



WESTMORELAND STATE PARK
145 Cliff Road
Montross, Virginia 22520-9717

WESTMORELAND STATE PARK

MASTER PLAN EXECUTIVE SUMMARY

2017 UPDATE

Department of Conservation and Recreation
Division of Planning and Recreation Resources
600 East Main Street, 24th Floor
Richmond, Virginia 23219



Virginia Department of Conservation & Recreation

WESTMORELAND STATE PARK

MASTER PLAN EXECUTIVE SUMMARY

2017 UPDATE

Presented for review at a public meeting on June 22, 2016, then recommended for adoption by the Board of Conservation and Recreation on January 27, 2017, and then reviewed for 30 days by the Virginia General Assembly.

Adopted:

_____/S/_____
Clyde E. Cristman, Director
Department of Conservation & Recreation

July 21, 2017
Date



WESTMORELAND STATE PARK MASTER PLAN EXECUTIVE SUMMARY

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Park Purpose Statement

“The purpose of Westmoreland State Park, located in the historic Northern Neck of Virginia, is to conserve and interpret, in perpetuity, the park’s natural and cultural resources, while providing opportunity for traditional recreational pursuits on and along the Potomac River in this CCC era park.”

Introduction

The Westmoreland State Park Master Plan was originally adopted in January 10, 2006, by the Department of Conservation and Recreation (DCR) Director Joseph H. Maroon. An update to the plan was approved on December 20, 2011, by DCR Director, David A. Johnson. This 2017 executive summary represents the most recent ten-year review as described in §10.1-200.1 of the *Code of Virginia*. This master plan update is intended to outline, through a phased approach the desired future condition for Westmoreland State Park when it is fully developed.

This park site is located along the cliffs of the Potomac River in Westmoreland County in the historic Northern Neck of Virginia. The park is an hour and a half from Washington, D.C., and populous Northern Virginia. Westmoreland State Park is named for the county in which it is located, which in turn was named for a county in England. The park is rich in history, with its lands once owned by some of the most prestigious and influential families of their time. The historical significance of the site and its location on the Potomac River made Westmoreland State Park an important addition to the State Park system.

Westmoreland State Park officially opened on June 15, 1936 as one of the original six Virginia State Parks. It was developed along with five other state parks by the Civilian Conservation Corps to create the original Virginia State Park system. Westmoreland was listed on the National Register of Historic Places in 2005 as a historic district. Today, Westmoreland continues to offer quality recreational opportunities on 1,320.61 acres along the Potomac River. Management activities focus on the conservation and protection of the natural, historic, and cultural resources within the park.

This master plan executive summary includes information from the park’s resource management plan and visitor experience plan, as well as information on park revenues and economic activity. This information guides the future of the park’s development and management.

Park Resource Management Plan

The resource management plan consolidates all known resource information for a park and provides management direction for maintaining and enhancing those resources. The plans identify the physical, abiotic, and biotic characteristics of the park, and historic and archaeological resources, as well as a description of the legal constraints and limitations of the property. The park is delineated into undeveloped areas based on the ecosystems found in these areas; unique management areas which are undeveloped areas with a specific purpose or function

such as a historic battlefield or open field; and developed areas where park facilities are located yet have natural and cultural resources requiring specific management. The plan has defined management objectives and action recommendations that guide resource management and allow for continuity over time.

Westmoreland State Park, situated on the Potomac River, lies within the Coastal Plain Physiographic Province and is home to countless natural and historic resources. One of the most prominent resources are the cliffs that tower 150 – 200 feet above the Potomac River. The cliffs and the beaches below provide the opportunity for visitors to find fossils ranging in age from 65 – 12 million years.

The park is subdivided into three watersheds. All three watersheds ultimately contribute to the Potomac River. Approximately 190 acres contribute directly to the Potomac, 305 acres to Popes Creek, and 805 acres to Big Meadows Run. Maintaining the habitats within the park is crucial as they are the last line of defense before runoff reaches the Potomac. In particular there is a great deal of wetland areas at the mouth of these watersheds. Removal of invasive species and promoting healthy ecosystems that are abundant with native flora and fauna are the best practices that can be utilized to mitigate the effects of pollution entering the Potomac. The majority of the park consists of a variety of mixed hardwood/pine ecotypes. DCR's Division of Natural Heritage has identified a Coastal Plain/Piedmont Oak-Beech-Heath Forest within Westmoreland. This ecosystem is ranked as Uncommon (G4) on a global scale and Vulnerable (S3) on a state/national level.

The historical resources in the park consist of numerous Civilian Conservation Corps (CCC) structures. The fountain located along the entrance road to the park was built by the CCC and has now been restored to its original state and is fully operational. The log cabins and Murphy Hall, along with the superintendent's residence and the assistant park manager's residence (bunkhouse) are original CCC structures. Other existing CCC structures include the blacksmith shop, three maintenance buildings and the camp store. Rocks Spring Pond was built by the CCC to supply the park with a steady source of water. The stone foundation of the water tower built by the CCC sits adjacent to the pond. The pond now more closely mimics a natural pond and is home to many species of fish. Additionally, 1.2 miles of stone laid ditches and the dried laid stone retaining walls along route 347 were built with CCC labor. Two other features built by the CCC, but not accessible to visitors include the original stone water well which still stands to the east of the CCC fountain, and the foundations of the buildings that were the CCC housing and work facilities which are out of site in the woods.

Park Visitor Experience Plan

The visitor experience management plan provides a park-wide vision for the future of interpretation, education, recreation and other visitor experience opportunities. The plan addresses all elements of a park that affect visitor experiences, including personal services, media, facilities and landscapes. It is a conceptual document that lays a foundation for subsequent phases of comprehensive interpretive planning: facility and media planning, design and production; and organization of staff and activities into annual visitor experience implementation plans.

Interpretive themes are developed for the park with stakeholder input. The primary theme encompasses the overall park story. It is the single most important message all park guests should receive and remember. Secondary themes are important messages related to the primary theme that should be presented to park guests. Any other sub-themes and topics that may be interpreted at the park should be linked to these secondary themes.

While a formal Visitor Experience Plan has not been compiled, a comprehensive Visitor Center Exhibit plan was created for use by park staff, planners, and designers. Significant resources and stories were identified during the planning process. The primary theme is: *Westmoreland State Park offers a rare opportunity to experience American geological, natural, and cultural history – from ancient time through the hardships of a great depression—while enjoying a variety of recreational and educational activities surrounded by the beauty of the Lower Potomac.*

Secondary themes:

- Local residents and visitors to the Northern Neck have affordable access to passive and active recreational opportunities.
- Views to the Potomac River and surrounding lands elicit reflection upon previous visitors – Paleo-Indians, European explorers and settlers, and founding families of Virginia and the United States.
- The facilities the Civilian Conservation Corps (CCC), constructed remain at the park today as an enduring reminder of America’s indomitable spirit. The structures are a testament to the CCC as a successful government program that affected participants and their families, the community, and the national economy during dark days of the Great Depression.
- Upland cove forests, tidal marshes, and estuarine habitats of the Lower Potomac and Chesapeake Bay ecosystem, allow guests to view a broad range of native plants and animals, including the once endangered bald eagle.
- Geological formations along the Potomac give visitors opportunities to explore landscapes and to learn about fossil remains from the Miocene Period of fifteen to twenty million years ago.
- The location in Virginia’s Northern Neck enables visitors to explore significant historical and cultural sites of Virginia and Washington, DC, while enjoying the peace and tranquility of the Lower Potomac.

Park Master Plan

The Department of Conservation and Recreation Planners and State Park Staff conducted this master plan update in accordance with §10.1-200.1 of the *Code of Virginia*. As required by the *Code of Virginia*, it must be revisited every ten years to ensure that the development objectives outlined in the plan continue to meet the recreational and conservation needs of the citizens of the Commonwealth. This plan outlines the desired future condition of the park during a 30-year planning horizon.

In preparing the original 2006 Westmoreland State Park Master Plan, meetings were held with DCR staff and an advisory committee comprised of area citizens, local government officials, and organizational representatives interested in the park’s future to assist with the development of the plan. The committee helped formulate a park purpose statement as well as park goals and objectives, which will guide future park operations and development. Public input was solicited at the beginning and at the end of the process to ensure that plan recommendations were understood and accepted by the community.

As part of the 2017 master plan update process, the original 2006 master plan, as well as the 2011 park master plan update were reviewed. Planning staff met with park staff at the park to gather new information and re-evaluate proposed facilities as part of this plan update. A public meeting was held on June 22, 2016, to share the draft plan and receive public input.

Following the public meeting, the phased development plan and estimated costs were revised, as were the staffing and operational costs for the park for each phase of development. The final draft of the executive summary and map were developed.

The proposed 2017 executive summary and map were presented to the Board of Conservation and Recreation at their January 27, 2017 meeting and were recommended for adoption. The documents were then placed on the DCR website for a 30-day review by the Virginia General Assembly. Following that review, the updated plan was presented to the DCR Director Clyde E. Cristman for adoption. Following adoption, the updated executive summary and map were placed online <http://www.dcr.virginia.gov/recreational-planning/masterplans> for the public to access.

Attendance, Economic Impact and Park Revenues

The following table shows annual park visitation for the past 10 years, after a large jump in 2012, the attendance has grown steadily in the past four years.

Park Visitation – Westmoreland (Calendar Year¹)

2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
106,466	123,766	118,491	126,483	123,486	131,143	201,802	226,711	231,882	246,278

¹Note that the calendar year ends 6 months after the fiscal year.

Economic activity is created by the park from three sources: Park visitation, park construction projects, and the park operating budget (but only to the extent that it was not funded by park visitor revenues in order to avoid double counting). The following table summarizes this economic activity for 2015:

Total Economic Activity including Visitation, Park Budget, and Construction (Adjusted to local economy)		Visitor Spending	Spending on Park Budget (excluding portion derived from visitation)	Spending on Park Construction	State and Local Taxes Created
Dollars	Jobs	Dollars	Dollars	Dollars	Dollars
\$ 10,323,774	124.2	\$ 8,290,241	\$ 542,594	\$ 22,511	\$ 645,782

As one might expect, overnight visitors create the greatest amounts of economic activity but this park also has very robust day use visitation. A majority of the 124.2 jobs that are created by the park’s economic activity are local jobs that benefit the local rural community. It is also notable that this park generates state and local taxes in excess of the portion of the park budget that is not derived from visitor revenues.

Park Revenues – Westmoreland (Fiscal Year)

2008	2009	2010	2011	2012	2013	2014	2015	2016
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\$652,570	\$740,370	\$729,685	\$755,638	\$664,160	\$829,115	\$925,757	\$1,017,114	\$1,032,589
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A portion of visitor economic activity is spent directly in the park and the agency has worked hard over the past decades to optimize this source of income. In FY 2016, the overall Virginia State Parks system generated \$21,233,340 in total revenue, \$11,138,230 from overnight facilities, and \$10,095,110 from other sources. Westmoreland State Park contributed \$1,032,589 to the revenue total, \$680,715 in overnight revenue and \$351,874 from other sources. Revenue generated by Virginia State Parks is reinvested in the state park system to maintain and operate the parks. In FY 2016, 48% of the state park budget came from revenues generated in the parks.

Existing Facilities

Visitor Center (LEED Certified) 3396 sf
 Discovery center 693 sf
 Potomac River Retreat 3350 sf (2150 and 1200sf)
 Park conference center (Murphy Hall) 3460 sf
 Camp Store
 Cabins (26)
 Camping Cabins (6)
 Campground A (38 sites)
 Campground B (51 sites)
 Campground C (32 sites, plus group site)
 Canoe/Kayak campsites (3 plus 1 accessible site)
 Hiking trails (7.85 miles)
 Picnic Area
 Picnic Shelters (2)
 Beach area
 Fishing pier (accessible)
 Boat house
 Boat ramp
 Swimming Pool (Olympic Size)
 Concession area (Men and Women Bathhouse)
 Playground
 Wildlife observation tower
 Staff residences (3)
 Rock Spring Pond (2-3 acre accessible fishing site)
 Maintenance area
 Park infrastructure: roads, water system, waste water system and utilities

Connectivity

This 2017 update places value on connecting Westmoreland State Park to other resources in the community. Westmoreland State Park is located near the birthplaces of three presidents: George Washington (Wakefield on Popes Creek); James Monroe (James Monroe Birthplace Visitor Center along Monroe Creek); and James Madison (Belle Grove on the Rappahannock in King George County). The home of the Lees in Virginia and the birthplace of Robert E. Lee (Stratford Hall) is adjacent to the park. Other sites within a short drive include the Westmoreland County Museum and Library, the Kinsale Museum, or the Naval Surface Warfare Center. Westmoreland State Park is listed as a site on the Department of Game and Inland Fisheries' Birding and

Wildlife Trail, the Virginia Oyster Trail, the Star-Spangled Banner National Historic Trail and the Captain John Smith Chesapeake National Historic Trail. Water resources are abundant: in addition to the Potomac River and Big Meadow Run within the park, there are many smaller tributaries with water trails in close proximity. Nearby Chandler's Mill Pond offers fishing, a boat ramp and courtesy pier. The Potomac Heritage National Scenic Trail passes by the park on Route 3, an on-road bicycle route throughout the Northern Neck. Conservation areas with hiking trails nearby include Rappahannock River Valley National Wildlife Refuge and Voorhees Nature Preserve. Scenic roads in close proximity to the park include portions of Routes 3, 204, 214 and 622. The Westmoreland State Park Connectivity Map is an attachment to the full Master Plan document.

The Virginia Outdoor Plan (VOP) identifies land conservation and outdoor recreation resources. The VOP Mapper <http://www.dcr.virginia.gov/recreational-planning/vopmapper> identifies these resources both within and around state parks to encourage cross promotion, physical links and other collaborative efforts. The mapper is updated on an annual basis.

Land and Water Conservation Fund

Westmoreland State Park received Federal Land and Water Conservation Funds (LWCF) in 1978 and 2006 to develop facilities within the park. In compliance with the LWCF Act of 1965 and amendments thereto, the Commonwealth of Virginia is required to maintain (this park) for public outdoor recreation in perpetuity.

Americans with Disabilities Act (ADA)

To the greatest extent possible, Virginia State Parks strives to meet the requirements of the Americans with Disabilities Act (ADA) Standards.

Land Acquisition/Viewshed Protection

Additional land acquisition is recommended to enhance park offerings, establish connective trail easements/corridors, buffer the park from inappropriate development and/or protect valued viewsheds. Future land acquisitions will only be negotiated with willing property owners. The placement of conservation easements on adjacent property to preserve the natural resources, cultural landscapes and scenic resources in close proximity to the park will be encouraged. In working cooperatively with neighboring landowners, the park will be enhanced and protected over time.

Environmental/Design Guidance

This 2017 master plan update describes both proposed facilities and improvements to existing facilities. New facilities are sited to minimize impact to the park, and in keeping with the prescriptive management areas as defined by the Park Resource Management Plan and the guidelines of the Park Visitor Experience Plan, when available. New facilities at this park should be designed and built with consideration to the original CCC design and layout of facilities. These facilities will be carefully sited to minimize impacts to the views in the park and of the park from adjacent lands and water bodies. Consideration will be given to eliminate excessive, misdirected or obtrusive artificial light in the park in order to maximize the dark sky

effect and encourage astronomy and night-sky viewing.

Building and site design will implement green energy standards using energy-efficient and sustainable materials and procedures to the greatest extent possible. Green design initiatives will be considered during the design process for park renovations and new construction.

Development activities will comply with requirements set forth by the Department of Environmental Quality's best management practices for erosion, sediment control and stormwater management in order to protect water quality. A setback guideline of 100 feet from the shoreline has been established by DCR, and trails and water-dependent facilities such as fishing stations, piers and other water access facilities will be the only developments permitted within the 100-foot setback.

There are potential challenges of overuse and crowded conditions, which may require management actions to protect the resources and the quality of the park experience. Issues related to resource carrying capacity and social carrying capacity should be evaluated prior to developing new facilities.

Special Issue: Impacts from Storm Surge and Sea Level Rise

Recurrent flooding is a threat to state parks in low lying coastal areas including the Chesapeake Bay, Albemarle-Pamlico Sound and their tidal tributaries. Some low-lying areas will have more frequent flooding, and very low-lying land could be submerged completely. Recurrent flooding can also harm important coastal ecosystems and cause additional shoreline erosion. Sea level rise and storm surge are important factors to consider when designing, locating and constructing new facilities, and in the decision to renovate existing facilities. The data used for mapping is based on information provided by the Virginia Institute of Marine Science (VIMS) and assumes a 1.5 foot rise in sea level and a 4.5 foot storm surge in the next 30 to 50 years. Based on these projections, the master plan map indicates flooded areas within the park boundaries.

Phased Development Plan

Proposed developments for the park are presented in priority order. Completion of all of the projects in this list will represent total build-out (completion of the master plan), and cover a 30-year timeframe. The phasing costs are based on 2017 cost estimates.

PHASE I

- Acquire and install visitor center exhibits
- Redesign pool bathrooms/bathhouses to include a concession/rental area
- Construct new pool/spray-ground at different site, include picnic area, playground and parking.
- Develop and install interpretive signage throughout the park
- Renovate former office at Potomac Retreat for seasonal staff housing
- Construct large playground near swimming pool/picnic area
- Pave roads in campgrounds B and C, and cabins
- Expand existing fishing pier and improve accessibility to pier
- Renovate all 26 existing cabins to current standards
- Redesign campground A, replace bathhouse and upgrade water/electric
- Redesign campground B, replace bathhouse (with 2 bathhouses) and upgrade water/electric
- Renovate 6 camping cabins in campground A including new electric service
- Construct yurts at existing campgrounds
- Construct staff residence (1)
- Renovate existing staff residences (2)

Enhance existing internal park trails to hike/bike trails and add an accessible loop
Stabilize shoreline erosion at designated beach areas
Stabilize cliff erosion below cabins 19-25, visitor center and other designated areas
Develop trail linkages with local sites and area long distance trails with partners
Utilities – place wires underground and develop backup source of electricity
The total estimated cost for Phase I development is \$40,557,212

PHASE II

Construct contact station and welcome center (with document storage area)
Redesign and expand campground C, replace bathhouse, add water/electric, segregate tent and r/v sites.
Add a special events gazebo near Murphy Hall
Remove playground at Murphy Hall and construct new playground at visitor center
Relocate parking and road at Murphy Hall
Convert existing Discovery Center into wet lab/classroom, add small shelter with fireplace
Construct natural play area/trail near Discovery Center
Construct staff residence
Renovate CCC Bunkhouse (current staff housing) as YCC/volunteer bunkhouse
Improve boat ramp area by adding a lane, redesign parking lot and add breakwater.
Repurpose boat house as a comfort station
Construct vault toilet near Fossil Beach
Develop trail linkages with local sites and area long distance trails with partners
Utilities – place wires underground and develop backup source of electricity
The total estimated cost for Phase II development is \$8,136,946

PHASE III

Construct additional cabins at existing cabin areas (1-6 bedroom and 3-3 bedroom)
Develop trail linkages with local sites and area long distance trails with partners
Utilities – place wires underground and develop backup source of electricity
The total estimated cost for Phase III development is \$5,038,416

The total cost to bring Westmoreland State Park to its desired future condition is \$53,732,574

STAFFING AND OPERATIONS

Staffing and operational costs at Westmoreland State Park are presently budgeted at \$1,247,000 annually, including salaries for 9 staff positions. With the current facilities and operational requirements, the park has an identified need for 10 additional positions and \$636,000 in funding. At complete build out of the proposed 3 phases of development, 2 more additional staff will be needed and an additional \$299,000 in operating funds. In order for the park to operate effectively and efficiently at full build out, the park will require the projected staffing and operating costs identified as “existing additional needs” and the costs for the 3 development phases. The total budget for Westmoreland at full build out is projected to be \$2,182,000 with 21 salaried staff positions.
(See Chart on next page)

WESTMORELAND STAFFING AND OPERATING COSTS

EXISTING (FY 17)	EXISTING ADDITIONAL NEEDS **	PHASE 1	PHASE 2	PHASE 3	FULL BUILD OUT
STAFFING					STAFFING
Park Manager					Park Manager
Asst. Park Mgr					Asst. Park Mgr
Chief Ranger (2)					Chief Ranger (2)
	Educ. Specialist (2)				Educ. Specialist (2)
Park Ranger (3)	Park Ranger (3)		Park Ranger		Park Ranger (7)
	Housekeeper (3)			Housekeeper	Housekeeper (4)
Business Mgr					Business Mgr
Office Manager					Office Manager
	Program Support Tech. (2)				Program Support Tech. (2)
SALARY* TOTAL					SALARY TOTAL
\$601,000	\$535,000		\$52,000	\$52,000	\$1,240,000
WAGE TOTAL					WAGE TOTAL
\$258,000	\$27,000	\$20,000	\$47,000	\$27,000	\$379,000
OTPS TOTAL					OTPS TOTAL
\$388,000	\$74,000	\$29,000	\$34,000	\$38,000	\$563,000
TOTAL BUDGET (FY17 dollars)					TOTAL BUDGET (FY17 dollars)
\$1,247,00	\$636,000	\$49,000	\$133,000	\$117,000	\$2,182,000

NOTE – All costs (salary, wage, OTPS (Other than Personnel Services)) are based on FY17 budget projections.

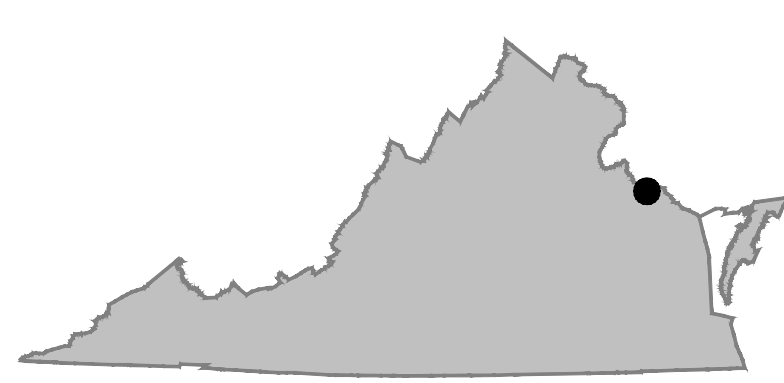
* Salary estimates include associated personnel costs.

** *Existing additional needs* represents staff positions and operating costs not fully funded due to prior state wide budget reductions.

LEGEND

-  PROPOSED FACILITIES
-  EXISTING FACILITIES
-  PARK PROPERTY
-  PARK BOUNDARY
-  WATER
-  TREE LINE
-  EXISTING ROAD
-  HIKING TRAILS
-  100' RPA SETBACK LINE
-  NWI WETLANDS
-  SEA LEVEL RISE (1.5 FEET)
-  STORM SURGE (4.5 FEET)

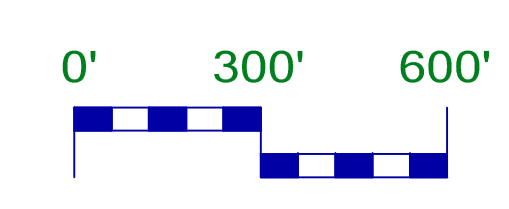
- ADDITIONAL PROPOSED ITEMS:**
- EXPAND EXISTING PARK TRAILS AND EXPLORE NEW TRAIL CONNECTIONS OUTSIDE PARK BOUNDARIES WITH PARTNERS, INCLUDING STRATFORD HALL.
 - ENHANCE ADA ACCESS THROUGHOUT THE PARK.
 - RE-SURFACE PARK ROADS AND PARKING AREAS.
 - PLACE PARK UTILITIES UNDERGROUND & INSTALL EMERGENCY BACKUP SYSTEMS.
 - UPGRADE PARK SEPTIC SYSTEM.
 - CONTINUE SHORELINE STABILIZATION IN AREAS MOST SUSCEPTIBLE TO EROSION.
 - STUDY FOR PARK CARRYING CAPACITY.
 - DEVELOP AND INSTALL INTERPRETIVE SIGNAGE THROUGHOUT THE PARK- CCC HISTORY ETC.



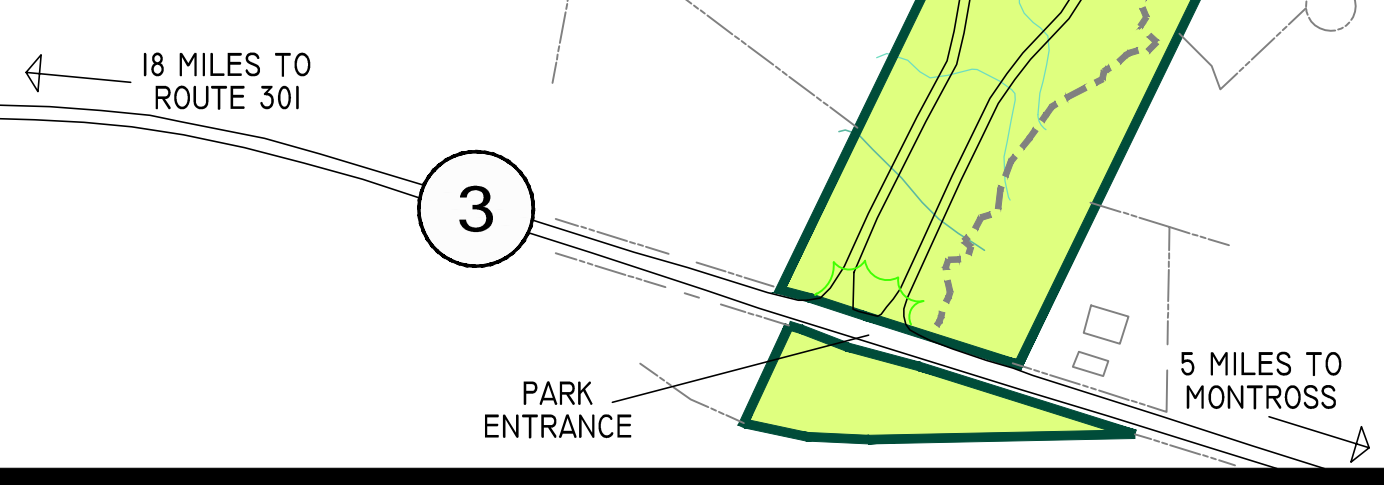
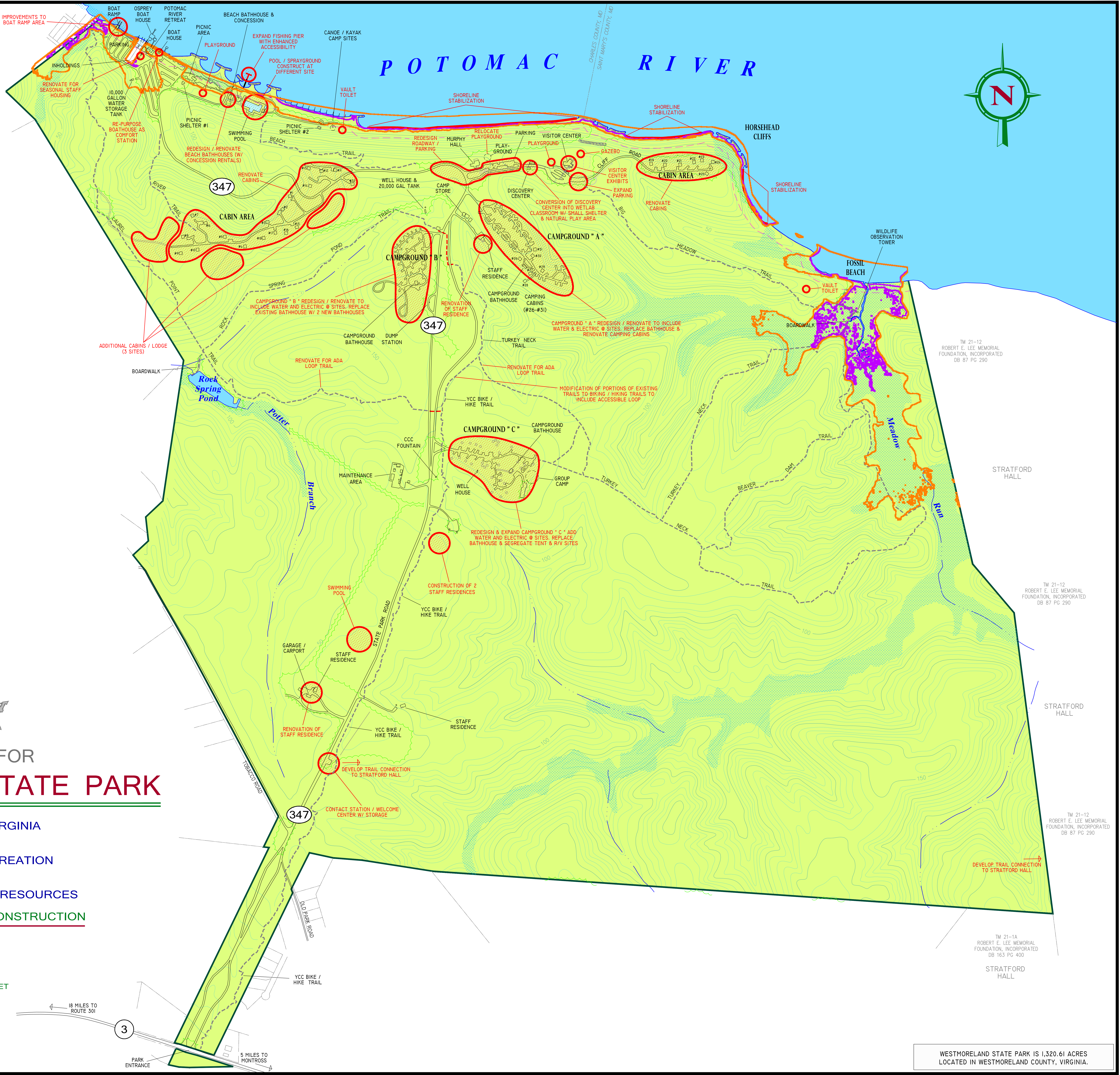
MASTER PLAN FOR WESTMORELAND STATE PARK

COMMONWEALTH OF VIRGINIA
 DEPARTMENT OF CONSERVATION AND RECREATION
 DIVISION OF PLANNING AND RECREATION RESOURCES
 PREPARED BY DESIGN AND CONSTRUCTION

JULY 2017



CONTOUR INTERVAL : 10 FEET



WESTMORELAND STATE PARK IS 1,320.61 ACRES
 LOCATED IN WESTMORELAND COUNTY, VIRGINIA.

TM 21-12
 ROBERT E. LEE MEMORIAL FOUNDATION, INCORPORATED
 DB 87 PG 290

TM 21-12
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 DB 87 PG 290

TM 21-12
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 DB 87 PG 290

TM 21-1A
 ROBERT E. LEE MEMORIAL FOUNDATION, INCORPORATED
 DB 163 PG 400