Screamerville” area, and history of the Civil War in the area and the Virginia Central Railroad.
- d. Develop a trail-side signage program for nearby commercial establishments to advertise their location in proximity to the trailway, offering convenience, lodging or dining opportunities to promote access to local businesses by trail users.
- e. Explore the feasibility of introducing a Bike Smart Virginia program in local schools to promote bicycle ridership, basic bicycle ridership, basic bicycle safety, road rules, and basic mechanics of the bicycle.
- f. Within the next three (3) years, develop a trails inventory mapping feature publicly accessible via Spotsylvania County internet GIS.
- g. With partners, develop a County-wide or region-wide trailways map available for public distribution. The initial map should be available by the completion of the Spotsylvania Loop Trail expected by 2018.
- h. Partner with the Spotsylvania Greenways Initiative to create an identity; a brand for the Spotsylvania Trail System focusing on nature, health, history, and recreational opportunities.
- i. Promote County trailways through grassroots citizen and organization driven volunteer efforts to maintain and beautify the trail corridors.
- j. Utilize volunteer efforts from local gardening organizations and citizens to develop linear flower gardens along segments of greenway corridors.
- k. Consider organizing or participating in annual National Trails Day events.



- l. Promote organized events centered on use of the County Trailway system.
- m. Develop or partner in the development of a local or regional trail system website that can advertise the local trail network, intended user groups, identify points of interest and promote special events.
- n. Promote the trail system through Spotsylvania County Tourism and other tourism venues.

**Goal #10: Continue to gather community input on trailway use and development.**

- a. Conduct community surveys every five years, consistent with the Comprehensive Plan review and update to gauge community satisfaction with the implementation and development of the trailway system and gather additional input regarding trailway use and development.

**PLANNED FACILITIES**

Planned facilities include upgrades to existing and/or planned roadway right-of-ways and off-road greenway corridors. Trail network accessibility and convenience has also been considered. The following outlines the planned improvements that when complete will result in a comprehensive network of non-motorized transportation system improvements throughout the County.

**Roadway Right-of-Way Improvements**

Improvements identified in this plan have origin in the 2007 Virginia Outdoors Plan, George Washington Region Bicycle and Pedestrian Plan, and the 2008 adopted Spotsylvania County Comprehensive Plan Thoroughfare Plan. Additional improvements along roadway right-of-way not associated with the Virginia Outdoors Plan, George Washington Region Bicycle and Pedestrian Plan, or the Thoroughfare Plan result from efforts to ensure connectivity between off-road greenway trail facilities.

Roadway right-of-way bicycle and pedestrian-friendly improvements that have been identified in this plan include the installation of new sidewalks, parallel to road multi-use (or shared use) paths, shoulder improvements, bike lanes, or shared road signage improvements. Such improvements are intended to promote bicycle and pedestrian activity throughout the County and to make existing bicycle and pedestrian activity safer than current conditions for all users within the County. The roadway based improvements identified in this plan include all voting districts of the County and offer residents and outside tourists the ability to travel safely in an unimpeded way throughout the County, resulting in better roadway conditions for bicycles and pedestrians and motor vehicles alike. With the exception of where sidewalks have been identified (where concrete may be used), improvements are intended to result in asphalt surfaces.

*“Does anyone know if there are good places to ride your bicycle in the area? I have tried riding on the roads but they are too narrow, not enough room for cars and the like. If anyone has ideas let me know. Thanks...”*

--Fredericksburg.com  
FredTalk Forum  
June 24, 2008



A physical analysis of the roadways included in this plan for bicycle and pedestrian improvements can be found in Appendix A.

### Roadway Right-of-Way Improvement Map

Roadway right-of-way bicycle and pedestrian-friendly improvements identified within this plan are within the map (See Map 2) and tables that follow. Though vital to the overall system, such improvements are not considered in calculations meant to decrease the trailway deficit identified within the adopted Parks and Recreation Master Plan. Roadway improvement descriptions can be found in Figure 5 below.

<b>Figure 5: Roadway Improvement Descriptions</b>	
<b>Bicycle/ Pedestrian Roadway Improvement</b>	<b>Description of Improvement</b>
Shared Road Signage	1 bike/ ped. system identifier sign every 1/2 mile
Shoulder Improvements	Minimum six (6) foot paved shoulders along Principle Arterials. For all others, minimum four (4) foot paved shoulders.
Shared Use Path	See Bike Path as identified in Comprehensive Plan Typical Road Sections for Principle Arterial (Urban Section), Minor Arterial (Urban Section), Major Collector (Urban Section)
Sidewalks	Consistent with Design Standards Manual, Plate 5-9
Sidewalks and Bike Lanes (Painted/ Lined Shoulders)	Sidewalk- Consistent with Design Standards Manual, Plate 5-9 *See Comprehensive Plan Typical Road Sections for Principle Arterial (Urban Section) , Minor Arterial (Urban Section), Major Collector (Urban Section)
Sidewalks and Shared Use Path	Sidewalk- Consistent with Design Standards Manual, Plate 5-9 *See Comprehensive Plan Typical Road Sections for Principle Arterial (Urban Section), Minor Arterial (Urban Section), Major Collector (Urban Section)
Sidewalks and Shoulder Improvements	Sidewalks- Consistent with Design Standards Manual, Plate 5-12 Shoulders- Minimum six (6) foot paved shoulders along Principle Arterials. For all others, minimum four (4) foot paved shoulders.

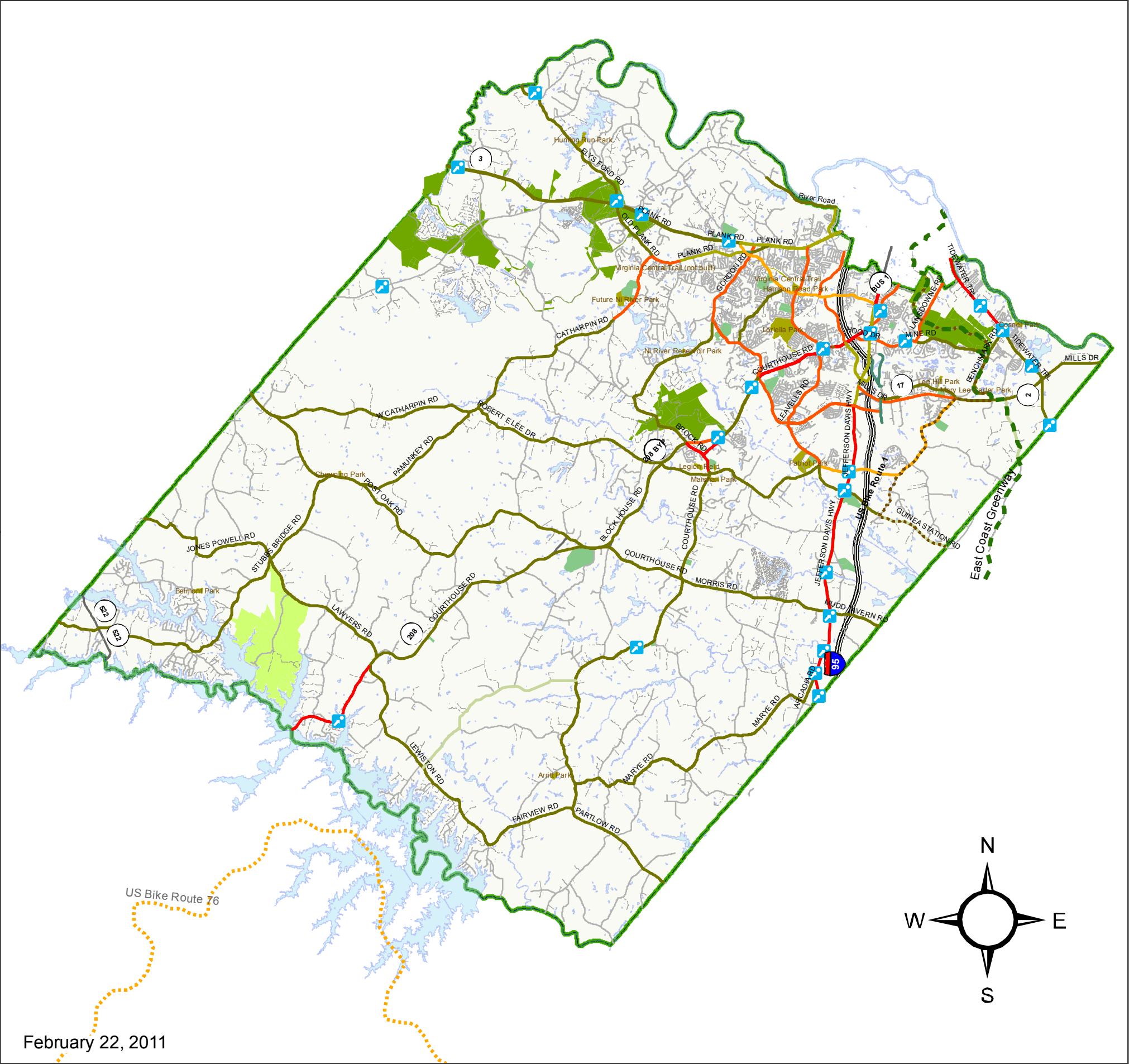
Figure 5: Roadway Improvement Descriptions






SPOTSYLVANIA COUNTY BIKE/ PED. ROADWAY IMPROVEMENT PLAN


MAP 2





This map combines bicycle and pedestrian friendly improvements along roadway right of way resulting from the adopted Spotsylvania County Thoroughfare Plan road improvements located within the Spotsylvania County Comprehensive Plan, and the FAMPO Regional Bicycle and Pedestrian Plan. Bicycle and pedestrian improvements here will be accomplished with the establishment of new sidewalk facilities, shoulder improvements or bike lanes, shared use paths, or a combination of the above. Implementation of this plan may include but is not limited to: proffer negotiation, road improvement or road widening projects, pursuit of grant funding.


Bike/ Ped. Friendly Roadway Improvements


 VDOT Historical Marker


 East Coast Greenway


 US Bike Route 1


 US Bike Route 76


 Shared Rd. Signage


 Shared Use Path

 Shoulder Improvements

 Sidewalks

 Sidewalks and Bike Lanes

 Sidewalks and Shared Use Path

 Sidewalks and Shoulder Improvements

01.53691215

Miles

1 inch = 3.16 miles



## Greenway Improvements

Greenways serve a variety of functions, including recreation, transportation, wildlife habitat, water quality protection, flood hazard mitigation, aquifer recharge, erosion prevention, property value enhancement and scenic beauty. Greenway Trails are located in areas of open space, usually linear, which connect and protect various natural, recreational, and historic or cultural resources via features such as streams, ridges, utility easements, or

*“A sustainable transportation system, where most people walk or bicycle to destinations, relies upon the development of extensive greenway networks, particularly in urban areas”*

-- Virginia Outdoors Plan

abandoned roads or railroads. Greenways can also serve to connect residential areas with employment, entertainment, commercial retail and services and also act as potential evacuation routes if need be. In the environment, greenways connect natural habitat areas, allowing for the movement of species and promoting healthy ecosystems. Greenway Trails can be publicly or privately owned but for the purposes of this plan would be open for public use and enjoyment. Depending on the identified classification of the trail, greenway trails may accommodate such things as hiking, biking, jogging, roller blade, or equestrian uses or a combination of them. Winter uses for the corridors might also include snowshoeing or cross-country skiing.

Depending on the intended user, environmental conditions and funding, greenway trails may be surfaced with soil, sand, clay, stone dust, woodchip or asphalt materials.

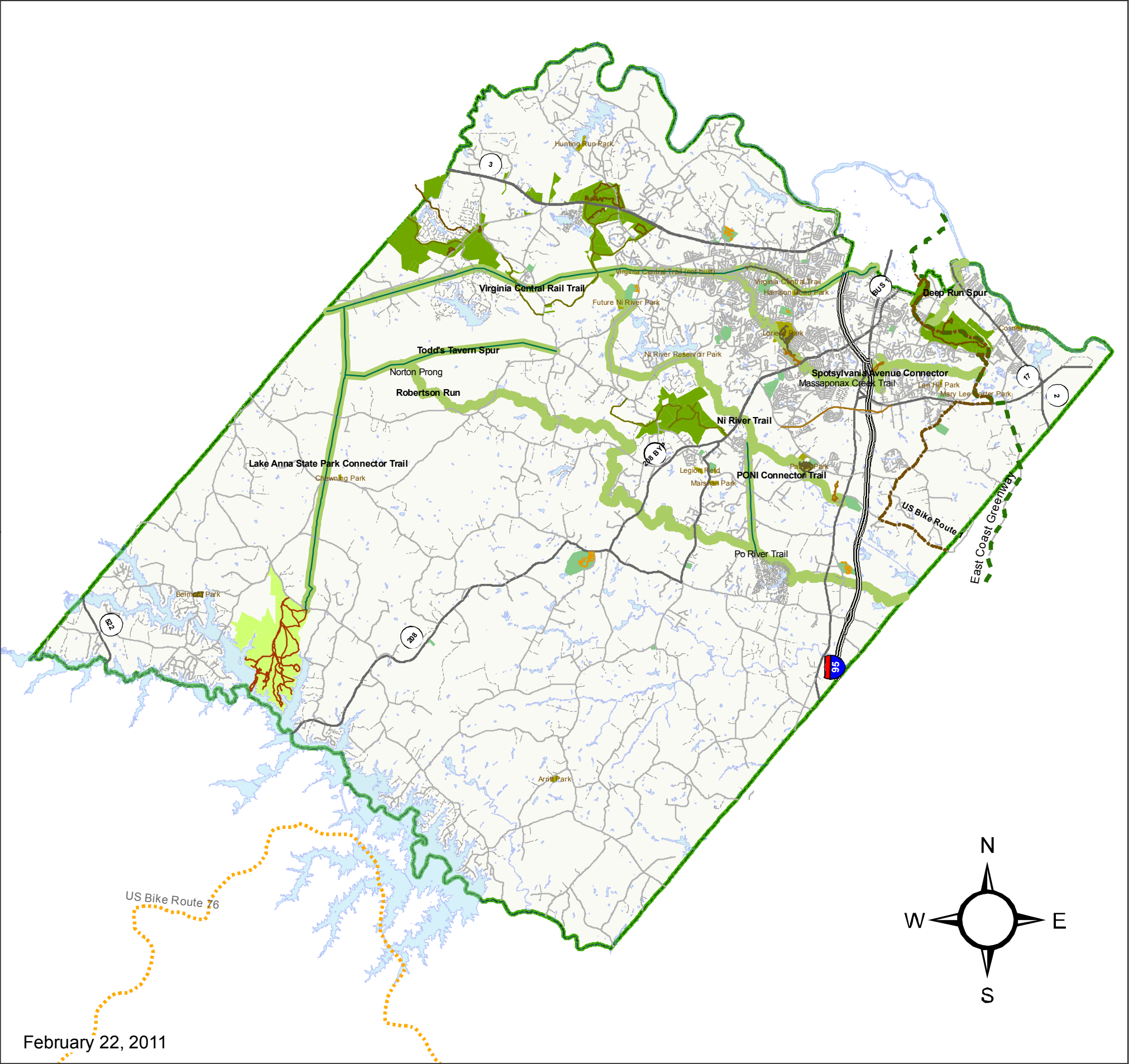
## Comprehensive Greenway Trail Maps

Based on Geographical Information Systems calculations, in all approximately 93 miles of new greenway trails have been planned. This calculated number represents approximate corridor lengths only and does not consider ancillary spurs from trail heads, from subdivisions, from park facilities. The calculated value also avoids assuming the inventory of trail spurs that may be developed to access overlooks and other points of access or interest. Ancillary spurs meant to access the main trail corridors or provide access to points of interest are expected to be identified and planned for during the implementation phase of this plan as particular trailway corridors are studied and engineered for construction. In total therefore it is expected that the greenway plan presented here represents over 100 miles of new trail facilities, significantly decreasing the current and future trailway deficit.

The inventory of planned greenways has been developed out of consideration of the identified trails deficit as outlined in the adopted Parks and Recreation Master Plan. As has been mentioned earlier in this document, by 2025 if no new trailways are constructed the County will have a deficit of 161 miles. Considering this plan represents an expected 100 miles or more new trailways overall, a deficit would still exist. The additional deficit can be absorbed over time as new park specific or school specific facilities are opened to meet established level of service standards resulting from population growth and demand. As well, existing state or federal trail systems associated with state and federal parks within Spotsylvania County may be assumed to satisfy 25% of additional standard facility need as outlined in the Parks and Recreation Master Plan goals and objectives. **See Map 3 for a complete view of the planned greenway system.** Please note that this map plans for the general location of planned greenway corridors only and does not specify any one particular alignment or exact location. Planned corridors as shown here are expected to come together over time with the assistance of a number of implementation tools as outlined in the implementation section of this plan. **Descriptions of the county-wide greenway bicycle,**



# SPOTSYLVANIA COUNTY GREENWAY TRAIL PLAN



February 22, 2011



This map represents planned off-road non-motorized transportation corridors meant for users such as bicyclists, pedestrians and equestrian. Greenways have been planned along a number of river and stream corridors, existing utility line easement corridors, and along the abandoned Virginia Central Rail Corridor. Greenway corridors identified here are intended to connect existing parks facilities within the County, historic sites, employment centers, mixed use and residential areas, and retail and/ or service establishments in an effort to create an abundant railway system for the use and enjoyment of County residents and tourists.

The greenway plan presented here complements planned bicycle and pedestrian road improvement projects in this railway master plan and fits within a regional, state, and national system of existing or planned railway facilities. Please note that this map plans for the general location of planned greenway corridors only and does not specify any one particular alignment or exact location. Planned corridors as shown here are expected to come together over time with the assistance of a number of implementation tools as outlined in the implementation section of this plan.

### Greenway Trail System

- East Coast Greenway
- US Bike Route 1
- US Bike Route 76
- Proposed Greenway Trails

0

1.5

3

6

9

12

15

Miles

1 inch = 3.16 miles

**pedestrian, and equestrian friendly improvements identified within this plan can be found on the following pages.**

### **The Spotsylvania Battlefields Loop**

The Virginia Central Rail Trail, along with the Ni River Corridor Trail, has been envisioned to be part of a Spotsylvania Battlefields Loop trail system accessed by the East Coast Greenway, currently in development extending from the State of Maine to Florida. The Virginia Central Trail connection is the northern connection to the East Coast Greenway. The northern connection has been planned to occur within the City of Fredericksburg and will provide access to both the Fredericksburg Battlefield and Chancellorsville Battlefield to the west prior to connecting with the proposed Ni River Corridor Trail that will run back to the southeast. The Ni River Trail would then access the Spotsylvania Courthouse Battlefield before exiting the County into Caroline County and accessing the Stonewall Jackson Shrine there. For users who choose to continue west on the Virginia Central Trail they will be able to access the Wilderness Battlefield and Orange County.

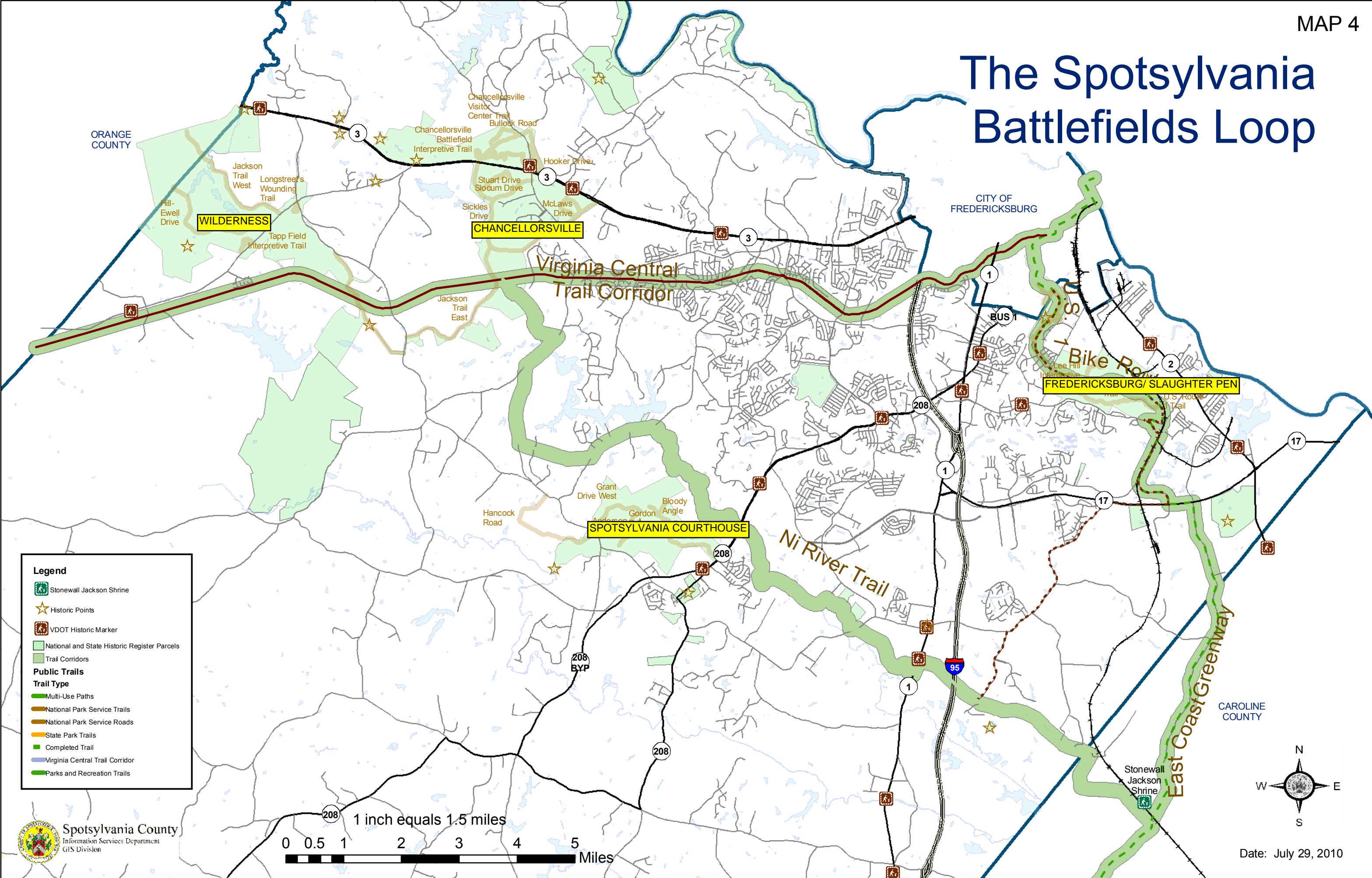
A spur off of the developing nationally significant and state designated trunkline of the East Coast Greenway, the trail loop is envisioned to promote eco and historic tourism throughout the County, taking advantage of the many historic, recreational, and natural resources that it would access.

A map of the loop system can be found on the following page (Map 4).





# The Spotsylvania Battlefields Loop



**Legend**

- Stonewall Jackson Shrine
- Historic Points
- VDOT Historic Marker
- National and State Historic Register Parcels
- Trail Corridors

**Public Trails**

**Trail Type**

- Multi-Use Paths
- National Park Service Trails
- National Park Service Roads
- State Park Trails
- Completed Trail
- Virginia Central Trail Corridor
- Parks and Recreation Trails

## **Potomac, Fredericksburg & Piedmont Railroad (Virginia Central Railway) Trail**

**Intended users:** A multi-use path serving bicycle (road or mountain), pedestrian, and inline skating, with equestrian friendly facilities sharing the corridor, running parallel to the bicycle/pedestrian friendly trail, running west of Route 610, Old Plank Road to Orange County.

**Approximate Distance:** 17.1 Miles (w/ 2.1 miles existing)

**Intended final surface:** Mix of asphalt sections and stone dust sections. As part of the Spotsylvania Battlefield Loop system, eventually upgrade to all asphalt or solid pervious from City of Fredericksburg line to intersection with the Ni River Trail. For multi-use pathway with equestrian users to the west of the Ni River Trail intersection, packed soil alongside a stone dust, asphalt, or solid pervious trail may be used.

The Potomac, Fredericksburg, & Piedmont Railroad (PF&P RR) operated 38 miles of three (3) foot gauge railroad between Fredericksburg (with a connection to the Richmond, Fredericksburg, & Potomac Railroad) and Orange County (with a connection to the Orange & Alexandria Railroad). Its predecessor was the standard gauge Fredericksburg and Gordonsville Railroad which was started shortly after the Civil War and built 17 miles of line from Fredericksburg to Parker. The line failed and was sold under foreclosure to become the Fredericksburg, Orange, & Charlottesville Railroad which also failed in 1874. The line was converted to narrow gauge and completed from Parker to Orange in 1878 as the PF&P RR.

The PF&P RR operated as narrow gauge until after World War I, was sold under foreclosure in 1925 and reorganized as the Orange & Fredericksburg Railroad. In 1926 the line was standard-gauged and the name changed to the Virginia Central Railway (VCR), the second railroad to use that name. In 1930 the Virginia Central Railway projected eastward from Fredericksburg and along the south bank of the Rappahannock River to its mouth near the Chesapeake Bay where a port was to be developed. Construction of the line was never started. In 1938 the entire line was abandoned except for a two mile segment in Fredericksburg that lasted as late as 1983.



Figure 6: Developed portion of the VCR Trail between Salem Church Road and Gordon Road in use.

Today the rail lines have been removed, much of the existing rail bed still exists throughout Spotsylvania County. In the years following the VCR's abandonment, pieces of the corridor were gradually carved up and ended up in public and private ownership. A number of linear sections of the corridor still exist, owned by local Home Owners Associations, private property owners, and some still under public control. The County recognized the benefit of utilizing the VCR corridor for the development of a linear greenway trail in the 2002 Comprehensive Plan. The County has been able to successfully develop a portion of the corridor as a greenway trail connecting Salem Church Road to

Gordon Road (See Figure 6). Continued pursuit of the development of this corridor from the Fredericksburg (City) line to Orange County has carried into the adopted Comprehensive Plan and has been incorporated in the Bicycle and Pedestrian Master Plan. The project is regionally significant as it satisfies a portion of the George Washington Region Bicycle and Pedestrian Plan. It has also been identified as a regionally significant trail corridor in the 2006



Virginia Outdoor's Plan. This project will result in the creation of a continuous bicycle and pedestrian-friendly corridor from downtown Fredericksburg through Spotsylvania County and beyond. Development of the railway through Spotsylvania County also comes at a fortuitous time as the City of Fredericksburg is set to construct its portion of the VCR Corridor to the Spotsylvania County line at Interstate 95.



Figure 7: Example of an undeveloped trail section of the existing VCR rail bed. Though vegetation has filled in around the corridor upon inspection it appears the corridor has been maintained as a footpath in this location. The VCR corridor is generally navigable in other, less traveled locations as well, requiring downed tree removal or clearing of scrub brush to open the corridor.

The VCR Corridor varies tremendously from east to west. Eastern portions of the corridor are located within the Primary Settlement District and are bordered by residential subdivisions. With the exception of the Fawn Lake development, the western segments of the railway are generally undeveloped, left natural, as large lot rural residential, or in agricultural use. A recent population study of the area surrounding the Virginia Central Rail Corridor by the Fredericksburg Area

Metropolitan Planning Organization (FAMPO) found 46,169 persons living within one (1) mile of the Spotsylvania County portion of the VCR corridor. This population finding bodes well for railway accessibility within the County.

Though the VCR corridor is relatively intact physically and the existing railbed offers a great base from which to construct a railway (See Figure 7), development of the complete VCR corridor from the City of

Fredericksburg line to Orange County will pose some challenges considering easement acquisition and construction simply because there are potentially many easements that would need to be granted along the railway in order to fully construct it, and a number of environmental features including wetland and stream crossings to consider. As well, numerous roadway crossings must be considered to ensure potential conflicts with automobiles are mitigated.

The County Utilities Department is considering the acquisition of easements for extension of public utilities along a number of segments of the Virginia Central Rail Corridor. This presents an opportunity to combine the utility and trail projects, with a cost savings, to extend the County's rails to trails project.

Though the ultimate goal would be to continue development of the trail along the historic alignment of the VCR, in instances where existing development and/or the grant of easement for use as a railway along segments of the historic alignment of the VCR Corridor becomes problematic, possible alternate alignments, or bypasses should be identified in order to ensure continued progress in the development of this important regional railway.

Maps B,C, and D at the end of this section show the Virginia Central Rail Trail.





### **Additional Information related to the 2010 Congestion Mitigation & Air Quality Improvement (CMAQ) Allocation**

Spotsylvania County has the opportunity to develop a trail along the general alignment of the abandoned Virginia Central Railway (VCR) corridor between the City of Fredericksburg (to the east) and Orange County (to the west). When completed, the trail is planned to connect with other regional trails in Spotsylvania County and the George Washington Region. The proposed VCR trail is understood to be approximately 17 miles long with approximately 15.7 miles of new trail construction, approximately 6 miles of which is being conducted by the Spotsylvania County Utilities Department in conjunction with the installation of a new sewer interceptor line. A portion of the VCR trail has already been constructed in eastern Spotsylvania County between Salem Church Road (Route 639) and Gordon Road (Route 627). The proposed eastern terminus of the trail is east of I-95 at the Fredericksburg city line. The proposed western terminus of the trail is the Orange County line. The proposed VCR trail is understood to include a crossing (potentially a culvert) at I-95. The trail is planned to cross other proposed on- and off-road bicycle and pedestrian facilities in Spotsylvania County, which include the Harrison Road trail, the Salem Church Road trail, the Gordon Road trail, the Ni River Corridor, the Massaponax Creek Corridor, and various trails and roadways within the Fredericksburg-Spotsylvania National Military Park..

The City of Fredericksburg is understood to be designing and constructing a section of the trail from the Spotsylvania County line to downtown Fredericksburg, near the train station. Long-term, the VCR trail has the opportunity to expand into Orange County and is listed in the *2007 Virginia Outdoors Plan* by the Virginia Department of Conservation and Recreation.

In March, 2010, Spotsylvania County applied for Congestion Mitigation & Air Quality Improvement (CMAQ) funds in an effort to fund the Virginia Centrail Rail Corridor Trailway Feasibility Study within Spotsylvania County from the City of Fredericksburg line to Orange County. CMAQ funds are federal transportation funds allocated to regional metropolitan planning organizations (mpo's) that are then reallocated to regional projects through the MPO, locally known as the Fredericksburg Metropolitan Planning Organization (FAMPO).

The funding requested for the Virginia Centrail Rail Corridor Trailway Feasibility Study is intended to identify the following work elements; background/ existing plan inventory, identification of the alignment, property owner inventory and right-of way impact assessment, public involvement, potential use and demand, environmental, historical and physical inventory, potential barriers and alternatives, concept plan for the trail and implementation plan. The study will identify ways to achieve safe crossings for bikes and pedestrians, parking areas and points of access to the trail corridor. Recommend trail design and location along the Virginia Central Rail Bed Corridor per the County Trailways Master Plan.

The three localities that belong to FAMPO--Fredericksburg, Spotsylvania and Stafford--submitted projects eligible to receive the funding. Each project was then scored based on criteria such as whether it would improve safety, how much it would reduce traffic congestion, the environmental impact and whether the project had existing funding.

On May 17, 2010, the Fredericksburg Metropolitan Planning Organization (FAMPO) awarded \$120,000 to fully fund the conceptual design of the trailway. The project will be administered by the Fredericksburg Metropolitan Planning Organization (FAMPO). Spotsylvania County is



project sponsor. The feasibility study and concept design process is understood to involve documentation of existing conditions, gathering public and stakeholder input and support, and developing a concept plan for the VCR trail in Spotsylvania County. Other elements are understood to include the development of an opinion of probable construction cost and the identification of an implementation plan.

*Upon completion, the results of this study are intended to be incorporated by reference into this document.*



## **Ni River Trail**

**Intended users:** Bicycle (road or mountain), pedestrian, eventually inline skating. Equestrian use running parallel to the bicycle/ pedestrian friendly trail between the PONI Connector and Virginia Central Rail Trail.

**Approximate Distance:** 14.6 Miles

**Intended final surface:** Mix of asphalt sections and stone dust sections. Eventually upgrade to all asphalt or solid pervious. Adjacent to the trail for bicycle and pedestrian users, a parallel packed soil alignment is appropriate for equestrian use between the PONI Connector and Virginia Central Rail Trail.

Supported by the 2008 adopted Comprehensive Plan, development of the Ni River Trail acts as the second leg, the southern leg of the Spotsylvania Battlefields Loop extending to the southeast along the river from the Virginia Central Rail Trail to the Caroline County line where it passes the Stonewall Jackson Shrine. The Ni River Trail is the southern connector to the East Coast Greenway, the connection occurs in Caroline County.

Along the Ni River between the Virginia Central Railroad Trail and Caroline County line exist a number of attractions for users, they include but are not limited to: Chancellorsville Battlefield, Ni Reservoir Recreation Area, Spotsylvania Courthouse Battlefield, Patriot Park. The corridor is also within relatively close proximity to the Historic Courthouse District and Thornburg area.



Figure 8: A "blank slate"- natural beauty along the Ni River.

Unlike the Virginia Central Railroad Trail that benefits from a relatively intact railbed corridor, the Ni River corridor offers more of a "blank slate" and will require the development of a greenway trail through terrain which, in many cases has been untouched by development (See Figure 8). The corridor offers much in terms of natural beauty. Mostly forested or agricultural with larger lot parcels along it, the development intensity along the Ni River corridor is generally less than along the VCR.

The establishment of this greenway corridor trail will also be based on the successful attainment of trailway easements along the corridor. Currently there exists no preferred alignment along the Ni River though frequent bridge crossings are discouraged due to additional costs. The actual alignment of the trailway along the corridor is expected to occur naturally as easements are negotiated and granted. Here too, the County Utilities Department is considering the acquisition of easements for extension of public utilities along portions of the Ni River. This presents an opportunity to combine the utility and trail projects, with a cost savings, to extend the County's Ni River Trail Project.

Map C at the end of this section shows the Ni River Trail.



**Additional information related to the  
Million Mile Greenway (MMG) Community Technical Grant**

The Spotsylvania Greenway Initiative (SGI) and Spotsylvania County in joint partnership have applied and been awarded a Million Mile Greenway (MMG) Community Technical Grant, valued at \$4,000 worth of geospatial consulting services. The grant resulted in the development of trailway design standards including typical sections that will be the basis for the creation of a trailway system consistent in design. Trailway design deliverables have been incorporated into this Master Plan.

The grant also resulted in the completion of a more detailed implementation analysis of what is considered to be the first phase of construction of a trailway along the Ni River between Route 1, Jefferson Davis Highway and Patriot Park. **The Phase I design recommendations for the Ni River Trail are available for review in Appendix D- Phase I Ni River Design Plan.**



## Deep Run Spur

*“The attack on Hill’s left was repulsed by the artillery on that part of the line, against which the enemy directed a hot fire from twenty-four guns. One brigade advanced up Deep Run, sheltered by its banks from our batteries, but was charged and put to flight by the Sixteenth North Carolina, of Pender’s brigade, assisted by the Fifty-fourth and Fifty-seventh North Carolina, of Law’s brigade, Hood’s division”*

-- Robert E. Lee, General  
December 1862

**Intended Users:** bicycle (road or mountain), pedestrian, eventually inline skating

**Approximate Distance:** 2.5 Miles

**Intended final surface:** stone dust, eventually upgrade to all asphalt or solid pervious.



Figure 9: Deep Run Trailhead area viewing the Rappahannock River



Figure 10: Existing unused crushed stone access road between the Bowman Center and Rappahannock River at Deep Run.

The convergence of Deep Run and the Rappahannock River in Spotsylvania County just behind the Bowman Center off Route 17, Tidewater Trail played an important part in the December, 1862 Battle of Fredericksburg. Deep Run was the site of the southern most point of the crossing of the Rappahannock River by Union Troops during the battle who constructed two pontoon bridges there. As a significant part of the battle, to local history and one also containing both State and

National Significance, the historic importance of the Deep Run area has been left relatively untapped and appears forgotten. Deep Run was the Union path into the Battle at Slaughter Pen Farm.

The Deep Run Spur offers the ability to expand upon the region’s civil war heritage and tourism and to expand interpretive displays associated with the local civil war battles. Development of a greenway trail within close proximity to Deep Run offers a number of exciting opportunities including the establishment of a trailhead or special use park on existing County property fronting the river. The trail would increase access opportunities to waterfront areas as advocated by the Comprehensive Plan. (See Figure 9). Access to the River can already be accomplished with relative ease with the existence of a loose stone road extending to waters edge from the

Bowman Center, a relic of past industrial uses there (See Figure 10 and 11).







Figure 11: A view of Deep Run. Note the industrial relic's onsite within this natural setting, remnants of a nearby FMC Plant, offering interesting industrial heritage features to the experience.

Intended to start at a trailhead at the Rappahannock River, the Deep Run Spur, when ultimately completed, would generally follow Deep Run before climbing terrain and coming to a roadway crossing at Bowman Drive near the Bowman Distillery. The trail would then crossover Bowman Drive and generally run along the western edge of the Distillery Lake, parallel to Tidewater Trail and crossover Tidewater Trail at either Lee Hill Drive or alongside the railroad crossing. From there, the Deep Run Spur would be established parallel to the existing railroad right-of-way and ultimately connect to Lee Drive in the Fredericksburg & Spotsylvania National Military Park, connecting to and becoming an integral spur off the East Coast Greenway

and Spotsylvania Battlefields Loop system. The trail may also complement ongoing private sector efforts at the Bowman Center to capitalize on tourism opportunities and establish the Distillery there as a stop on the "whiskey trail", offering tours and tastings at a new museum and visitors center there named "The Home Place". It is estimated that over 120,000 people may visit the site on an annual basis for tourist functions associated with the Distillery alone.

Much of the land between the Rappahannock River and National Park Service Property where the Deep Run Spur would be located is either in County control already and the Bowman Companies have expressed interest in working with the County to implement.

**Map B at the end of this section shows the Deep Run Spur.**



## **Massaponax Creek Trail**

**Intended Users:** Bicycle (Mountain, Road appropriate in sections), pedestrian, inline skating (appropriate in sections).

**Approximate Distance:** 16.5 Miles

**Intended final surface:** Variable natural and stone dust railway with potential asphalt segments



Figure 12: Existing trailway network along Massaponax Creek off Courthouse Road.

The Massaponax Creek Trail is meant to connect the Spotsylvania Avenue Connector Trail in the Lee Hill area to the Virginia Central Rail Trail, extending existing trailway infrastructure in place alongside the Creek associated with the Estates at Breckenridge (See Figure 12), where an asphalt trailway and public parking area exist off Courthouse Road, and Loriella Park. The trail corridor has a number of points of interest, they include: Virginia Central Rail Trail and the larger Spotsylvania Battlefields Loop system; Loriella Park; Germanna Community College via Spotsylvania Avenue Connector, the East Coast Greenway. An expanded list of features along the corridor can be found in Appendix B.

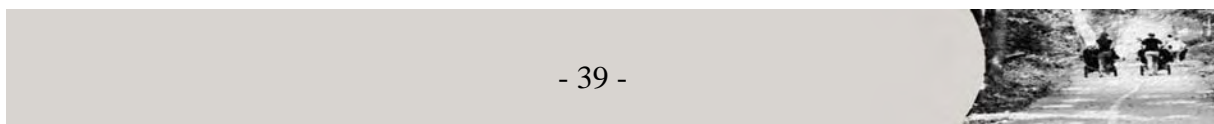


Figure 13: Installation of new sewer line along the Massaponax Corridor establishing a linear route and opportunities to pursue trailway development.

The Spotsylvania County Utilities Department has already secured a trailway easement along with the installation of a new sewer line between Route 673, Piedmont Drive and Route 208, Courthouse Road (see Figure 13). Prior sewer line installation projects along Massaponax Creek, southeast of Route 208, Courthouse Road only have underground utility easements in place and trailway easements would need to be pursued in order to establish the trail linkage to the Spotsylvania Avenue Connector Trail in the Lee Hill area.

A number of roadway crossings will have to be considered while developing this trailway corridor to ensure safety of users. The trailway itself is expected to be of varying surface considering location and existing environmental features. Development of the trail is expected to occur within the RPA along Massaponax Creek. Future users will find the corridor to be generally natural and forested with commercial and residential development interspersed along the route. Located within the heart of the Primary Settlement District, the corridor will have the ability to serve many nearby housing developments within a five minute walk or approximately ¼ mile pedestrian shed or walkable catchment area.

**Map B and Map C at the end of this section show the Massaponax Creek Trail.**



## **Spotsylvania Avenue Connector**

**Intended Users:** Bicycle (Road or Mountain), pedestrian, inline skating

**Approximate Distance:** 1.1 Miles

**Intended final surface:** Asphalt or solid pervious

Born from the Massaponax Corridor Study that was referenced in the adopted Transportation Element of the Comprehensive Plan and identified within the County Thoroughfare Plan, the Spotsylvania Avenue Connector Trail is being proposed to connect the commercial, lodging, employment center uses centered on Spotsylvania Avenue, and Germanna Community College and surrounding residential developments in the Lee Hill area off Germanna Drive. This connector trail would intersect one proposed to follow Massaponax Creek from the Lee Hill area, extending northward to connect with the Virginia Central Rail Trail.



Figure 14: Existing asphalt surface Lee Hill Office Complex Trail system

The area between the termination point of the existing Spotsylvania Avenue and Germanna College is undeveloped and forested with wetlands present, offering qualities consistent with a natural greenway trail. Existing trail infrastructure behind the Lee Hill Office Buildings along the edge of stormwater management ponds there should be considered to be tied into the Spotsylvania Avenue Connector Trail (See Figure 14). The ponds are active with wildlife for nature interest with geese and a number turtle's witnessed upon visiting the site.

Since the development and chosen alignment of the new Spotsylvania Avenue Extension roadway is unknown at this time, the pedestrian aspect of the proposal is being incorporated into this railway plan as a standalone project that acknowledges that a roadway may also eventually be constructed in the future. Implementation of the railway development here likely can be accomplished more readily.

Pursuit of easements for this connector trail should include the negotiation of adequate right-of-way to accommodate the future development of the Spotsylvania Avenue Extension Road. A feasibility study should be pursued to identify the ideal alignment for the railway and future road connection.

The railway is in close proximity to a number of Fredericksburg Regional Transit stops along route S2 as well as a transfer point to routes F2, F3, S1 and S3, located at Spotsylvania Avenue.

**Map B and Map C at the end of this section show the Spotsylvania Avenue Connector.**



## **Po River Trail**

**Intended Users:** Bicycle (mountain), pedestrian, equestrian running parallel to the bicycle/ pedestrian friendly trail

**Approximate Distance:** 22.7 Miles

**Intended final surface:** Clear cut packed soil pathway

The 2008 adopted Spotsylvania Comprehensive Plan advocates for the development of walking/ biking trails along the Po River in the Jackson Gateway, Rural, and Agricultural/ Forestal development districts.



Figure 15: Example of a side by side bike and pedestrian-friendly and equestrian greenway trail at Lake Anna State Park. This is similar to that proposed along the Po River.

The Po River trail is planned to be bookended by two trail head facilities. The easternmost trail head of the Po River Trail for the purpose of this plan is identified as Jackson Gateway South, located in a mixed-use or employment center area as defined by the future land use map. To the west, the Todd's Tavern Spur trail head has been identified. The Po River Trail is intended to be developed as a true multi-use greenway trail, serving bicycle, pedestrian, and equestrian users (See Figure 15).

The Po River Trail is planned to connect with the Lake Anna State Park Connector Trail that heads in a southward direction, accessing Lake Anna State Park, its equestrian, camping, and other recreational facilities.

The Po River and Lake Anna Connector system of trails are integrated into other planned greenways within Spotsylvania County with access to the PONI Connector, the Virginia Central Rail Trail and Ni River Trail. Additional access can be gained through bicycle and pedestrian-friendly roadway improvements as outlined in this plan. In addition to potential horse friendly trail facilities along the Virginia Central Corridor west of Old Plank Road to Orange County and beyond, the PONI Connector, Lake Anna State Park Connector, and portion of the Ni River Trail, the Po River Trail is planned to greatly increase the equestrian trail miles within Spotsylvania County and make Spotsylvania County a horse enthusiast destination for trail riding.

Similar to the Ni River Trail located to the north, the establishment of this greenway corridor trail will also be based on the successful attainment of trailway easements along the corridor. Currently there exists no preferred alignment along the Po River though frequent bridge crossings are discouraged due to additional costs, especially since bridge crossings will have to bear the weight of horses and riders. The actual alignment of the trailway along the corridor is expected to occur naturally as easements are negotiated and granted.

**Map A and Map C at the end of this section show the Po River Trail.**



### **PONI Connector Trail**

**Intended Users:** Bicycle (mountain), pedestrian, equestrian running parallel to the bicycle/pedestrian friendly trail

**Approximate Distance:** 3.2 Miles

**Intended final surface:** Stone dust with parallel packed soils for equestrian users

The PONI Connector Trail is proposed to connect the Ni River Trail and Po River Trail by use of an existing overhead utility easement corridor. This trail has been planned to enhance connectivity between planned trail corridors, enhancing accessibility and the trailway network overall.

The planned connector also will result in the creation of a secondary trail loop, one that is unique to and totally contained within Spotsylvania County. The secondary loop would result in a trail network that utilizes sections of the Ni River Trail, Virginia Central Rail Trail, Lake Anna State Park Connector Trail, Todd's Tavern Spur and the Po River Trail.

The PONI Connector might be thought of as the "Pony" Connector Trail as it connects identified equestrian sections along the multi-use Ni River Trail to the multi-use, equestrian-oriented Po River Trail.

**Map C located at the end of this section shows the PONI Connector.**





### **Lake Anna State Park Connector Trail and Todd's Tavern Spur**

**Intended Users:** Equestrian running parallel to the bicycle/ pedestrian friendly trail, Bicycle (mountain), pedestrian

**Approximate Distance:** 9.1 Miles, 6.4 Miles

**Intended final surface:** Natural Surface packed soils or stone dust.



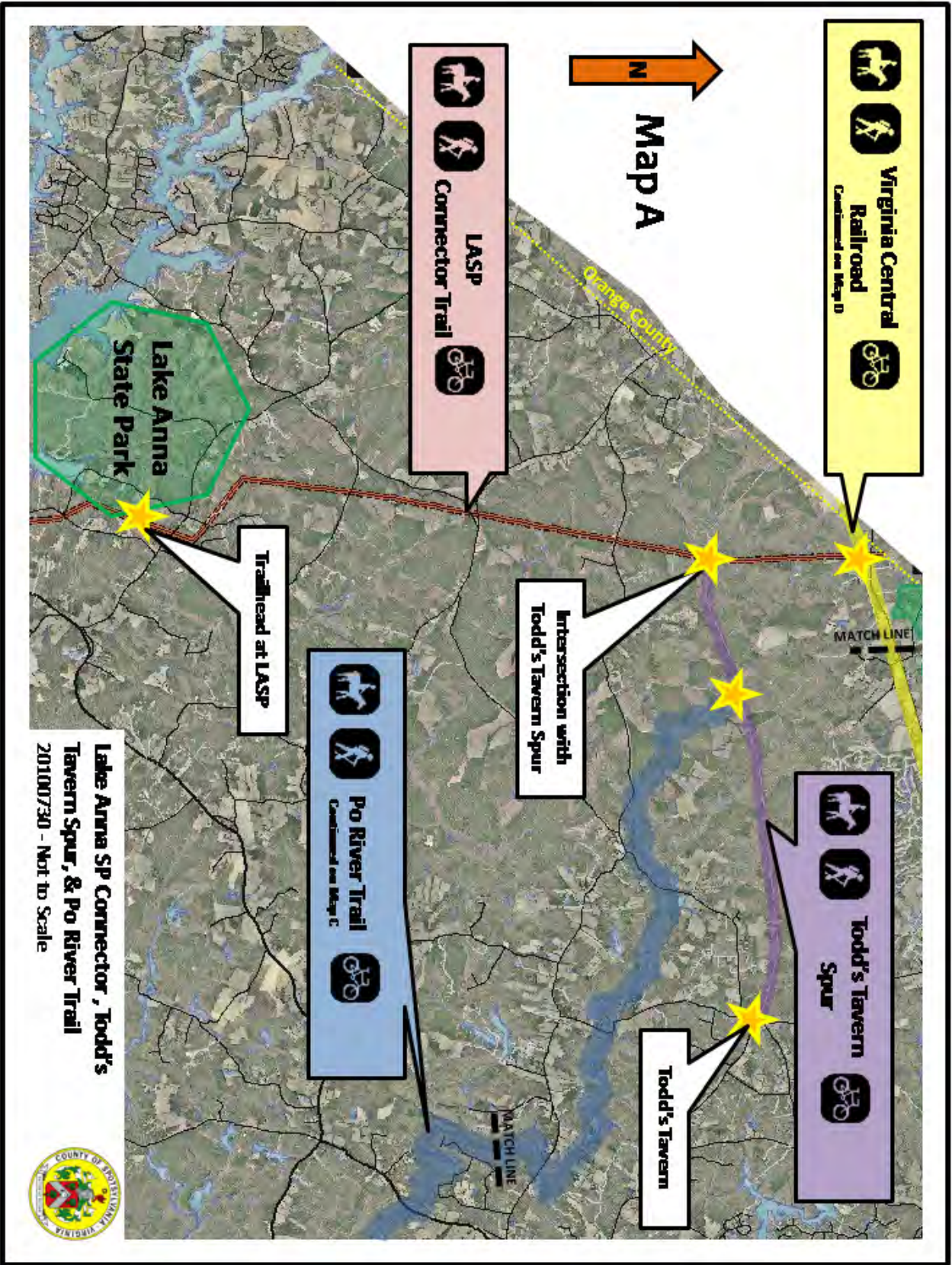
Figure 16: Example from Lake Anna State Park of an equestrian trail.

The Lake Anna State Park Connector Trail has been envisioned to create a link between existing equestrian trails already in place at Lake Anna State Park and the Po River Multi-Use Greenway path (See Figure 16). The equestrian network would effectively make Lake Anna State Park the southern-most trail head location for equestrian users. When approached, the State Park expressed interest in the development of such a trail system.

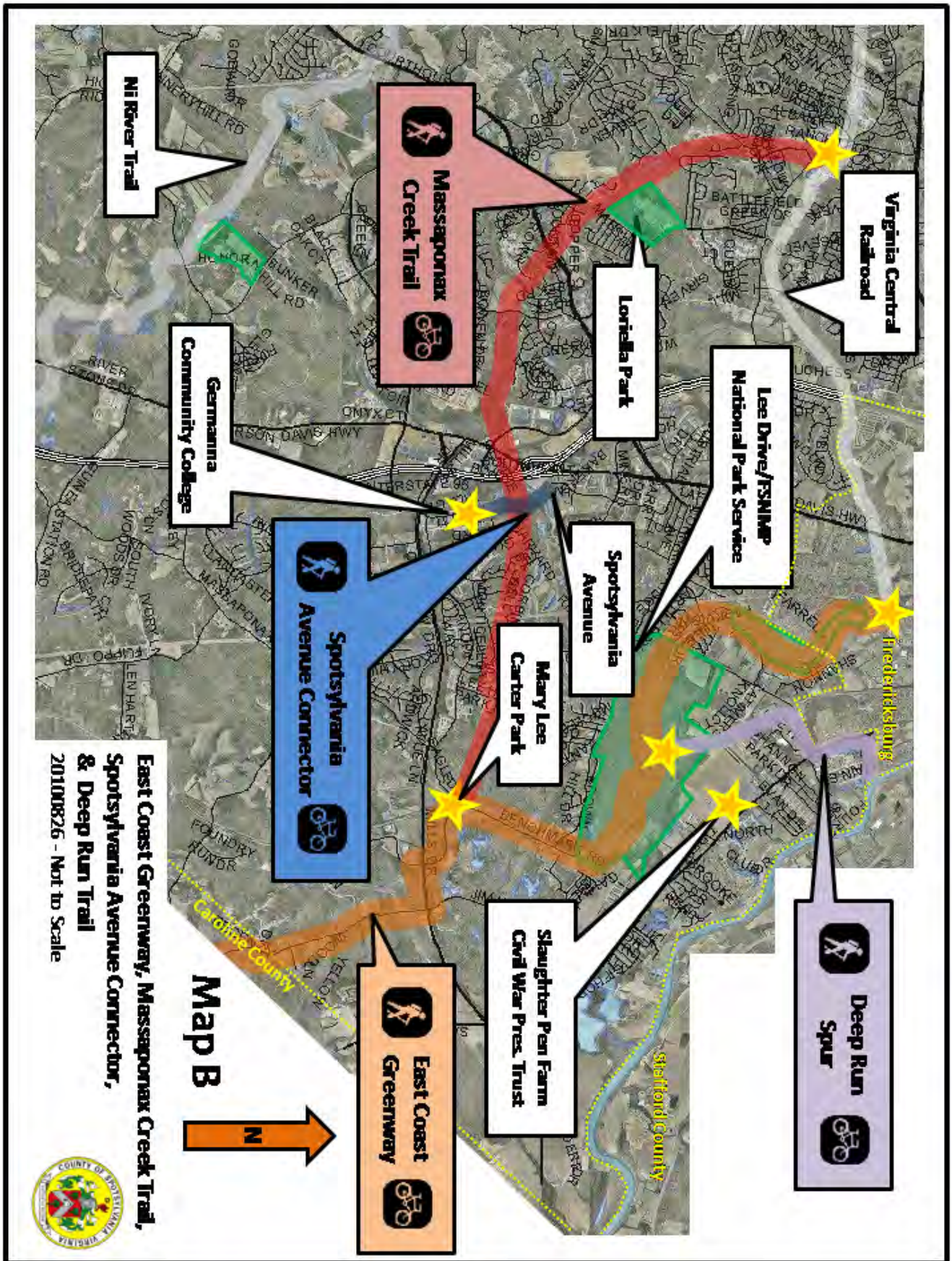
The Connector Trail is proposed to utilize an existing transmission line easement corridor stretching northward from a trail head, existing trailways and equestrian facilities located at Lake Anna State Park, to intersect with the Po River Trail and the Virginia Central Rail Trail further to the north. A multi-use spur trail, also utilizing existing utility easements, would access the Todd's Tavern Area, creating a second trail head location for equestrian, bicycle, and pedestrians to access the Po River Trailway and Lake Anna State Park Equestrian Connector Trail.

**A map of the Lake Anna State Park Connector Trail can be found on the following page (see Map A).**

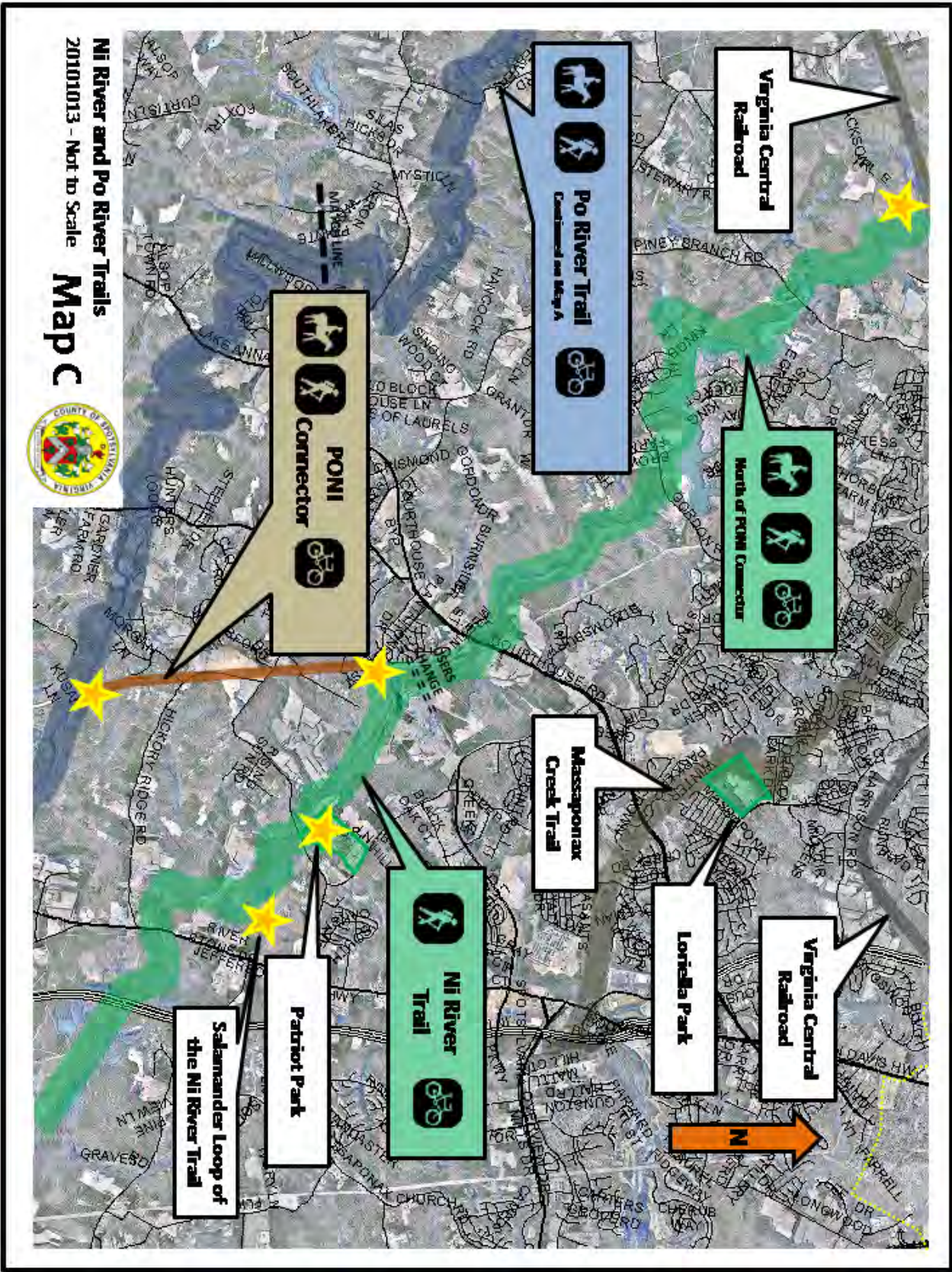














**Wilderness Battlefield  
National Park Service**

**Chancellorsville  
Battlefield  
National Park Service**

**Jackson Trail (East)  
National Park Service**

**Jackson Trail (West)  
National Park Service**



**West of Jackson Trail (East)**

**Todd's Tavern  
Spur**

**Todd's Tavern**

**Courthouse Battlefield  
National Park Service**



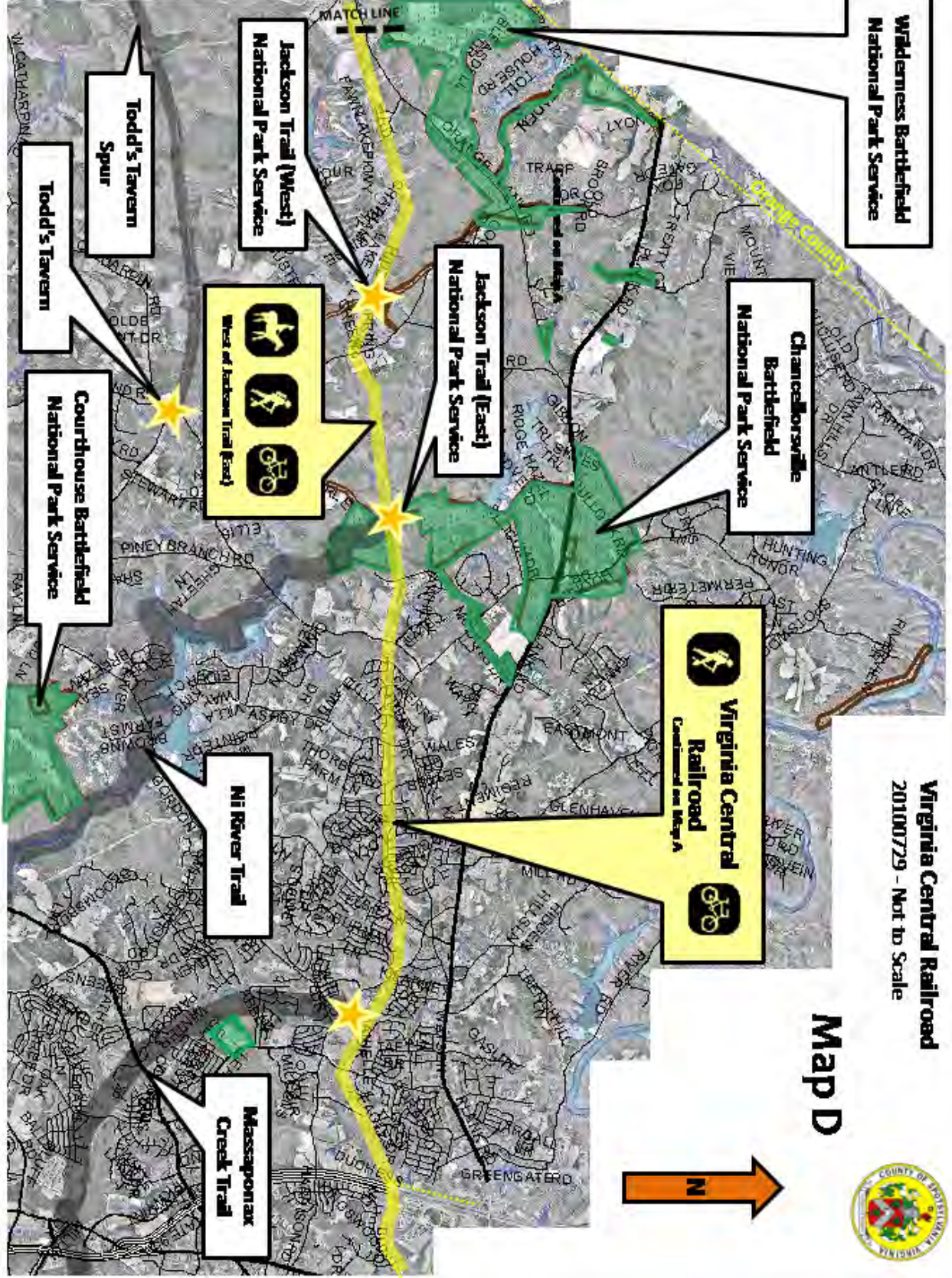
**Virginia Central  
Railroad  
Continued on Map A**

**Ni River Trail**

**Massaponax  
Creek Trail**

**Virginia Central Railroad  
2010/7/29 - Not to Scale**

**Map D**





## TRAIL HEADS

For the purpose of this plan a trail head can be considered a centralized location along the trail network where users can meet up and socialize prior to, or during embarking on a trail ride, or after the ride is complete. A trail head is intended to be a central dispatch point of interest, a focal point or activity center of significant commercial, entertainment, recreational, scenic or natural value from which users can congregate, and dispatch. Though access, amenities and parking areas are intended to be scattered throughout the greater system of trailways throughout the County, at trail heads you may find enhanced trail amenities above and beyond those you may find along points in between. Trail heads should include and are not limited to public access points to the trail system, parking areas, enhanced signage and availability for bicycle parking, or equestrian hitching posts where appropriate, public restroom facilities. A number of trail heads have been recommended throughout the trailway system.

If future, more detailed studies recognize the need for additional or modified locations for trail heads, this plan should be considered advisory. As land is acquired and specific trailway implementation issues are addressed, this portion of the plan will need to be flexible in order to execute the goals and objectives listed previously in the document.

A major trail head location can be thought of as a site where parking, access, and basic conveniences are provided and complemented by higher population densities and commercial/ retail activities. These are also excellent locations to establish links between bicycle and pedestrian facilities and mass transit options including FRED Bus and potential VRE services. Most major trail heads are planned to be located within designated mixed-use areas or employment center locations as identified in the Comprehensive Plan Future Land Use Element. These are areas in the County intended for higher density development with a mix of uses where people can “live, work, shop, and play”. Alternative modes of transportation are also desired within the mixed-use areas to encourage pedestrian access and discourage automobile reliance. Accommodating higher density housing, mixed-use areas serving also as trailhead locations can provide the trail system large supply of trailway facility users. As a local point of activity, trailheads provide nodes of interest for residents and tourists who may also use the trailhead areas to frequent nearby entertainment, recreation, commercial retail or services, restaurants, hotels, places of employment resulting in a mutual benefit between the trailway user and private industry. They are also intended to be great locations from which to organize and implement special trailway system based events such as organized bike rides, volunteer day events, educational events or promotions.

Minor trail head locations are planned to provide the same level of basic services to trailway users but due to geographic location, future land use potential and existing development patterns and population densities, access to a variety of nearby commercial/ retail establishments will be far less likely. These locations will be much more rural in character, in some instances complemented nearby by an existing rural commercial retail establishment (as is the case at Todd's Tavern).

In all, twelve (12) trail head locations have been identified throughout the County at this time. A thirteenth (13<sup>th</sup>) location, already existing at Lake Anna State Park, has also been identified as a complement for bicycle, pedestrian, and equestrian users of the proposed trailway system. Under control by the Virginia Department of Conservation and Recreation (DCR),



the trail head at Lake Anna State Park has been recognized as a contributing piece of the overall planned network and is referenced only.

No parcel specific trail head locations have been identified. General location information pertaining to the proposed trail heads has been included in the figure below (See Figure 5). Trail heads also appear in the proposed Trail Head Plan map (Map 5) that follows.

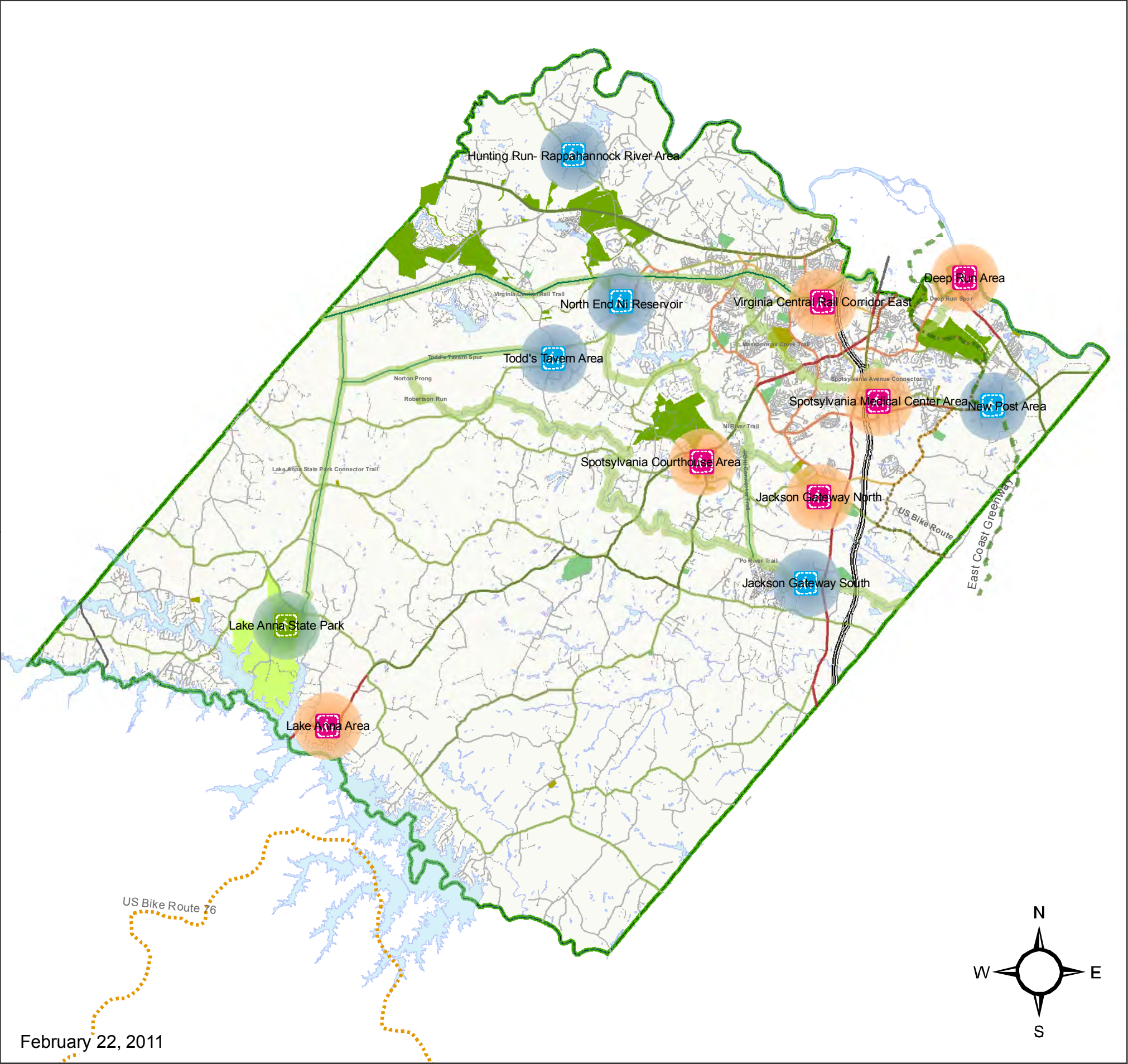
FIGURE 17: TRAIL HEAD LOCATIONS			
NAME	GENERAL LOCATION	VOTING DISTRICT	INTEREST
Elys Ford Area	Elys Ford Road/ Rappahannock River	Chancellor	Public Boat Ramp, Fishing, Rappahannock River Access, Scenic/ Natural
Courthouse District Area	Spotsylvania Courthouse, Brock Road, Courthouse Road	Berkeley/ Livingston District	Spotsylvania Visitor Center, Courthouse Village, Spotsylvania Government Center, Spotsylvania Courthouse Battlefield, Mixed-Use Area, Courthouse Historic District
Lake Anna Area	Route 208, Courthouse Road/ Lake Anna	Livingston District	Mixed Use Area, Lake Anna, Marina's, Lake Anna Connector Trail
Jackson Gateway North Area	Massaponax Church Road, Jefferson Davis Hwy., Ni River	Berkeley District	Ni River, Patriot Park, Mixed-Use Area, Employment Center, Ni River Trail
Jackson Gateway South Area	Po River, Morris Road, Thornburg	Berkeley District	Thornburg, Mixed-Use Area, Employment Center, Po River, Po River Trail
Bowman Center Area	Rappahannock River, Deep Run, Tidewater Trail	Lee Hill District	Potential site for public boat ramp/ waterside park, fishing, Rappahannock River Access, Scenic/ Natural, Civil War Historical Interpretation, eep Run Trail, Industrial Heritage, Mixed-Use Area nearby, located in Employment Center.
New Post Area	Mills Drive, Tidewater Trail, Benchmark Road, Jim Morris Road, Massaponax Church Road	Lee Hill District	Mixed-Use Area, Employment Center, Potential VRE station.
Virginia Central Rail Corridor East	Harrison Road, Virginia Central Rail Trail, Massaponax Creek	Salem/ Battlefield District	Virginia Central Trail, Mixed-Use Area
Spotsylvania Medical Center Area	Jefferson Davis Hwy., Spotsylvania Parkway, Mills Drive	Lee Hill/ Berkeley District	Mixed-Use Area, Spotsylvania Medical Center, Employment Center.
Lake Anna State Park	Lake Anna State Park	Livingston District	Lake Anna State Park, Equestrian Trails, State Park Visitors Center, State Park Events, Camping, Swimming, Existing Restrooms, Lake Anna.
Ni Reservoir North End	Ni Reservoir, Virginia Central Trail, Ni River Trail, Catharpin Road	Livingston/ Chancellor District	Ni River Trail, Virginia Central Trail, Jackson Trail East, Chancellorsville Battlefield
Todd's Tavern Area	Todd's Tavern, Brock Road, Catharpin Road, Po River	Livingston District	Po River Trail, Po River, Todd's Tavern, Lake Anna Connector Trail

Figure 17: Identified Trail Head Nodes.





SPOTSYLVANIA COUNTY TRAIL HEAD PLAN



Trail head locations at a minimum provide parking, access to the the railway system, and basic conveniences including but not limited to rest stations, interpretive signage, bike racks or equestrian hitching post where appropriate, restroom facilities. A number of trail head locations have been recommended throughout the railway system. Note that the buffer areas around the trail head symbols target general locations of the trail heads and plans are not parcel specific at this time.

A major trail head location can be thought of as a site where parking, access, and basic conveniences are provided and complemented by higher population densities and commercial/ retail activities.

Minor trail head locations are planned to provide the same level of basic services to railway users but due to geographic location, future land use potential and existing development patterns and population densities, access to a variety of nearby commercial/ retail establishments will be far less likely. These locations will be much more rural in character.

**Trail Heads**

- Major
- Minor
- State Park

0 1.5 3 6 9 12 15 Miles

1 inch = 3.16 miles

## **TRAILWAY FACILITY DESIGN GUIDELINES**

The following trailway design standards have been provided with the assistance of a Million Mile Greenway (MMG) Community Technical Grant. The grant award provided technical services and design assistance by Photoscience Geospatial Solutions to the Spotsylvania Greenway Initiative (SGI) and Spotsylvania County, resulting in recommended system-wide trailway design standards specific to intended users. These standards should be considered when looking to construct portions of planned trailways or trail head facilities.

With consideration of the intended user(s) and type of trailway to be constructed, trail bases and surfaces should be constructed consistent with the *Design Standards Manual (Article 5- Streets, Parking, and Driveways)*.





# Trail Design Guidelines & Sections

## Trailhead Design



### Restrooms:

Located at each trailhead, these ADA accessible restrooms will provide necessary amenities for trail users. The use of sustainable building practices will ensure a low cost of maintenance and operation.



### Porous Paving Parking Lot:

Proposed parking lots will be constructed using porous pavement surfaces to help preserve the water quality.



### Pedestrian Crosswalks:

High visibility pedestrian crosswalks will be used at all street crossings. Flashing warning signals are proposed to maximize safety for trail users.



### Bioretention Areas:

Adjacent to each parking lot and restroom building, bioretention areas will provide a first filter flush of stormwater runoff from paved impervious surfaces. In addition to the use of pervious surface parking lots, the bioretention areas will preserve the water quality of stream corridors.



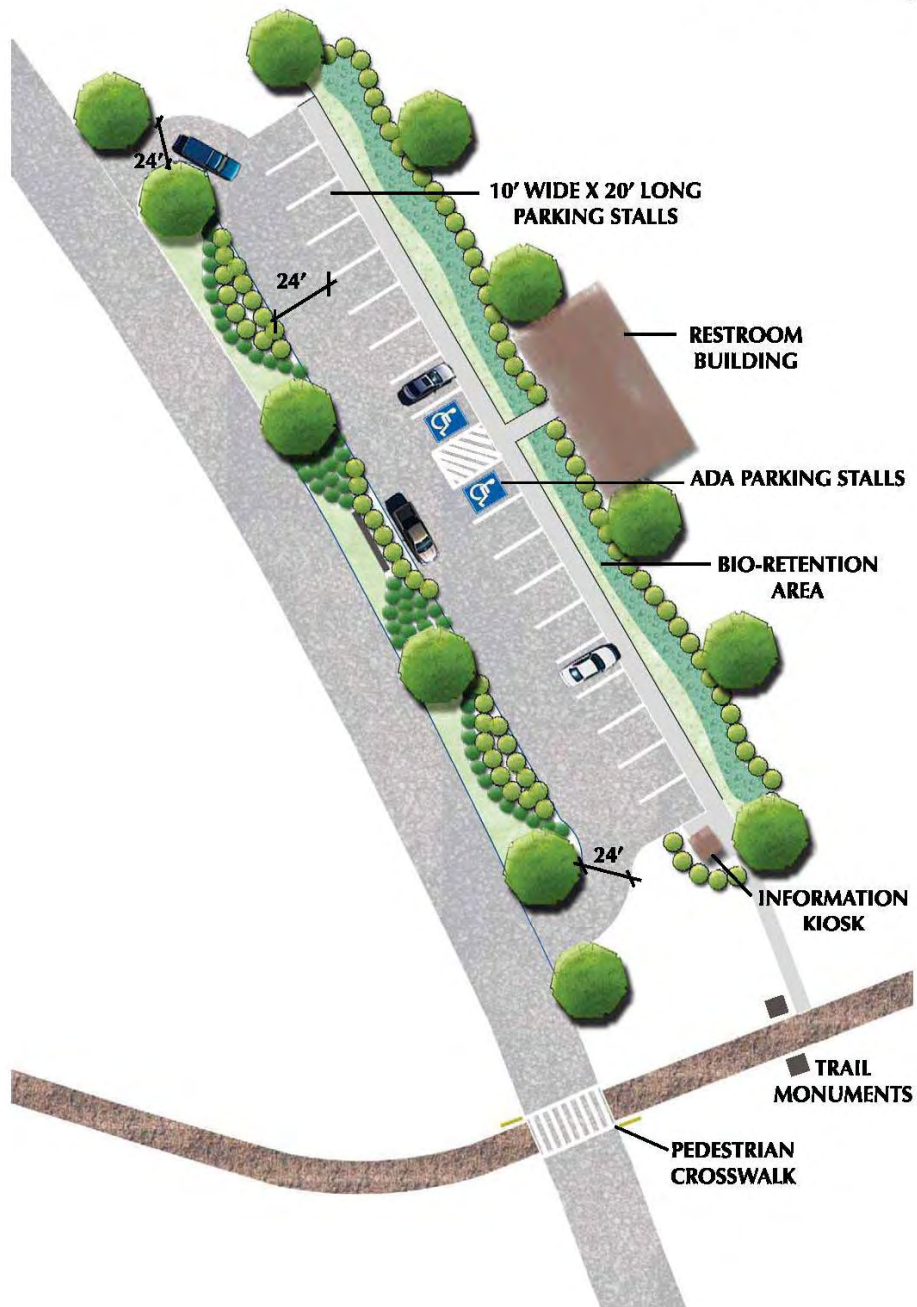
### Trail-Head Signage and Information Kiosks:

Appropriate user-friendly signage should be used throughout the length of the trail and especially near each trailhead. Covered wooden kiosks displaying trail information and recent news, as well as granite or wooden signs showing trail direction will help maximize the trail experience.





## Trailhead Layout



Equestrian trails will complement the rural character of Spotsylvania County and add yet another layer of recreational enjoyment.

## Equestrian Trails

### Typical Features and Materials

#### Typical Features

Trail Width: Single track, equestrian only = 4' to 5'  
 Double track, equestrian only = 6' to 8'  
 Shared use path, single tread = 10' to 12'

Trail Clearance: 10' minimum overhead ceiling, 12' preferred

Trail Surface: Crushed Stone, Wood Mulch, Compacted Earth

Trail Grades: Varies Depending on Level (see hiking trails)

Trail Signage: Follow United States Forest Service Standards



#### Design Principle

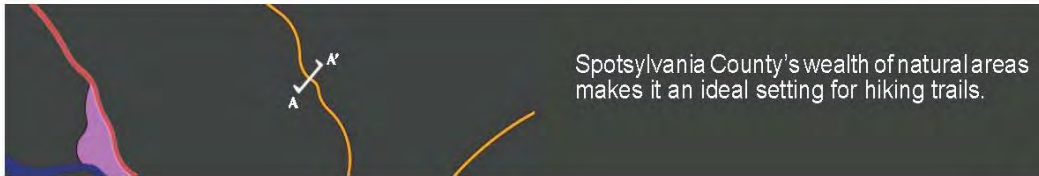
Construction of equestrian trails with hiking and multiuse is encouraged wherever there is adequate width for coexistence of these facilities. Hiking trails are particularly compatible with such use and are capable of sharing the same tread with equestrian traffic, granting them proper sight distance and ample passing room for all users. Multiuse trails, however, as designed primarily for pedestrians and bicyclists, are generally preferred to have more considerable width and a lower traffic volume to be compatible as a horseback route. Wherever width allows in the greenway corridor, it is highly recommended that these uses be separated into multiple treads, thereby keeping conflicts minimal. Trail signage should be provided to make all users aware of proper yielding to other traffic.



### Typical Section







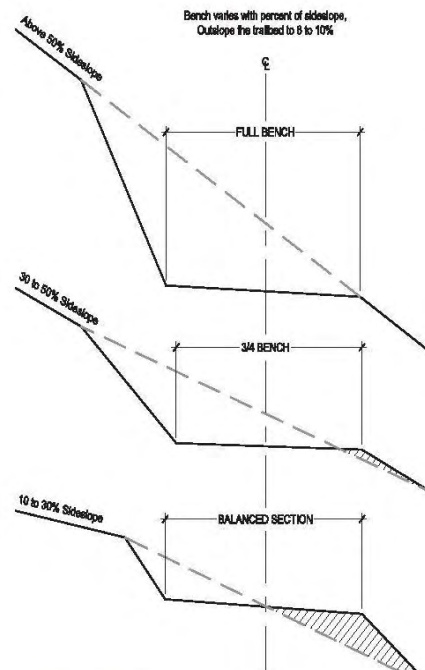
## Scenic Hiking Trails

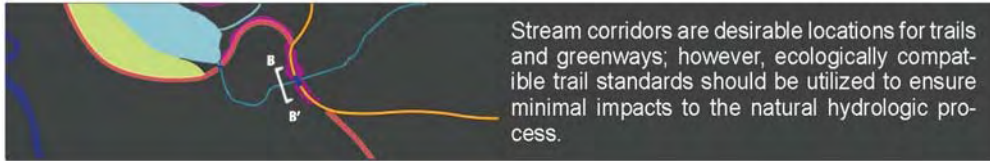
### Typical Features and Materials



#### Typical Features

- Trail Width:   Strenuous = 18" to 30"  
                   Moderate = 24" to 36"  
                   Accessible = 36" to 60"
- Trail Surface:   Materials - Crushed Stone, Wood Mulch
- Trail Edges:     Stacked Stone or Heavy Wood Timber
- Trail Grades:    Varies Depending on Level (see hiking trails)
- Trail Signage:   Follow National Park Service Standards





## Stream Corridor Trails

### Typical Features and Materials



#### Typical Features

Trail Width:	Varies Depending on Level (see hiking trails)
Trail Surface:	Materials - Crushed Stone, Wood Mulch
Trail Edges:	Stacked Stone or Heavy Wood Timber
Trail Grades:	Varies Depending on Level (see hiking trails)
Trail Signage:	Follow National Park Service Standards

#### Design Principle

Trails following stream corridors shall be designed in a way that both complements and are compatible with the natural ecological environment and system. Trail and trail components including steps, bridges, rails, signs, furnishings, etc. shall be constructed of natural materials such as wood, stone, and mulch. Concrete, steel, and other more industrial materials shall be used in very limited capacity, and only when natural materials are not suitable. Special design features such as bio-retention swales and other BMP's shall be used to mitigate negative impacts to stream hydrology and water quality when appropriate. Plant materials shall also be native and appropriate for the given micro-climate and pre-existing plant communities. Trails should be respectful of stream buffers / setbacks and local variance requirements.

### Typical Section







Overlook areas can be used to emphasize natural vistas, and improve the trail experience.

## Overlook Areas

### Typical Features and Materials

#### Design Principle

Overlook areas should be sited to capitalize on specific natural vistas. When no special vista is present, the design should be scaled back to a simple seating or rest area along the trail. In general, overlook areas should be constructed of local materials that blend with or complement the natural environment.

Overlook areas can be elevated observation decks above grade, or flat areas retained by stone or wood walls. Interpretive signs may also be incorporated into the vista, but should be sited away from the natural view.

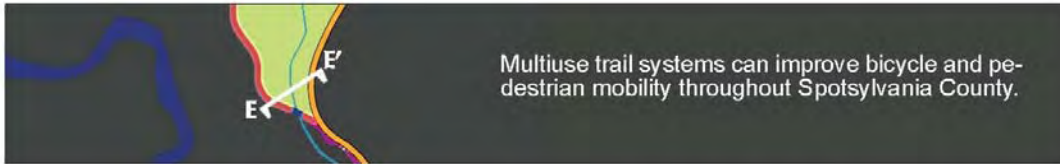
All applicable building codes should be followed to determine appropriate rail design and height. An appropriate deck or landing area should be provided to match the expected level of use. Overlook areas directly adjacent to multiuse trails or within close proximity to the trailhead will have relatively more users at any given point, and should be designed accordingly with larger observation areas. In contrast, overlook areas accessible only by hiking trails and in remote areas can be designed with a smaller footprint.



### Typical Section / Elev.







Multiuse trail systems can improve bicycle and pedestrian mobility throughout Spotsylvania County.

## Multiuse Trails

### Typical Features and Materials



#### Typical Features

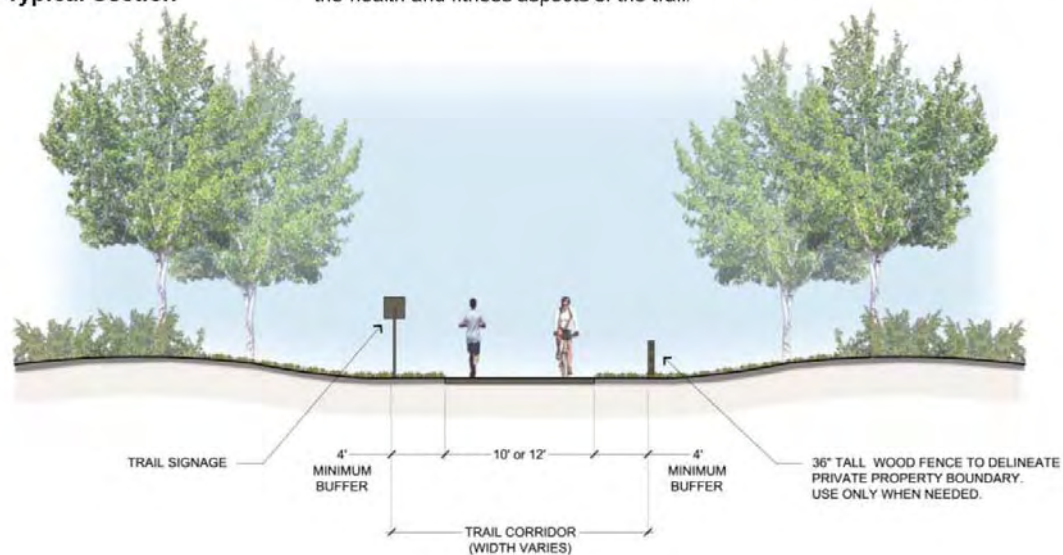
- Trail Width: 10' to 12'
- Trail Surface: Crushed Stone, Concrete, or Asphalt
- Trail Location: Easements Along Private Property Lines, Transmission Line Corridors, Through Existing Parks, Through Conservation Areas.
- Trail Grades: 5% Overall Maximum
- Trail Signage: Follow Local or VDOT Standards



#### Typical Section

#### Design Principle

The simultaneous creation of trails and greenways allows pedestrian and bicycle corridors to be located in park like settings. Because of their popularity, multiuse greenway trails should be designed to accommodate many different user groups. Large trail widths allow for pedestrians and bicycles to interact safely while hard surface and gentle slopes provide a greater range of accessibility. In many cases, multiuse trails are striped to delineate travel lanes and/or user lanes that separate pedestrians from bicycles. Traffic control and directional signs can also increase the safety and functional aspects. Crossing signs, signals, and pavement markings shall be used when trails interact with roadways and other vehicular facilities such as parking lots. Map kiosks combined with exercise stations can also complement the health and fitness aspects of the trail.



# IMPLEMENTATION

## ACQUISITION

The first step in implementing this plan will be acquiring the land or easement. Acquisition can occur through a variety of mechanisms including fee simple purchase, regulatory mechanisms and dedication mechanisms. Regulatory mechanisms include federal, state and local laws that require open space, parkland or recreation facilities from private developers for the health and welfare of the citizens as well as those regulations that protect natural resources and endangered species. Dedication mechanisms include voluntary gifts of land or easements for tax purposes, or as part of Virginia's conditional rezoning process through proffers. It is



Figure 18: Initial site visits/ inspections example along the Virginia Central Rail Corridor.



Figure 19: Way marking and clearing example at the Salamander Loop demonstration trail by the Spotsylvania Greenways Initiative (SGI).



Figure 20: Trailway Construction. Following way marking and clearing, lying down of the trail surface example at the Salamander Loop demonstration trail by the Spotsylvania Greenways Initiative (SGI). In this example stone dust has been used.

important to note that the use of both regulatory and dedication mechanisms by a public authority is limited by state statute.

Once the land targeted for the establishment of a public access trailway has been identified and public access secured through the acquisition of land to develop a trailway corridor through fee simple purchase, regulatory mechanisms or dedication mechanisms, implementation, including site visits/ inspections (See Figure 18), way marking (See Figure 19), and trail construction (See Figure 20) efforts can begin.

The following is an overview of some of the most important mechanisms the County may utilize in an effort to gather trailway easements, fund, and construct planned trailways throughout the County.



### County utility installation projects

Representing a partnership between the County Utilities Department and railway building efforts, the acquisition of easements and construction resulting from the installation of linear underground utility infrastructure such as underground sewer and water provide and excellent opportunity from which to implement the development of planned railways in the County (See Figure 21) .



Figure 21: Installation of underground utilities.



Figure 22: "Trail blazing"- Creation of linear corridors resulting from utility installation projects. These corridors for utilities result in excellent corridors for railways.

Where linear utility installation projects coincide with planned railway corridors, easement acquisition, engineering, clearing, and preparation of a base appropriate for trails can all be accomplished as one project rather than separate ones, resulting in a cost and time savings. Over time, the combination of the two projects can be mutually beneficial considering that the utility installation clears the way for the development of the railway corridor (See Figure 22) and the presence of a walkable railway helps maintain the corridor and offers a better base condition on which to deploy utility maintenance crews if need be.

Following the February 9, 2010 Board of Supervisors meeting, staff moved ahead to develop a dual deed of dedication form to be utilized to secure utility and railway easements when installation plans coincide. The dual deed of dedication form will be used as a tool to help implement this plan, resulting in improved utility infrastructure and usable greenway trails available to all.

Utility installation projects will be an especially integral part of the successful implementation of planned greenway improvements such as the Virginia Central Rail Trail among others.





## Capital Projects Management

In Fiscal Year 2007, the County added a Capital Projects Management Department to oversee Spotsylvania's capital improvement projects, including new construction, expansion, or renovation of all major County facilities, parks, and roads (See Figure 23). Department staff develops cost and schedule estimates for projects, identifies and accesses funding opportunities, coordinates County resources, and provides all contract development and management for project related services, including architectural, engineering and construction. The department is also responsible for ensuring full compliance by the County with all local, state, and federal requirements related to the project and in the project construction process.



Figure 23: Capital Projects Route 3 roadway right-of-way improvement project groundbreaking ceremony. This project will result in additional vehicle lanes and sidewalks.

In addition to providing oversight and support to capital improvement projects, department staff also develops and maintains relationships with local, state and federal agencies, facilitating productive two-way communication between these agencies and the County to encourage cooperation and create an awareness of needs and opportunities within the County and the region.

The department serves as the primary contact point for citizens and businesses with regard to major facility and road projects through the timely dissemination of information to citizens and businesses in immediate and adjacent impact areas, presentations in public forums, creation and maintenance of a capital projects website, and in individual contact initiated by either a citizen or staff member.



Figure 24: Trailway construction associated with the development of Patriot Park.

Capital Projects will be an integral part of the successful implementation of the County Trailways Plan, especially projects associated with parks and recreation facilities including trails (See Figure 24), and roadway improvement projects resulting in improved travel lanes and establishment of sidewalks, roadside trails, and shoulder improvements.



## Transmission Line Corridors- Private Utility Easement Co-Shares



Figure 25: Transmission Line Easement Corridor extending southward towards Lake Anna State Park.

As part of the planning process for the identification of railway corridors, existing power line easement corridors have been considered. Such corridors are linear and generally undeveloped (See Figure 25). They offer a tremendous opportunity to connect other planned greenway trails and integrate planned bicycle and pedestrian-friendly roadway improvements as outlined in this plan into the greenway system. Though this plan does not rely heavily on the utilization of overhead transmission line easement corridors to develop trails, such corridors will be vital to the successful development of the Lake Anna Connector Trail, Todd's Tavern Spur, and PONI Connector, intended as multi-use paths including

equestrian users.

Both the Lake Anna Connector Trail and Todd's Tavern Spur are intended to follow existing overhead transmission line easements by Dominion Power. Transmission lines generally are installed on a specified width right-of-way, obtained through an easement agreement with the property owner prior to the line being constructed. In most instances, the easement holder does not actually own the land on which the easement sits. A number of additional uses are allowed within transmission line rights-of-way, including railways. In addition to the necessity to negotiate a public railway easement with a private property owner, prior written approval must be approved by the power company, in this case Dominion Power.

The use of transmission line rights-of-way for purposes other than company transmission must be controlled in order to protect the Company's facilities. Reliability, public safety, access and ease of maintenance are some of the key issues in considering non-transmission uses of transmission line right-of-way.

Consideration will be given to any proposed non-transmission use of the Company's leased or purchased right-of-way if the encroachment is: (1) in accordance with the terms of the easement agreement for the right-of-way involved (2) consistent with the safe maintenance and operation of transmission lines (3) not restricting future line design flexibility (4) not permanently interfering with future construction.

A request to encroach within the transmission line easement is initially investigated by the Right-of-Way Management Representative. The Right-of-Way Management Representative is responsible for determining that adequate and appropriate information has been secured concerning the details of the encroachment, and that the encroachment is acceptable from an operations, construction and customer service standpoint.

It is good to note that private landowners who grant an easement for public access across their land are protected from liability by the Virginia Recreational Use Act. (§29.1-509 of the Code of Virginia)

Please refer to Appendix C- Transmission Right-of-Way Non-Transmission Use Encroachment Request Requirements for more information.





## Right-of Way Acquisition

Right-of-way acquisition may take place in different ways, dependent upon the location of the proposed railway, inclusion of the proposed railway on the Thoroughfare Plan, and current development projects within the vicinity.

Right-of-way is obtained in compliance with the Thoroughfare Plan anytime a private, by-right development project is proposed along a roadway frontage. The amount of right-of-way that is dedicated to the county is dependent upon whether specific roadway or railway projects are proposed along the roadway, or, if no specific project is proposed, a dedication of a minimum of 60' of right-of-way is captured for secondary roadways and 120' for primary roadways. Dedications of right-of-way occur subsequent to site plan approval or at the time a subdivision plat is recorded.

Additional dedications for roadway and railway improvements may be negotiated through the public hearing process for special use permits and rezonings.

Where roadway or railway projects are not associated with private development efforts, the County (sometimes in cooperation with the Virginia Department of Transportation) must negotiate for right-of-way purchase with private landowners. Negotiation of right-of-way purchase is administered through the County's Capital Projects Management Department. Right-of-way purchase and acquisition can be costly and time consuming, requiring staff and counsel time. If agreement is not reached, the Board of Supervisors may authorize condemnation of land for the purpose of public projects.

**“Money is always a issue; continue to get the community involved for development of the areas. We have a lot of builders in our community and people who would be willing to contribute man hours and labor needed to develop some of these facilities if given the chance.”**

*--Respondent,  
2010 Spotsylvania  
County Railway Use and  
Demand Survey*

Ultimately, successful acquisition of right-of-way depends on inclusion of specific railway and roadway improvements on the County's Thoroughfare Plan. Inclusion of these projects on the plan enables planners to require private development projects to dedicate ample right-of-way to successfully complete expansion and new roadway and railway projects.

## Volunteers and Implementation

Individual volunteers and organized volunteer efforts are imperative for a successful implementation of the Trailways Plan. Partnerships between the County, State and Federal Agencies, grassroots organizations, and individuals will enable trailways to be developed in a time- and cost-efficient manner.

Organized groups of interested citizens (such as the Spotsylvania Greenways Initiative, Boy Scout Troops, and the Back Country Horsemen's Association) can have an important role during the implementation period of the plan. Although some trailway and roadway improvements may be entirely planned, designed, and constructed by the County, most will require volunteers to execute fundraising, materials acquisition, and/or construction activities.

Potentially, organized groups could adopt either entire corridors or trail segments to fundraise for and construct. As organized groups determine how they will involve



themselves with the execution of the railways plan, Memorandums of Understanding (MOUs) should be developed to clearly articulate the roles that each organization has. Duplication of efforts and lack of coordination will lead to an inefficient implementation of the plan. MOUs should identify who and at what time certain activities will be done and what sort of funding sources may be employed. Without clear objectives for each organization to work on, confusion may derail implementation plans.

In addition to the construction of trails, local networks of volunteers are important for inspection and maintenance duties. Adopt-a-trail programs may be organized by local groups, providing an avenue for individual volunteers and small organizations to take part in the management of the community's trail system.

### **Easement Acquisition and Construction through Special Use Permit Condition**

The special use permit process offers the County another mechanism from which to acquire easements and/or potentially have constructed new trail facilities or roadway improvements on a project by project, parcel by parcel basis, whereby avoiding the expenditure of County tax revenues on such projects.

The special use permit process involves analysis of the layout of the site to be developed and adjoining properties to assess the compatibility of the intended use with the adjacent and nearby land uses. The process includes review of the special use permit application by planning staff along with appropriate County departments and State and Federal agencies. Planning staff will report their findings and make recommendations to the Planning Commission and the Board of Supervisors at public hearings. The Board of Supervisors votes on the issuance of the special use permit and may attach conditions including the granting of easement or construction of trail facilities or roadway improvements to the permit as it deems necessary to ensure that the proposed use meets the standards set forth in Section 23-4.5.7 of the Zoning Ordinance and to prevent or minimize adverse impacts on nearby properties and/or the County.

It is good to note that private landowners who grant an easement for public access across their land are protected from liability by the Virginia Recreational Use Act. (§29.1-509 of the Code of Virginia)

### **Easement Acquisition and Construction through Rezoning Proffer**

As already has been the case along the Virginia Central Rail Corridor, the acquisition of easements and construction of portions of the Virginia Central Rail Trail will be accomplished as a result of proffers offered as part of a rezoning.

The rezoning process involves analysis of the layout of the site proposed to be rezoned and adjoining sites to assess the compatibility of the intended use with the adjacent and nearby land uses, and whether the rezoning is consistent with the Comprehensive Plan. The process includes review of the rezoning application by planning staff along with appropriate County departments and State and Federal agencies. Planning staff will report their findings and make recommendations to the Planning Commission and the Board of Supervisors at public hearings. In accordance with Section 23-4.2.1 of the Zoning Ordinance, planning staff arranges for public hearing notices to appear in the local newspaper twice prior to each public hearing and sends notices to each adjacent landowner. The Board of Supervisors votes on the rezoning request.



Spotsylvania County is considered a high growth community and, therefore, is eligible to accept cash as well as in-kind dedications that are voluntarily offered by a developer (Code of Virginia, Sec. 15.22303). Maintaining public service levels as population increases requires ongoing investment in additional public facilities to meet needs imposed by additional citizens. These public services include general government and judicial services, fire and rescue, transportation, parks and recreation, libraries, schools, law enforcement, and solid waste management. Each of these categories has capital costs associated with it, including new buildings, vehicles, communication systems, and other improvements. The proffer guide sets forth the minimum standards established to ensure that new development contributes its fair share of the cost for required public facilities.

The proffer guide describes policies approved by the Spotsylvania County Board of Supervisors for the evaluation of proffers submitted by developers for residential zoning map amendment requests. Policies apply to any zoning map amendment, or rezoning request that includes a residential component.

It is good to note that private landowners who grant an easement for public access across their land are protected from liability by the Virginia Recreational Use Act. (§29.1-509 of the Code of Virginia)

### **Purchase of Development Rights (PDR) Program**

The PDR program includes the Purchase of Agricultural Conservation Easements (PACE) program. This program enables local governments to develop and enact an easement program to preserve open spaces, farms, forests and natural areas, and restrict future development of the land while permitting landowners to continue to use their land as they had been previously.

Each conservation easement shall conform to the requirements of the Open- Space Land Act of 1966 (Code of Va., § 10.1-1700 et seq.) and the Spotsylvania County Code Chapter 17A. The Open-Space Land Act enables public bodies to acquire property, or interests in property, or to designate property for use as open-space land. "Open-space land" means any land provided or preserved for:

- park or recreational purposes
- conservation of land or other natural resources
- historic or scenic purposes
- assisting in the shaping of the character, direction, and timing of community development
- wetlands

Public bodies may also acquire fee simple title or other interests in real property including easements for the conservation of farm and forestlands.

### **Transfer of Development Rights**

Introduction of a Transfer of Development Rights (TDR) ordinance is an implementation strategy of the Comprehensive Plan. In addition, the Urban Development Area (UDA) Planning Grant also requires that the County consider establishing TDR. Although not yet adopted, discussion regarding TDR is underway.



Transfer of Development Rights (TDR) involves the severing of by-right development rights from rural areas and “sending” those rights to “receiving” areas planned for growth. The County establishes the program, but TDR is largely a private transaction between a developer and a land owner.

In order for a successful TDR program to work, sufficient incentives must be offered to developers to take advantage of purchasing development rights from sending areas. Incentives can include increased densities, increased GFA calculations, and mitigation credits against the proffers policy. Additionally, the proffer or provision of trails and/or trail easements within sending and receiving areas may be considered for ‘bonus’ credits.

For trailway development, this could be an effective implementation tool, especially along the Po River and Ni River, and parts of the VCR Trail.

### **Grant Funding**

Although the majority of the proposed network is expected to be built through the development process, there will be instances where special funding will be necessary to assist in the study, engineering, and construction of trailway segments throughout the system. Therefore, it is important to recognize many of the potential funding sources available for trailway system design and construction.

There are a wide variety of grant sources available. If applied for and granted for development of the Spotsylvania Trailways system, these grants will speed the implementation process, resulting in the delivery of tangible benefits to the community sooner rather than later. **A comprehensive listing of grant funding sources is available for review in Appendix F.**

### **Roadway abandonment**

On occasion, existing roadway alignments are abandoned during roadway realignment or reconstruction projects meant to expand road capacity or improve safety conditions among other things. In such instances there may be an opportunity to maintain part of the right-of-way to establish a trailway linkage between neighborhoods or as an implementation tool used to continue the development of the planned trailway network. The Trailways Master Plan should be carefully considered in instances where roadway abandonment occurs.





## **IMPLEMENTATION SCHEDULE**

### **BIKE AND PEDESTRIAN ROADWAY IMPROVEMENTS**

Implementation of the bike and pedestrian roadway improvements is dependent on the schedule of the Capital Improvements Plan, Thoroughfare Plan, Proffers, SUP Conditions, and VDOT spot improvement projects. Because of these outside plans, no specific measurable outcomes can be identified at this time.

### **GREENWAY TRAILS**

Implementation of the greenway network should be accomplished in general accordance with the established Memorandum of Understandings (MOUs) between Spotsylvania County and its departments and all outside partners who wish to be involved in the trailway construction, maintenance and beautification process.

For purposes of this plan, implementation should occur based on a percentage-of-completion analysis. The total measurable network proposed by this document to offset the identified trailways deficit is approximately 93 miles—percentage of completion should be based on this number. Individual items should be completed by the end of the calendar year indicated.

<b>2013</b>	Update Trailways Mater Plan (concurrent with Comp. Plan Update)
<b>2017</b>	Implement a Community Survey
<b>2018</b>	40% of proposed greenway network trails completed (minimum surface) Completion of VCR Trail Completion of Ni River Trail Completion of Deep Run Spur Signage, branding, and marketing program in place Update Trailways Master Plan (concurrent with Comp. Plan Update)
<b>2022</b>	Implement a Community Survey
<b>2023</b>	Update Trailways Master Plan (concurrent with Comp. Plan Update)
<b>2025</b>	65% of proposed greenway network trials completed (minimum surface) VCR Trail final intended surfaces in place Trailheads in place (within Primary Settlement District)
<b>2027</b>	Implement a Community Survey
<b>2028</b>	Update Trailways Master Plan (concurrent with Comp. Plan Update)
<b>2032</b>	Implement a Community Survey
<b>2033</b>	Update Trailways Master Plan (concurrent with Comp. Plan Update)
<b>2036</b>	100% of proposed greenway network trails completed (minimum surface) All trailheads in place

