



# City of Lynchburg

## COMPREHENSIVE PLAN

*Planning for the Future 2013-2030*





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# Chapter 1: Plan Overview

## What is a Comprehensive Plan?

This Comprehensive Plan was prepared as an update to the Comprehensive Plan 2002-2020, which was adopted in 2002 and subsequently updated in 2007 and 2010. The Comprehensive Plan is required by state law and intended to guide decision-making about the built and natural environment. The purpose of the Plan is to establish a clear vision for the future, identify the City’s goals towards achieving that vision, create policy guidance for public and private decision-makers, and identify tasks that need to be pursued to make the Plan’s vision and goals a reality.

## What’s in this Plan?

Chapter	Contents
<b>1: Plan Overview</b>	The purpose of the Plan and an overview of the key changes.
<b>2: Vision</b>	The vision for Lynchburg’s future and discussion of the important elements of that vision.
<b>3: Goals and Policies</b>	The City’s goals for the future and statements policies describing how the City plans to accomplish its goals
<b>4: Plan Implementation</b>	General guidance and a dynamic, prioritized list of tasks that collectively comprise the City’s plan implementation program
<b>5: Planning Context</b>	Demographic and land use conditions and trends
<b>6: Land Use &amp; Community Design</b>	Planning framework, future land use and design guidance
<b>7: Economic Development</b>	Economic development challenges and approaches
<b>8: Neighborhoods &amp; Housing</b>	Neighborhood and housing challenges and partnerships to meet those challenges
<b>9: History, Culture, Arts &amp; Education</b>	Opportunities to make the best use of historic resources and to expand local arts and educational resources
<b>10: Natural Systems</b>	Constraints and opportunities to conserve and capitalize on the City’s abundant natural resources
<b>11: Parks &amp; Recreation</b>	Resources and opportunities to better meet local open space and recreational needs through collaborative service provision
<b>12: Transportation</b>	Existing transportation system inventory, needed improvements and design enhancements to enhance mobility while supporting land use, natural systems and utilities goals
<b>12: Public Utilities</b>	Water, wastewater and stormwater management system needs and coordinated approach to meeting those needs
<b>13: Public Facilities</b>	Educational, health care, emergency services and library facility assets and needs



## What's New

This Comprehensive Plan largely reflects the vision and guidance of previous plans, with a strong emphasis on developing and maintaining vital neighborhoods as an integral part of the quality of life in Lynchburg. While reorganized and simplified, this Plan retains all of the important elements of the vision of the 2002-2020 Comprehensive Plan, and provides more specific guidance on how to meet the changing needs of Lynchburg. Throughout the development of this update, with the input of hundreds of citizens in more than a dozen community workshops, focus groups and interviews, the need for the following refinements became clear:

**Better Streets:** The City has increasingly recognized that streets are much more than conveyances for cars and trucks – streets serve transit riders, bicyclists, pedestrians and the uses along them. By serving all modes of travel, the City's streets will increase travel choices for all residents. Streets also define our community character and play important roles in service provision and environmental quality. Better streets can improve mobility, facilitate utility extensions, reduce energy consumption, improve water quality and reinforce the natural beauty of Lynchburg.

**Connectivity:** Lynchburg's traffic problems and mobility limitations are exacerbated by relatively poor connectivity. While topography limits connectivity in some situations, the Plan recommends capitalizing on opportunities to better connect neighborhoods with the services residents need and to interconnect abutting businesses to reduce traffic conflicts on arterial streets. Improved connectivity for motorists, bicyclists and pedestrians can moderate traffic congestion and enhance access between the places where residents live, work and play.

**Density:** While no change has been made to the densities authorized in each future land use category, the Plan recognizes the need to make efficient use of the City's limited land resources and establishes policies that provide for accessory dwellings, density bonuses for the provision of community benefits (e.g., open space or water quality enhancements), and mixed use development in commercial categories that previously excluded residences.

**Land Use:** While the Plan Framework and Future Land Use Maps are largely consistent with the prior maps, the following changes have occurred:

- Planned development areas have been designated as growth areas on the Plan Framework Map and as Mixed Use areas on the Future Land Use Map
- The office, neighborhood service and high density residential categories now explicitly allow for limited mixes of uses
- Liberty University's growth plans are reflected on the Future Land Use Map
- High Density residential development areas have been designated along Leesville and Timberlake Roads near Liberty University and along Lakeside Drive near Lynchburg College. Additional high density development is proposed within the Graves Mill employment area.

## **How to Use the Plan**

This Plan is a guide for public and private decision-makers. On the public sector side, it is intended to guide the City as it allocates limited resources to provide services and continually enhance the quality of life for residents. Achieving the Plan's vision and goals should guide fiscal and land use decisions. The Plan's policies and plan implementation program provide more detailed guidance that should guide decisions on City budgets, capital improvements plans, departmental work programs and decisions about growth and development of Lynchburg. The private sector should consult the Plan to understand the community's priorities and recognize that the City will be a willing partner in private efforts that help to bring the City's goals to reality.

The Plan is not a static document; it is intended to be a dynamic platform for efforts to conserve what is best in Lynchburg and to facilitate changes that enhance the City. The plan implementation program is intended to be updated on an annual basis as the City allocates resources to non-recurring plan implementation tasks. The Plan's goals and policies should be reviewed at least every five years pursuant to state law. These updates should consider past accomplishments and changing dynamics in the City and the region as a whole. Finally, the Future Land Use Map is intended to guide growth, development and zoning decisions. The map should be updated to reflect approved area and corridor plans, as well as major development or redevelopment plans that are consistent with the Plan's vision and goals.



# Chapter 2: Vision

The vision, along with the Goals and Policies in Chapter 3, are the foundation of the Comprehensive Plan. Together, they paint a picture of the Lynchburg in the year 2030. They articulate the community’s ideas and aspirations for the future; provide direction for the formulation of specific objectives and implementation strategies; and set policies for development, redevelopment and conservation. The Vision for the City’s future presented below.

## The Vision

This Plan was developed by asking the public the following questions: What kind of community do we want Lynchburg to be in the year 2030? What qualities will it have? What will it be like to live and work, grow up and grow old here? This Plan reflects common themes that have been echoed in a variety of workshops in 2002, 2007, 2008, 2012, and 2013, such as the importance of:

- Building strong neighborhoods;
- Conserving the City’s unique places and resources;
- Promoting business vitality ;
- Enhancing the attractiveness of gateways and travel corridors; and
- Protecting the natural environment while also promoting sensitive development and redevelopment.

The combination of past community planning efforts and the City’s strategic administrative initiatives is the basis for the following description of our community’s desired future:

### **A Vision for Lynchburg in the Year 2030: A great place to live, work & play.**

Lynchburg residents (long time residents and newcomers alike) appreciate the community as a great place to live, raise a family, learn, work and prosper. People will talk about Lynchburg in many ways – as a city of trees and a city of hills, as a community rich in history and diverse in culture. As the dynamic center of a growing region, Lynchburg is well known for its quality of life and economic vitality. Residents enjoy the community’s rare combination of small town charm and big city offerings. Since its founding on the banks of the James River through its development as a regional center of business and culture, Lynchburg continues to inspire in its residents a thoughtful concern for the future and a practice of civic activism. Lynchburg takes pride in being a sustainable community; one that protects and manages its abundant natural, historical and cultural resources for the benefit of current and future generations.

**The Plan’s Vision is a description of Lynchburg’s desired future.**



## **A City with Balance**

Maintaining a careful balance between economic development and conservation objectives will be critical to the City's long-term success. City policies, programs, and investments will be aligned to attract investment and to promote the growth and development of existing businesses, as well as to improve the character and quality of commercial areas, strengthen neighborhoods, improve Downtown's competitive position, and protect the City's air, water, and land resources. City policies and regulations will promote and encourage, rather than impede, sensitive, high quality development.

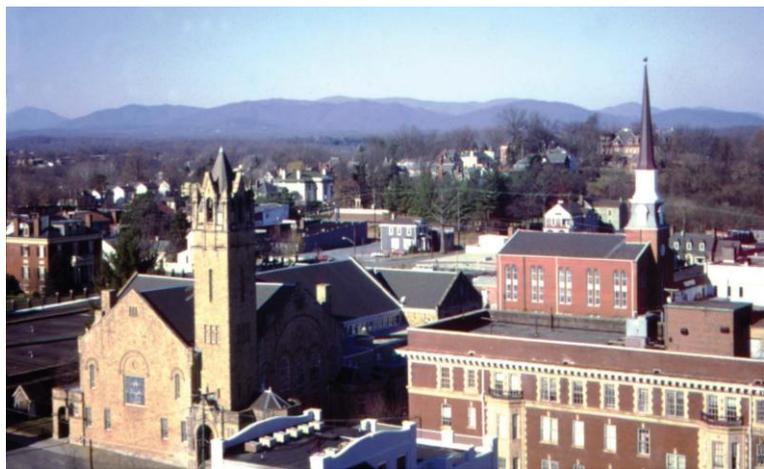
## **Growth and Land Use**

The City's boundaries are unlikely to expand in the foreseeable future, which means that new residential, commercial and industrial growth must occur through infill development of vacant land or redevelopment. To accommodate long-term growth, efficiently provide utilities and other facilities, provide for the diverse housing needs of families, students and older residents, and achieve the other goals of this Plan, the City will provide opportunities for greater densities in areas where they can be compatibly integrated with existing neighborhoods.

## **A City of Strong Neighborhoods**

The City's reputation as a good place to live and work will grow from the quality of its many neighborhoods. With their distinctive characters, histories, and natural settings, Lynchburg's neighborhoods will provide residents safe, healthy environments and strong senses of identity and ownership. Through new development, rehabilitation, and preservation, the City will offer a wide range of options to meet the demands of an increasingly diverse regional housing market. City investments in transportation improvements, parks, schools, and public facilities will strengthen and reinforce neighborhood character.

**Downtown and  
surrounding  
neighborhoods**



## **Downtown as the Heart of the Region**

Downtown will continue to strengthen its position as the heart of the region's public, cultural, and social life. Scenic natural resources and great architecture will entice investment in new attractions, improved public spaces, and renovated buildings – with shops and restaurants on the ground floors and offices and housing on upper floors – will create an atmosphere of busy interaction during the workday; vibrant entertainment during the evening. Downtown's role as an important destination will be reinforced through strategic public and private investment. Downtown will be recognized as a fun, safe, attractive, accessible, pedestrian-friendly, and tourist-ready destination that is also a good place to live. The City's capital improvements along the riverfront, key streets, public spaces, and gateways, as well as in the surrounding neighborhoods, will greatly improve the climate for private investment.

### **Downtown Lynchburg**

(Sasaki  
Associates)



## **Accessible & Attractive Commercial Corridors & Districts**

The accessibility and design quality of the City's commercial corridors and districts will continually improve through a combination of public and private action. Quality of design, connectivity and accessibility—for vehicles, as well as pedestrians and cyclists—will become the central focus in planning for the City's commercial areas. The City's older commercial strips will be revitalized. Newer commercial areas will be attractive and will complement surrounding development. Opportunities for revitalization and traditional forms of development—corner stores, mixed use centers, live-work spaces—will be encouraged through City policy, regulations, and incentives. Conflicts between different land uses will be resolved through careful planning and sensitive design. Landscaping and attractive welcome signs will define gateways and commercial districts.

**Pedestrian-friendly mix of uses along Rivermont Ave.**



## **Celebrating History & Heritage**

The City will facilitate the use of historic tax credits and other tools to enhance and celebrate its unique history and heritage. Concern for the conservation of the City's unique heritage and historic resources will guide public and private development decisions. This conservation ethic will result in healthy and vibrant historic neighborhoods and landmarks, attract investment and activity to the City's traditional commercial corridors, and promote new development that is sensitive to local design character. Heritage tourism will continue to grow into an important economic engine for the City and region.

**Point of Honor - one of Lynchburg's outstanding historic buildings and part of the City's Museum system.**



## **Designing with Nature**

The City will encourage environmentally responsible design and management of public and private facilities and lands. Lynchburg's natural setting— its place along the James River, its proximity to the Blue Ridge Mountains, and its forested stream valleys and rolling hills— contribute to its special sense of place. The Blackwater Creek Trail will serve as a model for similar projects throughout the City, connecting neighborhoods, natural areas, stream valleys, and the riverfront. Natural watershed boundaries will guide regional initiatives aimed at appropriate use, preservation and protection of environmentally sensitive areas, including stream valleys, floodplains,

forested areas, and hillsides. Where development is appropriate or infrastructure improvements are necessary, environmentally responsible designs will be encouraged through a variety of tools (e.g., facilitated permitting process, stormwater fee credits, etc.).

**Blackwater Creek  
Trail is a natural  
asset**



## **A Diverse & Vital Economy**

The health of the region's economy is tied directly to the vitality and quality of life in its urban core. City businesses, services and cultural amenities are important to regional identity and attractiveness. Lynchburg recognizes that business growth outside of its boundaries is beneficial to a diverse regional economy. The City's role as the economic engine of the region will evolve and strengthen, keeping pace with changes in technology and telecommunications, attracting national and international businesses and fusing the local and regional market with the nation and the world. The City's efforts to attract investment and encourage reinvestment will support a vital economy. Beyond Downtown, Lynchburg's business districts and industrial areas will provide a diverse base of employment, as well as a stable tax base. While manufacturing and distribution will remain important activities, new and expanded businesses will offer high paying jobs to the region's skilled workforce. Lynchburg will become known for the quality of its work force, low cost of living, and excellent medical facilities, as well as its commitment to quality education and neighborhood livability. As our reputation spreads, business investment will increase, and new residents will be drawn to the area, which will enhance the City's fiscal health.



## Opportunities for a Quality Education

The City will be known for the high quality of its educational institutions. Excellence in education will be promoted for all in the public schools, as well as in the area's colleges, private primary and secondary schools, work force training centers, its community centers and libraries. These educational institutions will serve as important anchors in the community as hubs for community engagement and life-long learning opportunities. Together these resources will provide opportunities unsurpassed in similarly sized cities.

**Paul Laurence Dunbar  
Middle School for  
Innovation.**



## Citizen Engagement and Awareness

Lynchburg will continue to engage its citizens in planning for the future, the development of programs to achieve the community's goals, setting priorities for public action and implementing programs to ensure that actions best fit the needs of the City as a whole and the affected neighborhoods. Through transparent government and an investment in public awareness, the City will capitalize on the expertise, insight and values of its citizens.



### Effective Support Systems

Public support systems—parks and recreation facilities, public transit, streets and highways, public facilities, utilities, police, fire protection and emergency management —will play a central role in nurturing the livability and economic vitality of the City and region. As the City and region grow, it will meet the increasingly diverse needs of residents and businesses for the movement of people, goods and services by improving connectivity between neighborhoods, facilitating safe and convenient access to employment and commercial areas and by developing Better Streets and transportation options to serve the needs of all residents and businesses. Ensuring that actions at all levels of government are coordinated, market-responsive and supportive of community goals will be of fundamental importance to the City and region. Public improvements will reinforce the City’s distinctive character and set a high standard of design quality.



Riverside Park

**Better Streets** serve all modes of transportation and are designed to support the delivery of all services while enhancing neighborhood character, providing sustainable infrastructure, creating energy efficiency, improving stormwater quality and protecting natural resources.



Source: Complete Streets flickr photostream



# Chapter 3: Goals & Policies

## Introduction

This chapter consolidates the Comprehensive Plan policies and establishes a framework for ongoing decision-making when implementing the plan. More specific descriptions of the strategies that can and will be used to achieve the Plan's goals are included in each of the subsequent chapters of this Plan.

**Goals** describe desired outcomes or broad public purposes that policies and strategies are intended to help to achieve. The goals are organized by topic, but there is some overlap between each topic. The order in which the goals are listed does not imply any priority or order of importance.

**Policies** provide operational guidance by describing how the City will respond to certain circumstances; they indicate the direction the City should take to achieve its goals. Subsequent chapters provide greater detail that should guide policy interpretation.

**The Plan Framework Map** provides an overview of the main ideas and themes addressed in the Plan. The map illustrates the City's general pattern of development and highlights areas where some degree of change is encouraged or anticipated (see chapter 6 for the map and more detailed discussion).

**The Future Land Use Map (FLUM)** provides a guide for future zoning and public improvement decisions. The FLUM is intended to be used in concert with the goals, policies and plan framework map to determine whether a specific zoning category is appropriate in time and location (see chapter 6 for the map and more detailed discussion).

**The Area Plan Status Map** located in this chapter identifies the areas that are currently or are proposed to be subject to more specific plans.

## Plan Goals and Policies

### Land Use and Development Policies

**Goal LU-1: Land Availability.** Make efficient use of land and resources in the City to serve the needs of the region through new development, redevelopment and infill that accomplishes the Plan's goals.

- LU-1.1 Use the Planning Framework (**Exhibit 6-1**) and the Future Land Use Map (**Exhibit 6-3**) to guide zoning and capital planning decisions. Where existing facilities or other conditions do not support planned land uses, consider proffers and other means to mitigate inadequacies.



- LU-1.2 Ensure that land uses and development activities in conservation areas are compatible with applicable resources or hazards.
- LU-1.3 Encourage compatible infill using the Future Land Use Map and Planning Framework. Ensure that development regulations facilitate adaptive reuse and redevelopment of infill sites while fostering compatible land use and zoning transitions.
- LU-1.4 Consider the Planning Framework, land availability, existing land use and zoning patterns, site constraints, transportation capacity, utility availability and natural systems when evaluating zoning and Future Land Use Map amendments.
- LU-1.5 Ensure that development processes establish a coordinated process for Comprehensive Plan, Future Land Use Map (FLUM) and zoning amendments when necessary to approve development that is consistent with the Plan’s goals.
- LU-1.6 When the FLUM allows for greater density than allowed by existing zoning, determine whether a zoning change would be appropriate pursuant to policy LU-1.4 or whether the site is appropriate for density bonuses based on community benefits specified in the City’s zoning ordinance.
- LU-1.7 Coordinate with other local governments, Region 2000 and the Commonwealth to provide the development potential, facilities and services needed to accommodate projected growth, monitor growth’s impacts on the quality of life and enhance public understanding of growth issues.

**Density Bonuses** could be used to provide incentives for a variety of community benefits, such as open space amenities, natural resource protection or street enhancements.

**Goal LU-2: Community Vitality.** Foster a vibrant mix of stable neighborhoods and cultural centers, open spaces and thriving commercial and industrial areas to reinforce Lynchburg’s quality of life in partnership with Lynchburg’s citizens.

- LU-2.1 Take appropriate collaborative actions to address the challenges of declining areas.
- LU-2.2 Allow home-based businesses that are compatible with the neighborhoods in which they are located.
- LU-2.3 Improve access between neighborhoods and neighborhood support services, including public and private services that are compatible with the neighborhood character.

- LU-2.4 Encourage property owners to maintain buildings and sites in good condition through coordination with neighborhoods, continued code enforcement efforts and the City's Rental Housing Registration and Inspection program.
- LU-2.5 Ensure that regulatory procedures and standards facilitate appropriate development, redevelopment and adaptive reuse of existing structures for stable residential, mixed use, commercial and industrial development.
- LU-2.6 Promote the economic vitality of commercial corridors and efficient use of employment areas through:
- Coordination of public and private sector investment that continue to enhance their function and attractiveness; and
  - Protection of the areas from encroachment of uses that would inhibit their efficient use.
- LU-2.7 Support the revitalization of existing development and new neighborhood-oriented mixed use development in locations where such uses will promote stability and improvement.
- LU-2.8 Establish appropriate access management strategies and internal circulation patterns along commercial corridors to improve public safety and the long-term viability of these corridors.

**Goal LU-3: Compatibility, Character and Design.** Reinforce Lynchburg's unique character through public and private strategies that preserve historic elements, enhance transportation options, use existing infrastructure and improve access between land uses.

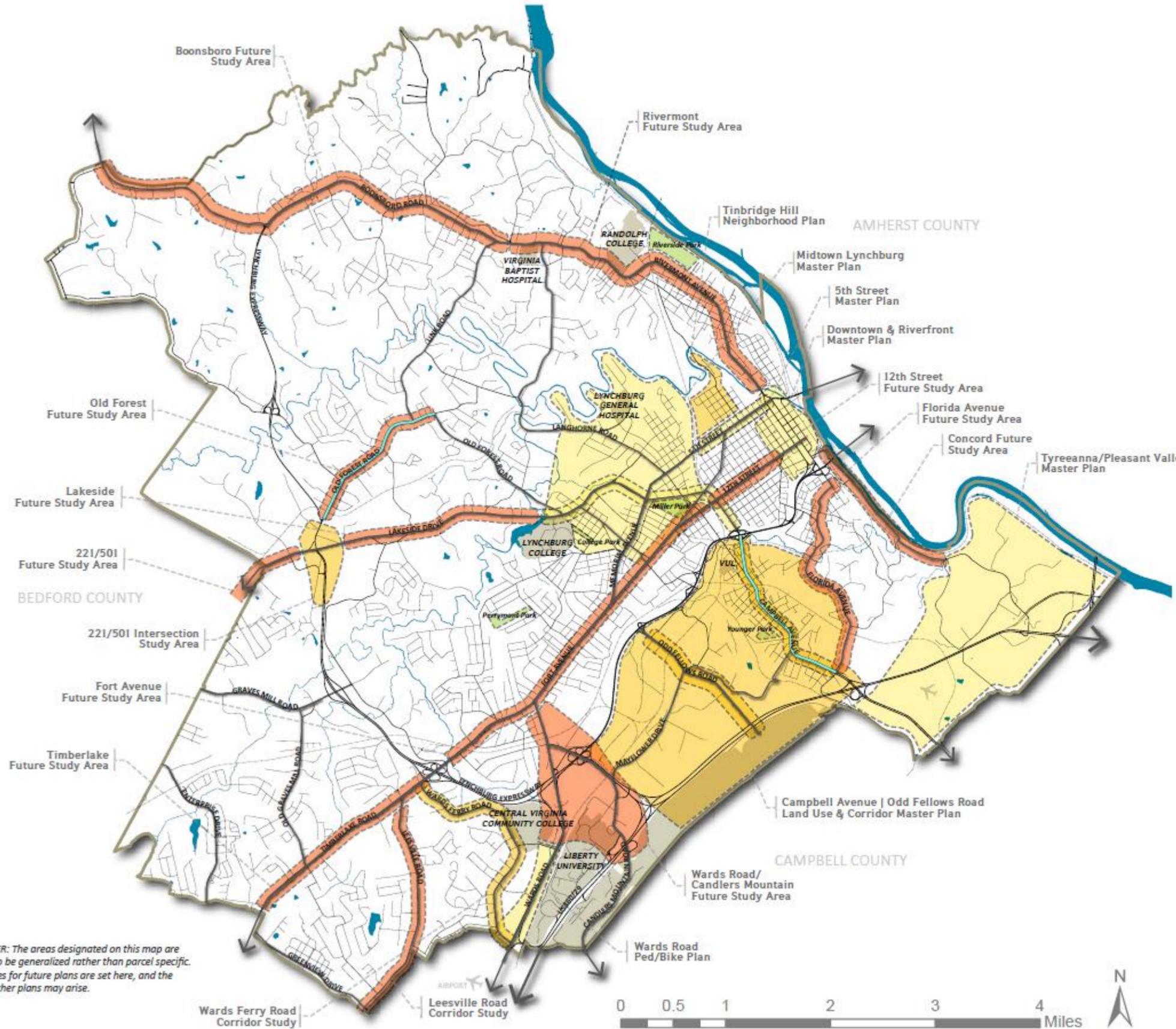
- LU-3.1 Assess the compatibility of proposed development and land uses on, adjacent properties and neighborhood character.
- LU-3.2 Coordinate site and building design with the design of streets and public facilities.
- LU-3.3 Refrain from expanding business and industrial zoning into neighborhood conservation areas unless the scale, design and use of the development is compatible with the neighborhood.
- LU-3.4 Minimize land use conflicts between commercial, industrial and residential developments through active code enforcement and design enhancements as sites are redeveloped or changes of use occur.
- LU-3.5** Facilitate creative residential, commercial and mixed-use development designs that create vibrant, healthy neighborhoods.

- LU-3.6** Ensure that developments and public improvements within Scenic Conservation Areas are designed to protect or enhance the areas' scenic and environmental qualities.
- LU-3.7** When addressing compatibility and connectivity between adjacent land uses, ensure that building orientation, building location, parking locations, parking design, lighting, walkways and other building and site design factors provide safe and convenient access to sites for drivers, pedestrians, bicyclists and transit riders. [See design discussion in Chapter 6]
- LU-3.8** Establish appropriate building and site design guidelines and standards to:
- Facilitate the use, maintenance and revitalization of historic and traditional buildings and neighborhoods;
  - Allow for context-sensitive signage that minimizes visual clutter, but provides for effective communication in ways that are compatible with neighborhood character;
  - Promote energy efficiency and green-building strategies for new development and redevelopment;
  - Ensure that designs promote public safety and emergency service provision;
  - Establish appropriate lighting requirements to maximize the effectiveness and energy efficiency of outdoor lighting while minimizing the negative effects of spillover lighting and light pollution on traffic safety and land compatibility;
  - Preserve and incorporate existing mature vegetation and trees into site designs to the greatest practical; and
  - Enhance the function of natural systems.
- LU-3.9** Explore opportunities for the relocation or redesign of nonconforming billboards and other signage, particularly near residential areas, schools, parks, historic sites and districts, scenic areas and gateways.
- LU-3.10** Encourage the development of built environments that support the integration of healthy and active living in day-to-day life and foster human interaction.

### Area Plan Goals

Lynchburg has and will continue to develop detailed plans for specific neighborhoods and corridors. Following the general policies under Goal AP-1, are summaries of each of the City's adopted area and corridor plans. **Exhibit 3-1** maps the location and status of each area plan.

### Exhibit 3-1 Area and Corridor Plan Status Map September 2013



- Completed Area/Corridor Plans**  
These plans act as extensions of the Comprehensive Plan and have been adopted by City Council. Implementation is ongoing.  
*Downtown (2000), Tyreanna/Pleasant Valley (2003), Midtown Plan (2005), 5th Street (2006), Wards Road Pedestrian and Bike Trail (2009)*
- Current Study Areas**  
Areas of the city undergoing current planning efforts.  
*221/501 Intersection Study, Campbell Avenue | Odd Fellows (anticipated 2013), Tinbridge Hill (anticipated 2013), Wards Ferry Road (anticipated 2013)*
- Future Study Areas**  
Areas of the city that will benefit from future plans and studies.  
*12th Street, Boonsboro, Concord, Florida, Lakeside, Leesville, Link, Old Forest, Timberlake, Rivermont, Wards Road/Candlers Mountain*
- Access Management Study Corridors**  
Completed Studies on specific corridors to address traffic pattern concerns.  
*Campbell Avenue, Old Forest Road*
- Parks Master Plans**  
City parks with current Master Plans. Implementation is ongoing.  
*College Park, Miller Park, Riverside Park, Perrymont Park, Younger Park*
- Major Institutions**
- City Boundary**

*DISCLAIMER: The areas designated on this map are intended to be generalized rather than parcel specific. No priorities for future plans are set here, and the need for other plans may arise.*

Prepared by:  
Department of Community Development  
Planning Works



**Goal AP-1: Area and Corridor Planning.** Recognize and reinforce the unique character of different neighborhoods and corridors in the City; preserve the elements that strengthen each area; and foster changes that enhance the areas' stability, vitality and resilience.

- AP-1.1 Develop targeted corridor and neighborhood plans to address the unique needs of specific areas of the City, including Candler's Mountain Road, Old Forest Road, Fort Avenue, Tinbridge Hill, Lakeside Drive, Timberlake Road, Boonsboro Road, Twelfth Street Corridor, Rivermont, Bedford Avenue, and Neighborhood Conservation Areas identified in the Plan Framework Map and the Plan Implementation Program<sup>1</sup>.
- AP-1.2 For each area and corridor plan:
- A. Involve neighborhood stakeholders in the development and implementation of neighborhood, corridor and gateway planning initiatives.
  - B. Tailor capital improvement priorities and designs to address specific area needs, reinforce neighborhood character and serve as a catalyst for private investment. Use the capital planning (including VDOT coordination) and development review processes to continually enhance the appearance, function and safety of the City's gateways and corridors.
  - C. Ensure that land use and development standards reinforce the neighborhood strengths and address the neighborhood challenges.
  - D. Include improvement plans for gateways.
  - E. Identify resource conservation priorities and strategies.
  - F. Establish priorities and strategies to resolve land use conflicts through zoning, revitalization initiatives and other means that promote the adaptive reuse or compatible redevelopment of targeted buildings and properties.
- AP-1.3 Upon the completion and adoption of neighborhood and corridor plans, update the Comprehensive Plan as appropriate to ensure consistency.

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<sup>1</sup> The Plan Implementation Program is the prioritized list of non-recurring tasks required to implement the Plan and is presented in Chapter 4.

**Goal AP-2: Downtown and Riverfront.** Maintain a strong, mixed-use downtown that is a focus for civic, business, residential, entertainment, art, culture and recreational activities. Celebrate and strengthen connections to the James River.

<p>The <b>Downtown &amp; Riverfront Master Plan</b> was adopted by the City Council in 2000. The goals of the plan are to:</p> <ul style="list-style-type: none"> <li>Create a Downtown walking loop.</li> <li>Connect neighborhoods and extend them into Downtown.</li> <li>Reinvent the river as a place.</li> <li>Acknowledge gateways.</li> <li>Intertwine activities, park design and economic development.</li> </ul>	
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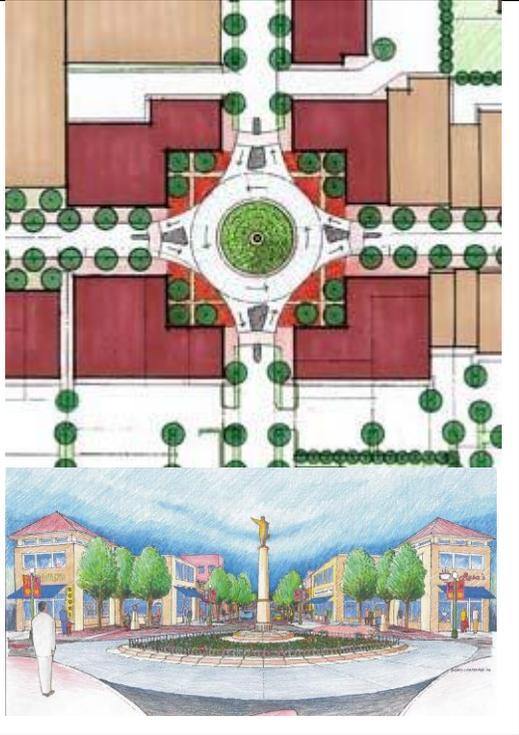
**Goal AP-3: Midtown.** Establish a thriving, pedestrian-oriented, mixed-use neighborhood with vibrant retail businesses and diverse housing choices having easy access to the hospital, a medical arts plaza, Miller Park, E.C. Glass High School, Lynchburg College and the transit facilities for GLTC and AMTRAK.

<p>The <b>Midtown Plan</b> was adopted by the City Council in 2005. The goals of the plan are to:</p> <ul style="list-style-type: none"> <li>Respect, maintain and restore neighborhoods.</li> <li>Establish Better Streets that serve all users.</li> <li>Maintain and enhance connectivity between residential, commercial, institutional and recreational uses throughout the area.</li> <li>Preserve and enhance historic and natural resources, including scenic views.</li> </ul>	
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**Goal AP-4: Fifth Street.** Revitalize the neighborhoods historical pedestrian-scale commercial corridor and provide easy access by residents to goods and services, transit, Blackwater Creek Trail and Downtown.

The **Fifth Street Plan** was adopted by the City Council in 2006. The goals of the plan are to:

- Revitalize the corridor and the surrounding neighborhoods.
- Improve 5<sup>th</sup> Street so it serves the neighborhood as well as the people driving through the corridor.
- Improve the pedestrian environment throughout the neighborhood.
- Honor the history of the area through compatible design.
- Meeting the neighborhoods basic needs and promoting investments that make the neighborhood a safe, affordable and desirable neighborhood to live, learn and do business.



**Goal AP-5: Wards Road.** Improve pedestrian and vehicular safety and convenience along Wards Road, as well as between Central Virginia Community College, Liberty University and area businesses.

The **Wards Road Plan** was adopted by the City Council in 2009. The goal of the plan is to:

- Provide a vision and a blueprint for improving the pedestrian and bicycle facilities in the Wards Road retail corridor from Wards Ferry Road to Harvard Street.



**Goal AP-6: Campbell Avenue and Odd Fellows Roads.** Create attractive and vibrant corridors and neighborhoods offering a mix of residential, commercial, institutional, employment and opens space uses where one can travel efficiently, safely and pleasurably by car, transit, bicycle or on foot.

<p>The <b>Campbell Avenue and Odd Fellows Road Plan</b> was adopted by the City Council in ____.</p> <p>The goals of the plan are to:</p> <p>Create streets that better serve the needs of all users, including pedestrians, bicyclists, motorists, trucks and transit riders.</p> <p>Promote private investment in development and redevelopment within the corridors and surrounding neighborhoods.</p>	
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**Goal AP-7: Tyreeanna.** Revitalize and redevelop Tyreeanna to create a vibrant mixed-use neighborhood with strong connections to the River and Downtown in coordination with of the City’s long-term landfill plans.

<p>The <b>Tyreeanna/Pleasant Valley Neighborhood Plan</b> was adopted by the City Council in 2003.</p> <p>The goals of the plan are to:</p> <p>Conserve, stabilize, and revitalize the Tyreeanna/Pleasant Valley neighborhood.</p> <p>Provide transportation and other public facilities to enhance development opportunities while preserving the integrity and character of the neighborhood and its natural areas.</p> <p>Revitalize commercial corridors and districts in coordination with residents and land owners.</p>	
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**Goal AP-8: Tinbridge Hill.** Update the neighborhood’s master plan to identify creative ways to address substandard housing, crime, employment opportunities, recreation and infrastructure needs.

<p>The <b>Tinbridge Hill Neighborhood Plan</b> was adopted by the City Council in _____. The goals of the plan are to:</p> <p>Inventory the condition of the neighborhood, including areas of stability/change, resources and opportunities for community-based partnerships to address those needs.</p> <p>Encourage the participation of young adults to achieve a sustainable leadership structure.</p> <p>Develop a plan model that can be used to identify assets and challenges, as well as focus community resources in other areas.</p>	
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**Economic Development Policies**

**Goal ED-1 Economic Development Strategy.** Evaluate and execute the recommendations of the Economic Development Strategic Plan, incorporating actionable suggestions and developing new programs/projects where necessary

- ED-1.1. Create a multi-year strategy of programs, activities, and projects to achieve the City’s overall economic development and redevelopment objectives.
- ED-1.2. Identify resources (e.g., public, private, nonprofit), how these resources will be used, and for what programs/investment opportunities.
- ED-1.3 Create an implementation schedule and focus on those activities and projects with the greatest chance of success.

**Goal ED-2 Quality of Place and Market Readiness.** Lead and coordinate existing efforts regarding business development, encouragement of entrepreneurship, and recruitment strategies.

- ED-2.1 Ensure opportunities for existing businesses to expand in appropriate locations.
- ED-2.2 Coordinate existing marketing and recruitment strategies for new businesses.
- ED-2.3 Ensure the preservation of development sites for large-scale, job producing projects.
- ED-2.4 Encourage redevelopment of appropriate core and inner-ring locations and buildings enhancing access, market readiness and quality of place.

**Goal ED-3. Business Climate and Access to Resources.** Implement appropriate City policies designed to maximize citywide economic development strategies.

- ED-3.1 Review and amend existing or implement new City policies to maximize economic development potential.
- ED-3.2 Consider offering appropriate public incentives to achieve citywide economic development and redevelopment objectives.

## Neighborhoods & Housing Policies

**Goal NH-1: Neighborhood Conservation.** Conserve and nurture the improvement of the City's neighborhoods to produce safe and desirable places for all residents to live.

- NH-1.1 Maintain an active community educational outreach program to increase public awareness of the importance of quality design and good property maintenance.
- NH-1.2 Promote the establishment of Neighborhood Watch programs to enhance public security and assist in law enforcement efforts.
- NH-1.3 Coordinate with the Housing Collaborative, local lenders, builders, the Virginia Housing and Development Authority and other agencies to improve access to programs and funding for renovation, rehabilitation and maintenance of older housing.
- NH-1.4 Continue and expand the use of code enforcement to promote rehabilitation or renovation of blighted housing.
- NH-1.5 Pursue the removal and redevelopment of dilapidated and condemned structures that are poor candidates for rehabilitation. Where groups of structures are condemned, facilitate demolition and land assembly to foster more rapid redevelopment.
- NH-1.6 Continue to support efforts of the Housing and Homeless Coalition to identify opportunities to address the needs of the City's homeless population.
- NH-1.7 Monitor affordable and attainable housing supplies and coordinate with public and private agencies to:
- Rehabilitate substandard housing units. Emphasis should be placed on programs that require an investment of funds and/or labor on the part of the owner commensurate with the owner's resources.
  - Support initiatives to increase permanent affordable rental and housing ownership opportunities.
  - Ensure that the supply of housing for individuals and families with special needs (e.g., elderly and physically or mentally challenged) are met.

**The Housing Collaborative** includes a variety of public, and private stakeholder groups working together to address housing issues.

- Promote programs that assist eligible individuals in retaining their homes.
- NH-1.8 Nurture neighborhood partnerships that facilitate self-sufficiency and enable families and individuals to maintain their housing, remain in their neighborhoods and age in place.
- NH-1.9 Ensure that zoning regulations facilitate the creation of a variety of safe, affordable and innovative housing options that serve the community's diverse needs, including the establishment of small lot, attached units and other housing types that achieve densities established in the future land use map.
- NH-1.10 Encourage construction of new, sensitively designed housing options that blend into mature neighborhoods.
- NH-1.11 Allow for accessory dwellings in single family districts consistent with standards addressing such issues as maximum unit size, adequacy of on-site or on-street parking, entry location and other factors necessary to assure compatibility.
- NH-1.12 Continue to coordinate with local colleges and universities to identify and address student housing needs within appropriate locations.
- Goal NH-2: Neighborhood Character.** Promote well-designed mixed-use residential neighborhoods that incorporate a variety of housing types and densities with pedestrian-oriented streets, small-scale neighborhood oriented services and parks to where residents are able to live, work and play close to home.
- NH-2.1 Connect neighborhoods through street, sidewalk and trail improvements.
- NH-2.2 Enhance neighborhood access to work, shopping, parks, schools and public services through better sidewalk, street, transit, trail and bikeway connections.

## History, Culture, Arts and Education Policies

- Goal HCA-1: Historic Preservation.** Preserve/conserve significant historic and cultural resources through the collaborative efforts of the City; historic and cultural groups; local schools and colleges; and other local, state, and federal preservation groups and organizations.
- HCA-1.1 Establish and maintain an easily accessible inventory of historic sites and structures in coordination with local individuals and organizations.
- HCA-1.2 Develop appropriate standards and guidelines for the review and treatment of historic sites and structures within or outside of designated historic districts.
- HCA-1.3 Identify the range of financial and other incentives available for

preservation of historic sites and structures. Make this information readily available to the property owners, developers and the local real estate industry.

- HCA-1.4 Support efforts to increase:
- The programs available to property owners in historic districts to aid in preservation efforts.
  - Access to and awareness of local historical and cultural resources, as well as the value and benefits of resource preservation.
  - Public information on the restoration, rehabilitation, preservation and maintenance of historic resources.
- HCA-1.5 Identify and eliminate unnecessary disincentives for the maintenance or restoration of historic sites and properties and modify standards and procedures to facilitate:
- Demolition, where appropriate;
  - Compatible land uses;
  - Property maintenance; and
  - Development that is sensitive to historic resources in historic districts.
- HCA-1.6 Ensure that City-owned historic structures and sites are identified and preserved by using design elements (e.g., lighting, walls, paving material and curbstones) that are applicable to historic features.

**Goal HCA-2: Arts and Culture.** Celebrate the rich cultural heritage of the area and promote the City and region as a destination for culture, arts, recreation, and history.

- HCA-2.1 Improve access to and connections between important heritage sites, cultural resources, natural areas and tourist-oriented destinations. Help visitors find these resources through improved wayfinding signage, guidebooks and on-line information.
- HCA-2.2 Establish a public arts policy that encourages the provision of public art in public and private locations.
- HCA-2.3 Promote places to celebrate the arts through efforts such as the Academy Theater restoration.

**Goal HCA-3: Education.** Continually improve the quality and availability of educational opportunities for all ages.

- HCA-3.1 Support the growth of educational institutions as they work with the community to develop compatible facilities and transitions, especially in and around the residential neighborhoods.
- HCA-3.2 Connect educational institutions to commercial areas and neighborhoods through a variety of transportation options.

HCA-3.3 Promote diverse learning opportunities through community centers, libraries and other facilities that develop a citizenry and workforce who embrace technology and have life-long learning opportunities.

**HCA-4: Community Engagement.** Engage the community, build social capital and encourage citizen leadership.

HCA-4.1 Provide accessible, transparent access to information concerning land use issues to all citizens.

HCA-4.2 Collaboratively improve the health and quality of life in built and natural areas of the City by listening to concerns, gaining historic context and understanding community values.

## Natural Systems

**Goal NS-1: Preservation/Enhancement.** Preserve or enhance natural systems for use and enjoyment of future generations, as well as their environmental benefits.

NS-1.1 Encourage regional coordination in managing natural systems.

NS-1.2 Improve and maintain the health of the City's watersheds through development and implementation of a comprehensive water quality master plan.

NS-1.3 Provide incentives (e.g. stormwater credit program, etc. ) for the private preservation of environmental resources, including, but not limited to:

- Preservation of significant wooded open space;
- Dedication of greenway, trail and open space easements;
- Preservation of unique or critical habitats;
- Protection of floodplains and riparian buffers;
- Implementation of "Green" building and site design practices; and
- Environmental remediation or retrofits.

NS-1.4 Promote responsible management and development of lands adjacent to important natural resources that provide a pleasant, healthy and safe environment for human activities by:

- Minimizing fill or development within 100-year floodplains and wetlands, except as required for water resources management and passive recreational projects;
- Limiting development of steep slopes adjacent to streams, floodplains and wetlands;
- Protecting unique and critical habitats;
- Protecting and enhancing scenic resources, such as City parks and trails, the old City Cemetery, the riverfront and Point of Honor; and
- Eradicating invasive plant species.

NS-1.7 Encourage the dedication or purchase of riparian buffers that contribute to stream protection and water quality improvement.

**Goal NS-2: Mitigation.** Minimize the negative effects of human activities (such as new development, redevelopment, installation of infrastructure, and resource use and disposal, among others) on natural systems.

NS-2.1 Facilitate the use of “green” site and building techniques that improve the City’s air quality, use renewable resources, manage water resources, reduce energy consumption and improve mobility.

NS-2.2 Encourage the adaptive reuse of existing buildings, “grey field” and “brownfield” redevelopment through a variety of incentives.

NS-2.3 Protect the natural views from the trail system and other public spaces.

NS-2.4 Encourage individuals, families and organizations to become more effective stewards of the environment.

## Parks & Recreation

**Goal PR-1: Conservation.** Conserve public open space and historic park resources.

PR-1.1 Implement the greenway plan and evaluate opportunities to expand the system along the City’s streams and other green corridors.

PR-1.2 Connect greenways to parks, natural areas, schools and other community facilities, such as the James River Heritage Trail through trails and sidewalks to facilitate bike and pedestrian access.

PR-1.3 Encourage the dedication or purchase of riparian buffers that contribute to stream protection and connectivity of the greenway system.

PR-1.4 Develop and maintain individual parks and recreation facility plans that provide a healthy balance of recreational use and natural resource protection.

PR-1.5 Encourage appropriate recreational use of and access to the James River and Blackwater Creek “blueways.”

PR-1.6 Incorporate historic preservation, cultural landscape preservation and cultural resource interpretation in plans for historic parks.

PR-1.7 Include interpretive signage in parks, greenways and blueways to promote a better understanding of the historic, cultural and environmental resources.

PR-1.8 Develop resource management plans for all natural areas within the park and trails system.

PR-1.9 Provide environmental education and interpretative programs.

**Goal PR-2: Education and Community Health.** Promote a culture of lifelong learning and healthy/active living.

- PR-2.1 Improve access to healthy foods at the Lynchburg Community Market and center programs.
- PR-2.2 Work collaboratively with community partners to promote wellness programs and the Live Healthy Lynchburg initiative.
- PR-2.3 Provide access to after-school programs and support the efforts of Lynchburg City Schools.
- PR-2.4 Develop recreation program plans and partnerships to provide a full array of recreation opportunities for the newly renovated Miller Center.
- PR-2.5 Fully utilize parks, trails and facilities to meet the recreational needs of city residents, placing emphasis on underserved populations.
- PR-2.6 Increase opportunities for physical activity for all residents by creating and promoting participation in fitness and wellness programs, as well as emphasizing after school and summer youth programs.

**Goal PR-3 Recreation.** Provide access to parks, trails, and recreation facilities and programs.

- PR-3.1 Coordinate with public and private entities, including the public school system to maximize access to and sustainable use of recreational facilities for all residents.
- PR-3.2 Assess the demand/need for future parks, trails, recreation facilities and programs. Develop a master plan to meet those needs that includes appropriate level of service standards for parks and recreational facilities and programs.
- PR-3.3 Maintain a 10-year capital plan to acquire, develop, improve and rehabilitate parks and recreation facilities in accordance with the adopted master plan and levels of services.
- PR-3.4 Coordinate with public and private entities (e.g., schools, colleges, universities and other organizations) to make the most efficient use of parks and facilities and maintain adopted levels of service. Establish and maintain joint facilities use agreements to maximize the use of available facilities while enabling each entity to meet its priority needs in its facilities.
- PR-3.5 Seek sufficient funding from all available public and private sources to maintain adopted levels of service for park lands, recreational facilities and recreational programs. Funding should address improvement, operations, maintenance and rehabilitation costs.

- PR-3.6 Ensure that all residents have safe and convenient access to indoor and outdoor recreation facilities.
- PR-3.7 Implement existing park and trail master plans and develop site specific plans where needed.

## Transportation

**Goal T-1: Supportive Transportation System.** Provide safe, efficient, effective, and well-planned transportation systems and facilities that enhance economic development and redevelopment opportunities while preserving the integrity and character of the affected neighborhoods, historic districts, downtown and natural resources.

- T-1.1 Continue to strengthen the City’s role in the development and implementation of the region’s Long-Range Transportation Plans and Short Term Work Program. Ensure that the LRTP and STWP are consistent with existing and planned land uses, as well as projected growth trends in the City.
- T-1.2 **Exhibit 12-1** is the City’s transportation plan that should be used to:
  - Establish the functional classification of City streets; and
  - Identify and prioritize transportation system improvement needs for streets and trails.
- T-1.3 Establish target levels of service (for vehicles, bicycles pedestrian and transit) and use those levels of service to evaluate the need for street improvements, transportation system management measures and access design improvements during the capital planning and development review processes.
- T-1.4 Prioritize improvements to the transportation system based on safety considerations; existing deficiencies; multimodal and environmental considerations; opportunities to improve street connectivity; physical, economic and policy constraints; contribution to neighborhood character; impact on historic and environmental resources; required right-of-way; target levels of service (see policy T-1.3); public safety access; regional connectivity; and system continuity.
- T-1.5 Manage access to promote safety and convenience of along streets and on abutting properties for all modes of transportation.

**The Long Range Transportation Plan (LRTP)**, which is maintained and updated by the Central Virginia Metropolitan Planning Organization, is intended to guide transportation system changes for the next 25 years.

**The Short Term Work Program (STWP)** guides transportation system improvements for the next 6 years

- T-1.6 Include the City's bikeway system as part of the City's overall transportation system and include bike lanes and bikeways within the City's capital improvement planning process.
- T-1.7 Commit adequate resources for the cost-effective operation and maintenance of streets, including pavement, bikeways, sidewalks, streetscape and stormwater management improvements.
- T-1.8 Coordinate with VDOT, private property owners and adjacent jurisdictions to improve the appearance of the City's gateways and entry corridors.
- T-1.9 Preserve the City's history and protect neighborhoods by maintaining context sensitive street designs to maintain safe speeds (see Exhibit 3-2). The following streets shall not be widened through the addition of lanes or removal of existing parking lanes unless the City Council determines that no other alternatives can be found to safely accommodate traffic:
- John Lynch Bridge
  - Fifth Street, from the Lynch Bridge to Memorial Avenue
  - Twelfth Street, from Commerce Street to Fort Avenue
  - Rivermont Avenue, from the Blackwater Creek bridge to VES Road
  - Boonsboro Road, from VES Road to US Route 501
  - Boonsboro Road, from US Route 501 to the Western Corporate Boundary
  - Langhorne Road, from Rivermont Avenue to Memorial Avenue
  - Link Road, from Boonsboro Road to Old Forest Road
  - Trent's Ferry Road, from Boonsboro Road to the Northern Corporate Boundary
  - Memorial Avenue, from Fifth Street to Fort Avenue
  - Fort Avenue, from Park Avenue/ Kemper Street to Memorial Avenue
- T-1.10 Coordinate with Amtrak to continue and expand rail passenger service.
- T-1.11 Identify and facilitate efficient use of sites with rail access.
- T-1.12 Coordinate with Campbell County and Lynchburg Regional Airport Commission to protect the airport from incompatible land use encroachments and to foster development of industrial uses that capitalize on the airport's passenger, freight and general aviation services.
- T-1.13 Maintain the Airport Master Plan to ensure that improvements meet FAA requirements to accommodate regional jets and larger aircraft.
- T-1.14 Coordinate with Campbell County and the Lynchburg Regional Airport Commission to develop an airport commerce park to stimulate economic activity and efficient use of the airport.

**Goal T-2: Better Streets and Enhanced Mobility.** Enhance mobility for all residents through safe and convenient access to transportation choices that attend to the needs of pedestrians, bicyclists, transit riders and motorists. Streets should help move goods and people, while accommodating trees, stormwater, and other utilities that enhance Lynchburg’s livability.

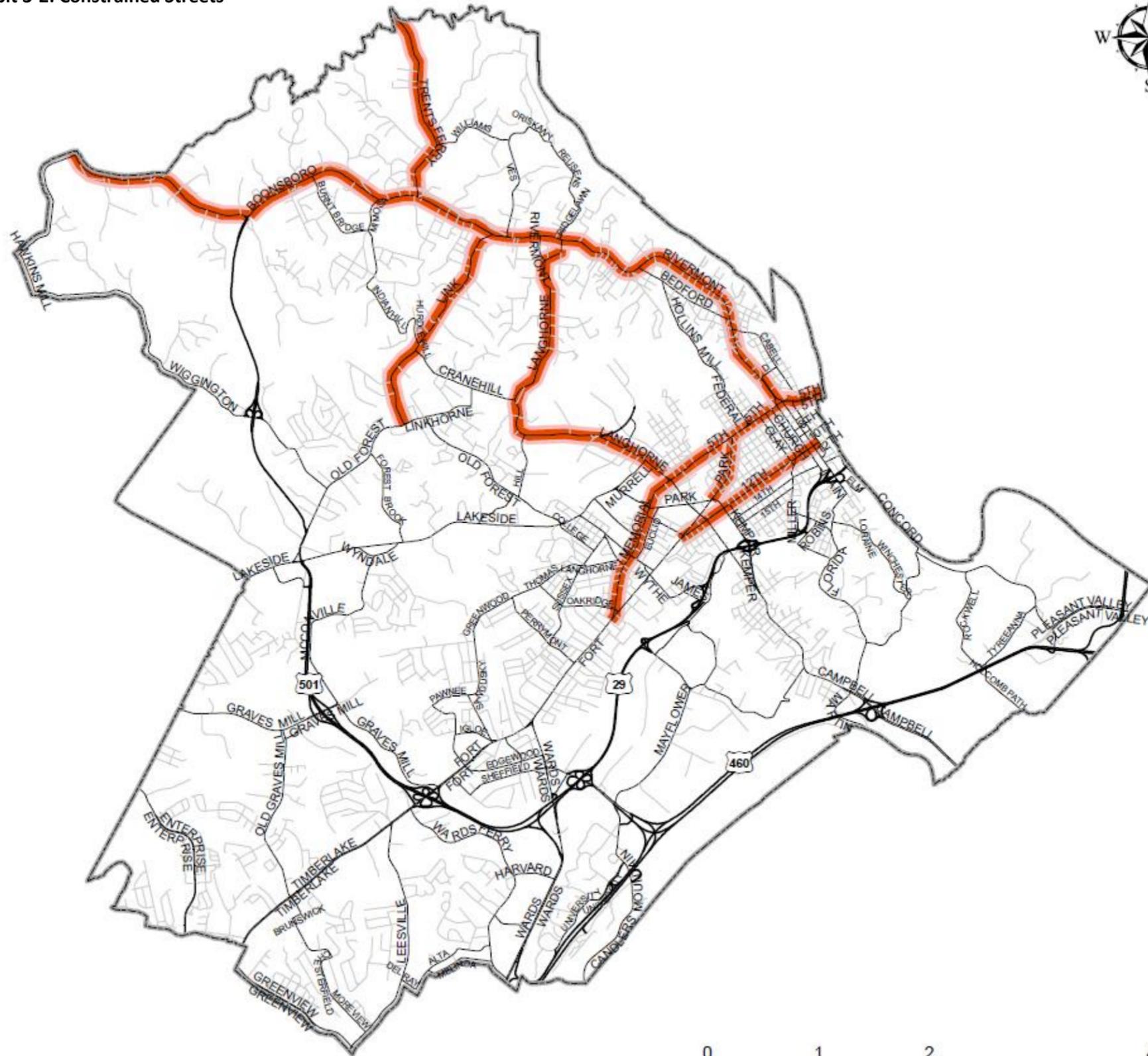
- T-2.1 Increase active living by supporting a variety of safe and effective transportation options.
- T-2.2 Develop a multi-modal transportation system that supports a vital and growing economy, is economically sustainable, safe, affordable and environmentally friendly and offers seamless connections between transportation modes.
- T-2.3 Coordinate street design with the density and design of adjacent residential, mixed-use and non-residential development to enhance transportation options and mobility.
- T-2.4 Coordinate with private property owners and neighborhood groups to identify opportunities to better connect streets, pedestrian and bicycle facilities.
- T-2.5 Promote transit supportive design for development within walking distance of existing and proposed transit routes.
- T-2.6 Coordinate with Greater Lynchburg Transit Company to ensure that street and site designs facilitate safe and efficient transit service provision.
- T-2.7 Coordinate bikeway and trail design and construction with the provision of adequate on-street facilities to connect neighborhoods with schools, parks, shopping areas, other community facilities and regional trails.

Exhibit 3-2: Constrained Streets

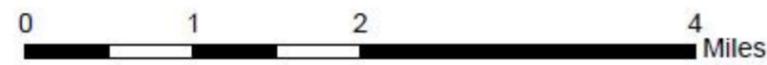


# Constrained Streets

- Highway
- Major Arterial
- Minor Arterial
- Collector
- Local
- Constrained Streets**



Date: 8/29/2013



Please use this map as a guide and not as definitive information. The areas depicted by this map are approximate and are provided for illustrative purposes only. While every effort has been made to ensure the accuracy, completeness, correctness, and timeliness of information presented within this map, the burden for determining appropriateness for use rests solely with the user. This map is provided "as is" with no warranties, express or implied.

## Public Utilities

**Goal PU-1: Water, Sewer and Storm Systems.** Comply with all regulatory requirements to provide the citizens of Lynchburg with safe, dependable and affordable services with sufficient system capacities to meet the City's long-term requirements.

- PU-1.1 Maintain water, sewer and storm services master plans that address capacity, maintenance, funding and capital improvement needs, as well as key system operational issues.
- PU-1.2 Provide utility improvements and services in a cost effective manner.
- PU-1.3 Continue to maintain the existing City-owned infrastructure systems, through replacement or rehabilitation when required.
- PU-1.4 Meet the goals of the Combined Sewer Overflow (CSO) Long Term Control Plan.
- PU-1.5 Monitor the true costs of utilities and use this information as a basis for fiscal policies for maintenance, operations, extensions and rates.
- PU-1.6 Consider long-term efficiencies for the provision of all services in the renewal, rehabilitation, replacement and construction of utilities.
- PU-1.7 Evaluate and employ effective and efficient technology to support utility operations and maintenance.
- PU-1.8 Maintain rates that meet operational, capital and regulatory needs.
- PU-1.9 Negotiate external water and sewer service contracts to ensure that:
  - The service does not increase costs for existing ratepayers;
  - The City has adequate capacity to meet existing and projected demands;
  - The service does not detract from local economic development efforts; and
  - Extensions do not promote development with detrimental impacts on the City's transportation system, neighborhoods, natural environment or public facilities.
- PU-1.10 Coordinate with the Commonwealth of Virginia and other entities to protect the quality and quantity of the City's drinking water supply in the Pedlar Reservoir and James River.
- PU-1.11 Maintain the City's sanitary sewer system to ensure that waste flows are safely collected and treated while developing policies and adequately maintaining the sanitary sewer system in a manner that prevents unpermitted sanitary sewer overflows (SSOs).
- PU-1.12 Develop a policy to fund and extend City sewer service to areas served by existing or failing septic systems.

**Goal PU-2: Stormwater Management.** Manage stormwater to protect residents, property and the environmental integrity of local/regional waterways and ecosystems.

- PU-2.1 Maintain a stormwater management master plan that addresses capacity, meets regulatory requirements, and provides for adequate funding and resources to address operational, maintenance and capital needs.
- PU-2.2 Design and operate stormwater improvements to minimize:
- Risks to people and property from flooding;
  - Erosion and sedimentation;
  - Negative impacts on water quality and natural systems; and
  - Ongoing maintenance and operations costs.
- PU-2.3 Coordinate stormwater management projects with the expansion of the greenways, trails system and other City or private capital projects whenever feasible.

**Goal PU-3: Improved Water Quality.** Improve water quality in the City's streams and James River.

- PU-3.1 Develop and use the Comprehensive Water Quality Master Plan to achieve local, state, regional and federal water quality standards through:
- the implementation of the City's Combined Sewer Overflow (CSO)-Long Term Control Plan (LTCP);
  - compliance with the Phase II Municipal Separate Storm Sewer System (MS4) Permit;
  - compliance with the Regional Wastewater Treatment Plant Virginia Pollution Discharge Elimination System (VPDES) permit requirements;
  - meeting the implementation plan goals of the local Bacteria Total Maximum Daily Load (TMDL), the Chesapeake Bay, and other future TMDLs; and
  - compliance with the <sup>(TAM1)</sup>State Stormwater Management Programs.
- PU-3.2 Coordinate land use, transportation and stormwater management decisions to employ best management practices that minimize contamination of waterways.
- PU-3.3 Incorporate stormwater quantity and quality management improvements in streetscape improvements.

PU-3.4 Coordinate development review procedures with the implementation of best management practices to maintain or improve water quality to the greatest extent practical.

**Goal PU-4: Solid Waste Management.** Address the City's long-term solid waste management needs in a safe, efficient and environmentally responsible manner.

PU-4.1 Coordinate regional solid waste management efforts to reduce the waste stream, increase the proportion of wastes that are recycled and safely dispose of wastes.

PU-4.2 Provide for collection services that facilitate recycling and the efficient separation of wastes.

PU-4.3 Evaluate the potential for composting and reusing organic wastes.

**Goal PU-5: Bio-solids Management.** Address the City's long-term bio-solids management needs in a safe, efficient and environmentally responsible manner.

PU-5.1 Implement the recommendations of the Regional Wastewater Treatment Plant Solids Master Plan.

PU-5.3 Dispose of or use bio-solids in an environmentally conscious and economical manner.

PU-5.2 Evaluate beneficial uses of bio-solids including but not limited to: land application, methane generation, and power generation.

## Public Facilities and Services

**Goal PFS-1: Serving City Needs.** Provide efficient and effective public services to support the needs of citizens, businesses and neighborhoods through the funding and implementation of the Capital Improvement Program and operating budget that ensure existing public facilities are safe, effective and well-maintained.

PFS-1.1 Plan and develop new facilities and/or maintain/renovate existing facilities to meet the City's needs.

PFS-1.2 Leverage investment in public facilities to meet multiple public needs and to foster private investment that achieves neighborhood and City-wide goals.

PFS-1.3 Coordinate the design of public facilities and utilities to minimize life-cycle costs for maintenance and operation.

PFS-1.4 Consider long-term efficiencies for the provision of all services in the in the renewal, rehabilitation, and replacement of solid waste management facilities.

PFS-1.5 Coordinate facility and service planning among City Departments and the City Schools with the intent of:

- Making more efficient use of facilities for multiple purposes;
  - Providing safe and convenient access by intended users;
  - Integrating facility access with transportation and transit system plans;
  - Providing appropriate educational and recreational opportunities in conjunction with building and site development;
  - Incorporating space for public meetings; and
  - Providing safe places for residents and visitors to Lynchburg.
- PFS-1.6 Develop and use level of service indicators to:
- Establish appropriate measures for each department’s effectiveness in providing public services;
  - Facilitate annual budgeting by identifying capital and operational needs; and
  - Facilitate long-range planning for capital needs.
- PFS-1.7 Design and operate public facilities to provide appropriate access to all intended users and coordinate facility design with transportation system improvements.
- PFS-1.8 Ensure that fire and emergency medical service facilities are located, designed and equipped to meet the demands of existing and planned development patterns.
- Goal PFS-2: Regional Coordination.** Continue to reinforce the City’s role as a regional partner in public education, higher education, transportation, utilities, environmental stewardship and health care.
- PFS-2.1 Explore alternatives to improve operational efficiencies through regional coordination and service provision.
- PFS-2.2 Coordinate with public and private service providers to enhance access to health care facilities and services.
- Goal PFS-3: Public Awareness.** Increase awareness of the quantity and quality of the public and private facilities and services available to City residents.
- PFS-3.1 Continually improve access to public information about public facilities and services through the City’s web site and other venues.
- PFS-3.2 Involve citizens in the development and review of level of service standards as well as plans for new public facilities.
- PFS-3.3 Provide accurate and timely information to the public about changes in facilities and services, planned improvements and opportunities for community involvement.
- PFS-3.4 Coordinate the City’s public education efforts with those of other institutions in the City of Lynchburg.

# Chapter 4: Plan Implementation

## Using the Plan

Lynchburg's Comprehensive Plan is intended to be a dynamic document -- one that responds to changing needs and conditions. To assess the Plan's effectiveness in responding to changing conditions, the City will need to monitor actions affecting the plan. As a result of these monitoring efforts or private development requests, the Planning Commission and City Council will need to amend the plan periodically. However, plan amendments should not be considered lightly. Decision-makers should consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's vision, goals and policies. In addition, the cumulative effect of many changes may be a change in policy direction. For this reason, comprehensive plan amendments must be evaluated in terms of their significance to overall plan policy.

## Annual Review & Monitoring

Department directors should provide to the Planning Commission an annual review of comprehensive plan related activities prior to the initiation of the budget process each year. The annual review is intended to:

- Measure success in achieving plan goals through the recommended strategies;
- Propose strategic initiatives and appropriate code changes to be pursued under the coming year's budget;
- Identify unlisted strategies that will achieve plan goals;
- Document growth trends and compare those trends to plan projections;
- List development actions which affect the plan's provisions;
- Consider input from municipalities and other service providers; and
- Explain difficulties in implementing the plan.

This annual review should include statements identifying that respective departments' progress in achieving the goals of the plan, the impact of the plan on service provision, and proposed programs to help achieve the plan's goals. The annual review should be used as a tool to help set budgetary priorities.

## Future Land Use Amendments

The Future Land Use Map (Exhibit 6-3) is intended to serve as a general guide for public and private development and land use decisions; it is not intended to be parcel specific. Land use amendments are anticipated as growth occurs and market conditions change.



## Policy Review & Amendment

To ensure that the Comprehensive Plan remains an effective guide for decision-makers and to comply with State law, the City should conduct major evaluations of the Plan goals and policies at least once every five years. These evaluations should consider the following:

- Progress in implementing the plan;
- Changes in community needs and other conditions that form the basis of the plan;
- Fiscal conditions and the ability to finance public investments recommended by the plan;
- Community support for the plan's goals and policies; and
- Changes in state or federal laws that affect the City's tools for plan implementation.

The review process should encourage input from citizens, business interests, neighborhood groups, developers and other community interests. Plan amendments that appear appropriate as a result of this review would be processed according to the adopted plan amendment process.

## Key Implementation Tools

The Plan Implementation Program identifies a number of tools available to the City that may be employed to bring the plan's goals, policies and strategies of the Plan to fruition. These implementation tools are interrelated, working together to transform the plan's vision to reality.

## Relationship to the Budget

The annual budget is one of the most potent tools for plan implementation because it sets priorities for action each year. Capital and operational funding decisions should directly reflect the goals and policies of this Plan. The Plan should serve as the basis for recommended work programs and as a focus for discussion of priorities from year to year. The City should review the plan's short term work program and recommend appropriate strategies to achieve the plan goals in a manner that is consistent with plan policies. If specific work program tasks are not funded, the City should evaluate whether they should be deferred or omitted from the Plan implementation Program. When there is a conflict between budget priorities and Plan goals or policies, the City should consider whether the specific goals or policies remain valid.

## Development Regulations

On a day-to-day basis, the City's development regulations (zoning and subdivision regulations) are essential tools for Plan implementation. The Future Land Use Map and the growth-related goals are achieved through a myriad of incremental decisions about specific development projects. Because the Plan does not carry the force of law, the City must apply policies through a variety of actions, including amendments to the City subdivision and zoning regulations and the zoning map. Updates to these regulations should be consistent with the Plan to ensure that incremental actions on development requests support the Plan's vision goals and policies.

## Capital Improvements Program (CIP)

Short- and long-range CIPs are important planning tools to ensure that the City has planned the most cost effective facilities and to determine whether funding is available to provide and maintain needed public facilities.

The short-range CIP should identify and estimate costs of improvements needed to serve anticipated growth for the next 5 years. It should:

- List short-term projects needed to maintain existing levels of service, with each project being assigned a budget and a time frame for completion;
- Be updated annually;
- Identify the costs and funding sources for each project; and
- Establish the time frame to complete each project.

The long-range CIP should identify and estimate costs of improvements needed to serve anticipated growth for the next 5 to 20 years. The long-range CIP should be updated at least once every five years or when significant changes to the base systems modify the City's long-term capital investment strategies (e.g., changes in service areas, significant changes in the Future Land Use Map, changes in service demand or delivery patterns).

## Relationship to Other Plans

The Comprehensive Plan a foundation for more specific planning initiatives, such as neighborhood, corridor or area plans. As the City continues to plan for the future, these planning efforts should be based on the vision and goals of the Comprehensive Plan and consistent with the policies established by this document. Comprehensive Plan and other planning initiatives should be coordinated to maintain clear consistent direction for public and private decision-makers.

## Recommended Actions

Successful implementation of the plan results from many individual actions by the City, other service providers, and private decision-makers over the course of many years. The goals and policies describe what the City wants to become and how decision-makers should respond to varied circumstances. To accomplish the Plan's goals and the vision, many tasks will need to be accomplished throughout the life of the plan.

## **Plan Implementation Program**

The Plan Implementation Program shown in Exhibit 4-1:

- Identifies action tools (i.e., existing and proposed codes, ordinances, regulations, standards, requirements and policies) to implement action items;
- Sets a general time frame to carry out each strategy;
- Correlates implementation measures with specific comprehensive plan policies; and
- Assigns responsibility for implementing the action items and lists other entities that should be involved in the process.

**Exhibit 4-1: Plan Implementation Program**

Implementation Strategy	Location of Strategy	Assigned Agency	Resources/Actions Required	Milestones
<b>Revise zoning ordinance and implement</b>	City Code	Community Development	<ul style="list-style-type: none"> <li>• Dedicated staff assignment</li> <li>• Zoning consultant drafting and facilitation</li> <li>• Community input and Planning Commission guidance</li> <li>• City Attorney review</li> <li>• City Council adoption</li> </ul>	<ul style="list-style-type: none"> <li>• Draft ordinance, 2013</li> <li>• Adoption, 2014</li> </ul>
<b>Implement Neighborhood Plans &amp; Corridor Studies</b> <ul style="list-style-type: none"> <li>• Downtown &amp; Riverfront Master Plan</li> <li>• Tyreeanna Master Plan</li> <li>• Fifth Street Master Plan</li> <li>• Midtown Master Plan</li> <li>• Wards Road Pedestrian &amp; Bicycle Study</li> <li>• Odd Fellows Road   Campbell Avenue Master Plan</li> <li>• Wards Ferry Road Corridor Study</li> </ul>	Plan Specific	Community Development / Public Works	<ul style="list-style-type: none"> <li>• Staff assignment</li> <li>• Funding</li> <li>• Consultant</li> <li>• Community input</li> </ul>	<ul style="list-style-type: none"> <li>• James River Interceptor 3A, 2013</li> <li>• Lower Bluffwalk, 2014</li> <li>• Riverfront restoration, 2015</li> <li>• James River Interceptor 3B, 2015</li> <li>• Main Street Bridge/Gateway, 2016</li> <li>• Tyreeanna landfill closure, 2013</li> <li>• Tyreeanna plan update, 2014</li> <li>• 5<sup>th</sup> Street Phase II, 2013</li> <li>• 5<sup>th</sup> Street Phase III, 2014-2015</li> <li>• Wards Road Phase II – 2014</li> <li>• Wards Road Phase III Design, 2014</li> <li>• Wards Road Phase III, 2015</li> <li>• Odd Fellows Design 2014</li> <li>• Odd Fellows Construction 2017</li> <li>• Campbell Avenue traffic feasibility study, 2017</li> </ul>
<b>Develop specific area and corridor plans</b>	Comprehensive Plan	Community Development	<ul style="list-style-type: none"> <li>• Staff assignment</li> <li>• Consultant assistance</li> <li>• Community input</li> </ul>	<ul style="list-style-type: none"> <li>• 12<sup>th</sup> Street</li> <li>• Evaluate need on annual basis</li> </ul>
<b>Economic Development Strategic Plan</b>	Economic Development Strategic Plan	Economic Development	<ul style="list-style-type: none"> <li>• Staff assignment</li> <li>• Consultant assistance</li> <li>• Funding for marketing &amp; infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Complete plan, 2013</li> <li>• Initiate phased plan implementation, 2014</li> </ul>

Implementation Strategy	Location of Strategy	Assigned Agency	Resources/Actions Required	Milestones
<b>Water Quality Improvement Plan</b>	TBD	Water Resources	<ul style="list-style-type: none"> <li>• Staff assignment</li> <li>• Engineering consultant</li> <li>• Community involvement</li> <li>• DEQ</li> </ul>	<ul style="list-style-type: none"> <li>• Regulatory compliance/pollution reduction strategies, 2014</li> <li>• Site identification and nutrient management plan implementation, 2015</li> <li>• Implement regulatory compliance strategies, evaluate map &amp; develop stormwater infrastructure plans, ongoing</li> </ul>
<b>Water Sewer Plans/Policies</b> <ul style="list-style-type: none"> <li>• Sewer extension policy</li> <li>• CSO Long Term Control Plan</li> <li>• Burton Creek Interceptor</li> <li>• Central Business District water line replacement</li> <li>• Water / Sewer line replacement</li> </ul>	TBD	Water Resources	<ul style="list-style-type: none"> <li>• Staff assignment</li> <li>• Funding</li> <li>• Consultants</li> <li>• Attorneys</li> <li>• TMDL Regulatory Advisory Panel</li> <li>• DEQ</li> <li>• County capacity needs (Bedford / Campbell)</li> </ul>	<ul style="list-style-type: none"> <li>• Sewer extension policies, 2015</li> <li>• CSO revised plan, DEQ Support, 2013</li> <li>• Revise Bacteria TMDL, 2014</li> <li>• CSO approval from State Water Control Board, 2014</li> <li>• CSO plan implementation, 2014-2024</li> <li>• Burton Interceptor engineering report, 2014</li> <li>• Burton Interceptor Design, 2015</li> <li>• Burton Interceptor construction, 2016</li> <li>• CBD water line Phase I design, 2015</li> <li>• CBD water line Phase I construction, 2016</li> <li>• CBD water line future phases, 2016-2026</li> <li>• Water/Sewer line replacement annual replacement plan development,</li> </ul>
<b>College Lake Dam</b>	TBD	Water Resources	<ul style="list-style-type: none"> <li>• Staff assignment</li> <li>• Funding</li> <li>• Engineering consultant</li> <li>• Lynchburg College</li> <li>• Downstream property owners</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluate alternatives and develop plan, 2015</li> <li>• Alteration permit, 2016</li> <li>• Construction, 2017</li> </ul>
<b>Neighborhood Improvement Program</b>	Comprehensive Plan / Strategic Plan	Community Development	<ul style="list-style-type: none"> <li>• Neighborhood Councils / Neighborhood Watch &amp; Community Partners</li> <li>• Community Input</li> <li>• Council adoption</li> </ul>	<ul style="list-style-type: none"> <li>• Tinbridge Hill Neighborhood Plan, 2013</li> <li>• Tyreanna/Pleasant Valley Plan update, 2014</li> </ul>
<b>City building &amp; site preservation</b>	TBD	Public Works	<ul style="list-style-type: none"> <li>• Staff assignment</li> <li>• Inventory &amp; assessment of resources</li> <li>• Renovation / rehabilitation plans</li> <li>• Funding</li> </ul>	<ul style="list-style-type: none"> <li>• Miller Center Renovation</li> </ul>

Implementation Strategy	Location of Strategy	Assigned Agency	Resources/Actions Required	Milestones
<b>Greenway Program</b>	Greenways/Blueways Plan; Blackwater Creek Natural Area Master Plan; Creekside Trail Extension Master Plan; Strategic Plan	Parks & Recreation	Staff assignment Funding Citizen Advisory Committee <ul style="list-style-type: none"> <li>Region 2000 Regional Commission</li> </ul>	<ul style="list-style-type: none"> <li>Creekside Trail Extension Phase I</li> <li>Ed Page to Linkhorne Middle School Extension Design</li> </ul>
<b>Parks &amp; Facilities upgrades</b> <ul style="list-style-type: none"> <li>Blackwater Creek Natural Area Master Plan</li> <li>Miller Park Master Plan</li> <li>Riverside Park Master Plan</li> <li>Perrymont Park Master Plan</li> <li>College Park Master Plan</li> </ul>	Plan specific	Parks & Recreation	<ul style="list-style-type: none"> <li>Staff assignment</li> <li>Funding</li> <li>Consultants</li> <li>Volunteer programs</li> </ul>	<ul style="list-style-type: none"> <li>Riverside Park Phase I</li> <li>Miller Center Renovation</li> <li>City Stadium Football Complex Renovation</li> <li>Renovation to BWCAA</li> <li>Jefferson Park Master Plan</li> <li>Miller Park Renovations</li> <li>Court, playground centers &amp; neighborhood park upgrades</li> </ul>
<b>Transportation</b> <ul style="list-style-type: none"> <li>Timberlake Road Interchange</li> <li>Midtown Connector</li> <li>Better Streets Policy</li> </ul>	Comprehensive Plan	Public Works / Community Development	<ul style="list-style-type: none"> <li>Staff assignments</li> <li>Federal / State / Local funding</li> <li>Consultants</li> </ul>	<ul style="list-style-type: none"> <li>Update improvement map / funding source annually</li> <li>Review for consistency with LRTP &amp; SYIP</li> <li>Timberlake Road Interchange Design, 2014</li> <li>Timberlake Road Interchange R/W acquisition, 2015</li> <li>Timberlake Road Interchange construction, 2016</li> <li>Midtown Connector Construction 2013-2015</li> <li>Develop Multimodal System Design Guidelines, 2014</li> </ul>
<ul style="list-style-type: none"> <li>Heritage High School</li> </ul>	Comprehensive Plan	Lynchburg City Schools	<ul style="list-style-type: none"> <li>Staff assignment</li> <li>Funding</li> <li>Architectural / Engineering consultant</li> </ul>	<ul style="list-style-type: none"> <li>Project design 2014</li> <li>Construction 2015</li> </ul>



# Chapter 5: Planning Context

## Chapter Overview

Chapter 1 introduces the concept of the comprehensive plan and why cities prepare them. Chapter 2 presents Lynchburg's vision for its future and guiding principles that it will use in achieving that vision. Chapter 3 establishes the City's goals for the future and the policies it will follow. Chapter 4 sets forth the strategies and benchmarks the City will undertake to meet its goals. The remainder of the Plan establishes the background information for objectives and strategies in Chapter 4. The Planning Context, provides some of the most basic background information that the City used to develop this plan. It provides the context for planning by describing trends in population growth, demographic characteristics, income levels, land use, and the various markets for housing, commercial, and industrial uses.

## Population Growth

As recorded in the U.S. Census since the 1830s, the City of Lynchburg grew rapidly during its early years as an important economic hub for central Virginia. The City exhibited steady population growth during the 19th and early 20th centuries, except during the Civil War years, the national economic slowdown of the 1890s, and World War I. After 1960, however, Lynchburg became a mature city, exhibiting population growth primarily when it annexed new lands. The City's population decreased from 1960 to 1970, then increased dramatically from 1970 to 1980 with the 1976 annexation, and returned to a slow downward population trend from 1980 to 2000. According to the 1984 Lynchburg General Plan, annexation was responsible for 10,557 of the 12,660 people added to the City from 1970 to 1980. The remainder of the population growth, 2,103 people, represented a 4% increase.

Exhibit 5-1 shows that the Lynchburg region has continued to grow. Until the year 2000, the region's growth shifted to surrounding counties. Over the first decade of the 21<sup>st</sup> century, the City began to capture a greater share of the region's growth, increasing by a percentage that exceeded every county in the region and the state as a whole.



**Exhibit 5-1: Population - Lynchburg and Surrounding Counties**

	1960	1970	1980	1990	2000	2010	% change 1960- 2010	% change 2000- 2010
<b>Lynchburg</b>	54,790	54,083	66,743	66,049	65,269	75,568	37.9	15.8
<b>Amherst</b>	22,953	26,072	29,122	28,578	31,894	32,353	41.0	1.4
<b>Appomattox</b>	9,148	9,784	11,971	12,298	13,705	14,973	63.7	9.3
<b>Campbell</b>	32,958	43,319	45,424	47,572	51,078	54,842	66.4	7.4
<b>Bedford</b>	31,028	26,728	34,927	45,656	60,371	68,676	121.3	13.8
<b>Virginia</b>	3,966,949	4,651,448	5,346,797	6,189,317	7,078,515	8,001,024	101.7	13.0

Source: US Census

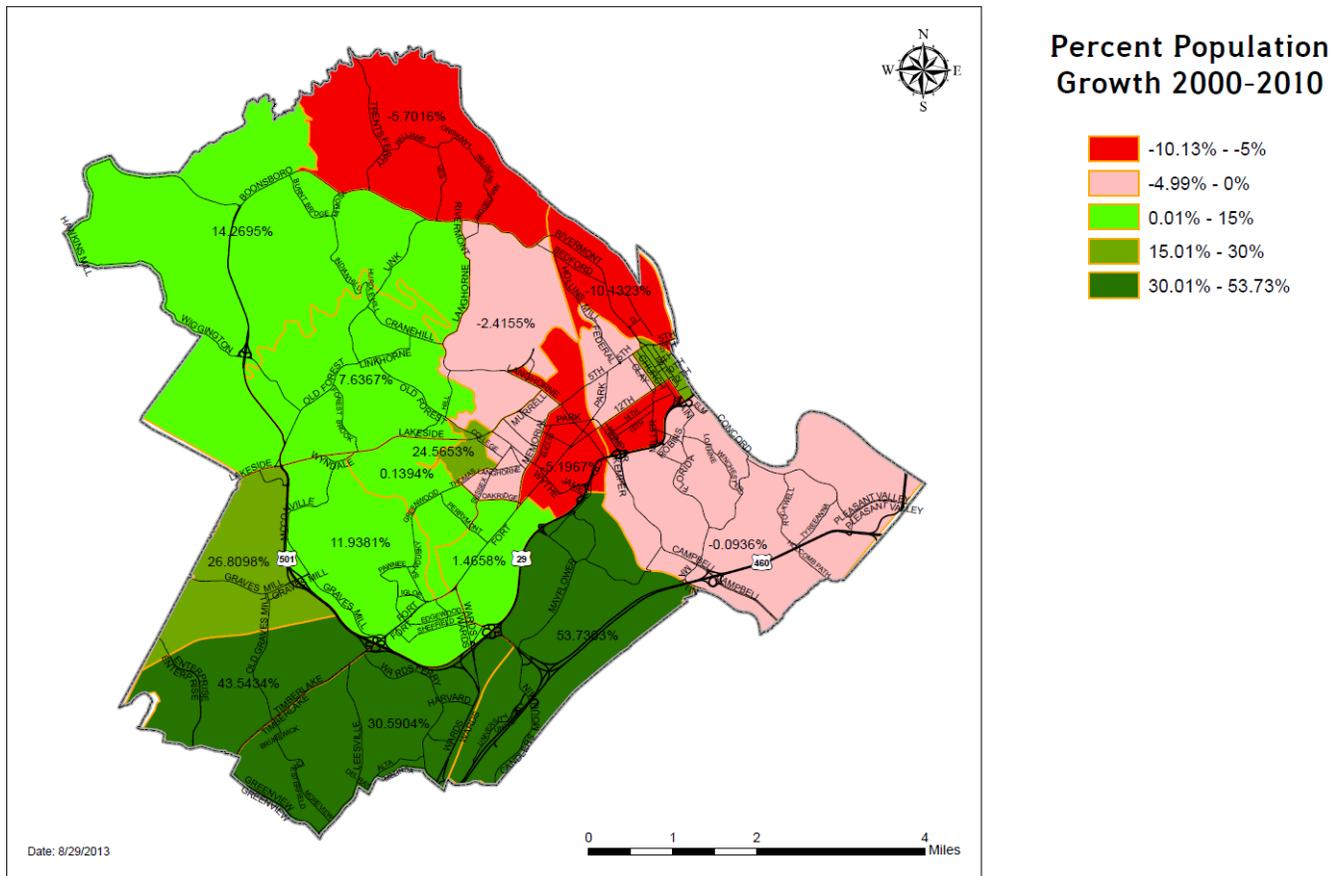


Exhibit 5-2 compares the population changes for seven First Cities of comparable size to Lynchburg. Virginia’s First Cities, of which Lynchburg is a member, is a coalition of 14 of the most fiscally stressed cities in Virginia. The group was formed to promote the needs of these cities to state government. Of these 14 cities, 7 are small to medium size cities with populations between 20,000 and 100,000. During the first decade of this century, Lynchburg has grown faster than any of these comparable cities and more than twice the 7.2 percent rate projected for Lynchburg’s MSA by the Weldon Cooper Center at the University of Virginia in 1999.

**Exhibit 5-2: Population Changes 2000-2010 for Selected Cities in Virginia**

	1990	2000	2010	% Change	
				90-2000	2000-10
<b>Lynchburg</b>	66,049	65,269	75,568	-1.2	15.8
<b>Charlottesville</b>	40,341	45,049	43,475	11.7	-3.5
<b>Danville</b>	53,056	48,411	43,055	-8.8	-11.1
<b>Hopewell</b>	23,101	22,354	22,591	-3.2	1.1
<b>Petersburg</b>	38,386	33,740	32,420	-12.1	-3.9
<b>Roanoke</b>	96,397	94,911	97,032	-1.5	2.2
<b>Staunton</b>	24,461	23,853	23,746	-2.5	-0.4
<b>Winchester</b>	21,947	23,585	26,203	7.6	11.1

Source: US Census

The Weldon Cooper Center at the University of Virginia projects that Lynchburg's population will increase by 10.9 percent between the years 2010 and 2030. As shown in Exhibit 5-3, with the exception of Campbell County, the population of each jurisdiction in the City's MSA is projected to increase faster than the City's.

**Exhibit 5-3: Population Projections for Lynchburg and Surrounding Counties**

	2010	2020	2030	% Change 2010-2030
<b>Lynchburg City</b>	75,568	80,229	83,840	10.9
<b>Amherst County</b>	32,353	33,353	34,386	6.3
<b>Appomattox County</b>	14,973	15,833	16,551	10.5
<b>Campbell County</b>	54,842	57,834	60,459	10.2
<b>Bedford County</b>	68,676	77,257	86,325	25.7
<b>Bedford City</b>	6,222	6,625	7,101	14.1
<b>Lynchburg MSA</b>	252,634	271,132	288,662	14.3
<b>Virginia</b>	8,001,024	8,811,512	9,645,281	20.6

Sources: \* Virginia Employment Commission through the Weldon Cooper Center, \*\* US Census

While the above population projections may prove to be correct, they are not consistent with growth trends since the year 2010 or the enrollment projections for student enrollment. The Census Bureau estimates that Lynchburg's population had reached 77,113 by the year 2013. Liberty University projects the addition of 3,100 students (increasing from 12,900 to 16,034) and 680 non-student employees between the years 2013 and the year 2020. Lynchburg College projects an increase of 100-150 students over the next decade and Randolph College projects an increase of nearly 100 students. If these student projections are correct, the increases in college and university student populations alone would exceed the above projections. The City should continue to monitor growth and update projections to ensure that it can accommodate a population that could approach 100,000 residents in the foreseeable future. Based on input from the public during this Plan update, future land uses have been modified and reviewed to ensure that the plan can accommodate more growth than projected.

## Demographic Characteristics

The characteristics of the City's population will help the City understand future service needs. Exhibit 5-4 describes the age characteristics of the City. The City's median population age decreased from 35.1 to 31 over the last decade, which reflects the increases in the significant increase in student-aged populations between 15 and 24, which comprise more than one-fourth of the total population. Other changes of note include:

- The increase in children under age 5 who have or soon will soon enter the school system;
- The decrease in adults between the ages of 35 to 44, which may indicate a shortage of opportunities for upward mobility;
- Increases in adults between the ages of 45 and 64, which likely reflects the attractiveness of the community for adults with older children and empty nests;
- The slight decrease in retirement aged residents between the ages of 65 and 84; and
- The increase in residents aged 85 and older, who likely are residents who have aged in place and those who have moved to Lynchburg for access to medical care or housing options that better suit their needs.

**Exhibit 5-4: Sex and Age Characteristics - Lynchburg 2010**

AGE	2000		2011		2000-2011
	Number	Percent	Number	Percent	Percent Change
<b>Under 5 years</b>	3,817	5.8	4,528	5.9%	19%
<b>5 to 9 years</b>	4,102	6.3	4,052	5.3%	-1%
<b>10 to 14 years</b>	4,192	6.4	3,665	4.8%	-13%
<b>15 to 19 years</b>	5,796	8.9	8,199	10.7%	41%
<b>20 to 24 years</b>	6,644	10.2	11,178	14.6%	68%
<b>25 to 34 years</b>	7,972	12.2	9,011	11.8%	13%
<b>35 to 44 years</b>	8,530	13.1	7,510	9.8%	-12%
<b>45 to 54 years</b>	8,094	12.4	8,732	11.4%	8%
<b>55 to 59 years</b>	2,923	4.5	4,009	5.2%	37%
<b>60 to 64 years</b>	2,554	3.9	3,554	4.6%	39%
<b>65 to 74 years</b>	4,888	7.5	4,751	6.2%	-3%
<b>75 to 84 years</b>	3,989	6.1	3,653	4.8%	-8%
<b>85 years and older</b>	1,768	2.7	2,007	2.6%	14%
<b>Median age (years)</b>	35.1	—	31		
<b>TOTAL POPULATION</b>	65,269	100	76,504	100	17%

Source: US Census

Exhibit 5-5 shows that while the majority of households are family households, non-family households are increasing in number and as a percentage of the whole. This reflects the increasing student population in Lynchburg. Since 1990, the percentage of

the non-family households has increased from 35 percent to 42 percent of all households and the percentage of residents living in group quarters (which includes dormitories) increased from 9.1 percent to 13.5 percent of Lynchburg's total population.

#### Exhibit 5-5: Household and Family Characteristics - Lynchburg 1990 - 2010

	1990 Number	1990 Percent	2000 Number	2000 Percent	2010 Number	2010 Percent
<b>TOTAL HOUSEHOLDS</b>	25,143	100	25,477	100	28,746	100
<b>Family Households</b>	16,380	65%	15,588	61%	16,368	57%
<b>Married Couple</b>	11,749	72%	10,597	68%	10,598	65%
<b>Female household</b>	3,930	24%	4,066	26%	4,637	28%
<b>Male household</b>	701	4%	925	6%	1,133	7%
<b>Nonfamily households</b>	8,763	35%	9,889	39%	12,108	42%
<b>TOTAL POPULATION</b>	66,049	100	65,269	100	75,568	100
<b>In households</b>	66,049	100	65,269	100	75,568	100
<b>In group quarters</b>	6,018	9.1	6,551	10	10,198	13.5
<b>Institutionalized</b>	1,228	1.9	1,703	2.6	1,534	2
<b>Non-institutionalized</b>	4,790	7.3	4,848	7.4	8,664	11.5

Source: US Census

Exhibit 5-6 shows that despite the decrease in population, the number of households increased from 1990 to 2000 by a small amount, 334 households or 1.3% and the size of households decreased from 2.4 to 2.30 in the year 2000 and maintained that size in 2010. The average household size in the City in 1960 was 3.3 persons, a full one person per household more than is found today. This reflects a national trend towards decreasing household size.

#### Exhibit 5-6: Average Household Size

	1960	1970	1980	1990	2000	2010
<b>Average Household Size</b>	3.3	2.9	2.6	2.4	2.3	2.3

Source: US Census

Some additional comparisons between Lynchburg and the 7 selected Virginia's First Cities regarding demographic characteristics are provided in Exhibit 5-7. This Exhibit shows that Lynchburg is a relatively low density city compared to the other Virginia's First Cities. Charlottesville exhibits the highest density of 4,221 persons per square mile compared to Lynchburg's 1,530 persons per square mile. Lynchburg's density is similar to that found in Petersburg and Staunton. Lynchburg's average household size is found in the middle of the range of average household sizes from Staunton's low of 2.15 persons per household to Hopewell's 2.45 persons per household. All of the cities have a higher median age than Lynchburg except Charlottesville, which has a median age almost 3 years lower than Lynchburg's.

**Exhibit 5-7: Year 2010 Demographics for Selected Cities in Virginia**

	Density Pop/Sq Mi	Number of Households (Total)	Average Household Size	Percent Male	Percent Female	Median Age (Years)
<b>Lynchburg</b>	1,530	28,746	2.3	46.9	53.1	30.3
<b>Charlottesville</b>	4,221	17,778	2.31	47.7	52.3	27.8
<b>Danville</b>	999	18,831	2.21	45.6	54.4	42.6
<b>Hopewell</b>	2,215	9,129	2.45	46.4	53.6	36.5
<b>Petersburg</b>	1,416	16,326	2.3	46.7	53.3	39.8
<b>Roanoke</b>	2,262	47,453	2.22	47.8	52.2	38.5
<b>Staunton</b>	1,205	11,738	2.15	45.3	54.7	42.2
<b>Winchester</b>	2,818	10,607	2.38	49.2	50.8	35.1

Sources: US Census and Wiki Land for population per square mile

**Income Levels**

Exhibit 5-8 compares income levels in Lynchburg to those in surrounding counties and across Virginia. The figures show that the City has the lowest median household income and highest poverty rate in the region. The Bureau of Economic Analysis, U.S. Department of Commerce, calculates a higher 2000 per capita personal income for Campbell County/Lynchburg compared to Amherst and Appomattox counties, but that may be due to higher income levels in Campbell County pulling up the average. Lynchburg's median household income and per capita income levels are significantly lower than the State averages. By federal standards, poverty exists in Lynchburg; it is a problem that the City must be cognizant of providing needed services to its citizens.

**Exhibit 5-8: Income Levels 2010**

	Median Household Income*	Per Capita Personal Income**	Percent of People of All Ages in Poverty*
<b>Lynchburg</b>	37,733	22,107	15%
<b>Amherst County</b>	44,383	22,128	7.7%
<b>Appomattox County</b>	57,191	22,721	14%
<b>Campbell County</b>	55,589	22,588	9.5%
<b>Bedford County</b>	56,021	27,845	6.4%
<b>Virginia</b>	63,302	33,040	7.5%

Sources: \*US Census, \*\*Bureau of Economic Analysis, US Department of Commerce

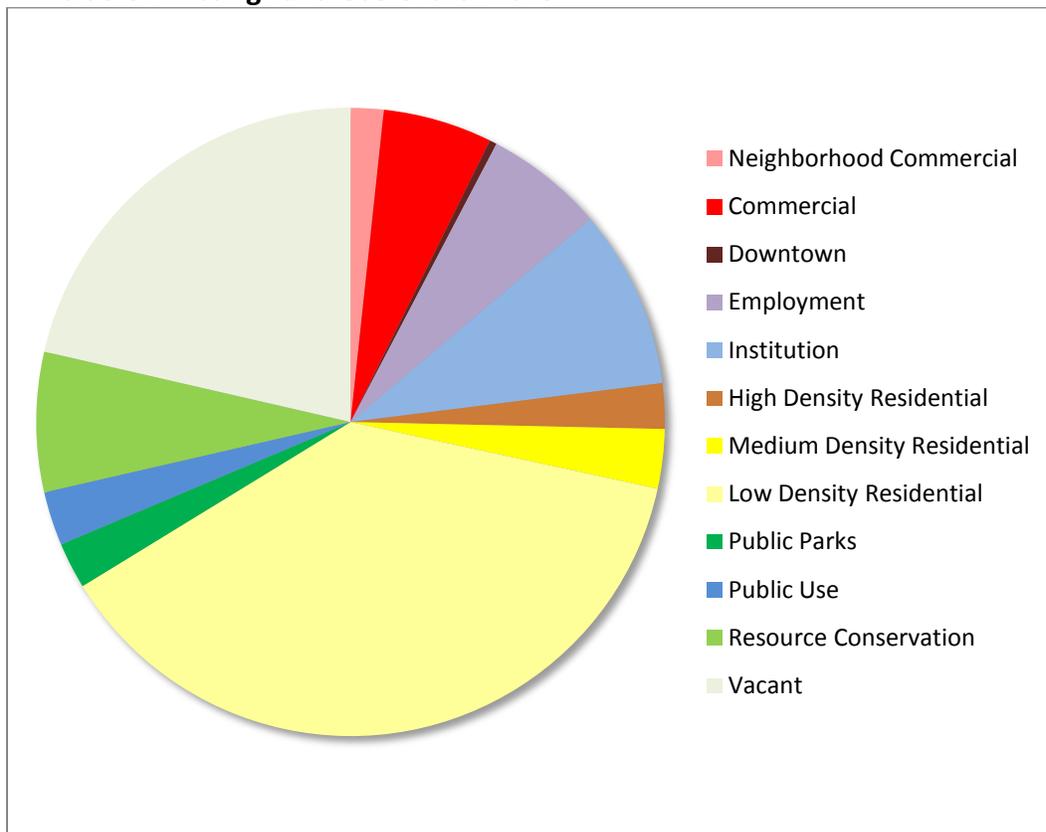
## Existing Land Use and Zoning

The previous sections of this chapter describe the size and characteristics of the City’s population, as well as that population’s income levels. This section describes how land in the City is used to house the population and its economic activity.

The land use analysis was developed by compiling the City’s Computer-Aided Mass Appraisal (CAMA) real estate files (real estate tax records) and linking them to the City’s geographic information system. The result was a map and data set that could be used to determine the location and the acreage for each land use type within the City. Assessor Land Use Descriptions were summarized according to a Generalized Land Use based upon assessor, zoning and park data.

The City of Lynchburg encompasses approximately 31,661 acres (just under 50 square miles) of land. After removing the 4,608 acres of right-of-way, there remain 27,053 acres of land. Exhibit 5.9 shows the percentage of this remaining land area devoted to each land use. Exhibit 5.10 provides the data in tabular form.

**Exhibit 5-9: Existing Land Use Chart - 2013**



Source: GIS, City CAMA Real Estate Files, Planning Works, August 2013

**Exhibit 5.10: Existing Land Use Data - 2013**

Land Use	Acres	Percent
<b>Neighborhood Commercial</b>	459	1.7%
<b>Commercial</b>	1,521	5.6%
<b>Downtown</b>	100	0.4%
<b>Employment</b>	1,660	6.1%
<b>Institution</b>	2,488	9.2%
<b>High Density Residential</b>	632	2.3%
<b>Medium Density Residential</b>	827	3.1%
<b>Low Density Residential</b>	10,236	37.8%
<b>Public Parks</b>	644	2.4%
<b>Public Use</b>	752	2.8%
<b>Resource Conservation</b>	1,947	7.2%
<b>Vacant</b>	5,789	21.4%
<b>Total (excluding right-of-way)</b>	<b>27,053</b>	<b>100.0%</b>

Source: GIS, City CAMA Real Estate Files, Planning Works, August 2013

**Neighborhood Commercial:** Including small scale retail, service and office uses occupy about 1.7% of the City's acreage, or about 459 acres, and are located within and at the edges of neighborhoods throughout the City.

**Commercial:** Uses include shopping centers, hotels, convenience stores, gas stations, restaurants, and so forth, and are found throughout the City and comprise about 5.6% of the City's land, or 1,728 acres. The Wards Road area is home to the City's major shopping districts, including Wards Crossing, River Ridge Mall, and Candler's Station. Other major retail uses are found along Timberlake Road, Lakeside Drive, and Old Forest Road.

**Downtown:** Uses include a mix of office, retail, service, residential and employment uses in this 100 acre area that is the historic core of the City.

**Employment:** Including limited and general industrial uses account for about 6.1% of the City's total land use acreage and are concentrated primarily along major highways and rail corridors. Industrial uses include manufacturing, warehouse, and distribution facilities. The City's major industrial areas are found in its Business / Technology and Employment Areas, as identified on the Plan Framework map.

**Schools, Colleges & Institutions:** Account for 9.2% of the City's acreage. Schools and colleges include public and private facilities and are found throughout the City. Institutions, including churches, other places of worship, lodges, hospitals, and libraries, are found mostly mixed among residential uses. In addition to its own elementary, middle, and high schools, the City is home to five colleges: Randolph-Macon Woman's College, Lynchburg College, Liberty University, Virginia University of Lynchburg, and Central Virginia Community College.

**Residential:** Including low, medium, and high density, are found throughout the city. Low density residential uses include detached single family homes and are generally zoned R-C, R-1, or R-2. Medium density residential uses include attached single family houses, duplexes, townhouses and mobile home parks, generally zoned R-3. High density residential uses include multifamily units of condominiums, apartments, and nursing homes and are generally zoned R-4 or R-5.

The low density areas of the City are made up of mostly single family subdivisions located in the western half of the City. The majority of homes in these areas were built after 1926. Low density residential lands make up 37.8% of the City's land area, more than any other residential use, or any developed use. Generally, they are found in large blocks of single land uses.

Older medium density residential neighborhoods surrounding the downtown, such as College Hill, Miller Park, Diamond Hill, and Tinbridge Hill, contain many houses built prior to 1926. These tend to be mixed use neighborhoods with houses mixed among retail, commercial, office, industrial, and public uses. More recently built medium density residential uses are scattered mostly near Breezewood Drive and the 501 Expressway and between Lakeside Drive and Old Forest Road. Other medium density uses are located along Leesville Road and Wards Ferry Road. Medium density residential uses make up 3.1% of the City's land area.

High density residential land uses are found in scattered sites and comprise 2.3% of the City's land area. Other residential uses are common areas (1.2%) and commercially zoned residential uses (.9%) Overall, residential uses, low, medium, high density and common areas occupy 43% of the City's acreage.

**Public Parks:** The 644 acres of public park land and facilities occupy 2.4 percent of the City and are located throughout the City, with concentrations along major drainageways.

**Other Public Uses:** Public facilities, including city-owned, state, or federal facilities, such as City Hall, properties of the Greater Lynchburg Transit Company, or the landfill (excluding schools and colleges), about 2.8% of the City's land, or 752 acres. A major portion is the City's landfill in the Tyreeanna / Pleasant Valley area. Other major public uses, including City offices, are found downtown. Land owned by the City Economic Development Authority is included in this category.

**Resource Conservation:** Lynchburg is a City of Hills, with steeply sloping land, floodways, and floodplains comprising 7.2% of the City of 1,947 acres.

**Vacant:** Vacant land is defined as land that has no buildings or improvements. At first glance, it appears the city has more than enough land to accommodate new growth. According to the analysis, almost 5,789 acres, or 21.4% of the total land area inside the City limits, are identified as vacant. However, a large portion of the vacant land is affected by environmental constraints such as steep slopes, floodplains, or soils unsuitable for septic systems. The latter may be surprising, but as discussed in Chapter 15, Public Utilities, there are areas of the City that are not currently served by public

sewer service. Poor soils in these areas limit development there. The largest parcels of vacant land are found on Candler's Mountain in the southeastern portion of the City along the eastern side of 460. Other significant vacant land is found in the Tyreeanna / Pleasant Valley area in the easternmost corner of the City and along the western border of the City west of the Expressway.

**Transportation/Utilities ROW:** Omitted from the previous analysis were lands subject to transportation and utility rights-of-way. Cumulatively, these lands account for almost 4,608 acres of the City and include land reserved for roadways, utilities and railroad uses.

# Chapter 6: Land Use & Community Design

## Chapter Overview

This chapter focuses on land use patterns and incorporates three key components:

- The Planning Framework provides an overview of the main ideas and themes addressed in the Plan;
- Future Land Use describes the future land use categories and their relationship to existing land use, zoning and anticipated changes in Lynchburg’s land use and development patterns; and
- Community Design summarizes design factors to be considered as changes occur within the public and private realms to ensure consistency with the Comprehensive Plan’s vision, goals and policies.

## Planning Framework

The Plan Framework Focuses and Map are shown in Exhibits 6-1 and 6-2, respectively. Exhibit 6-1 lists the areas on the framework map and summarizes focus for changes in each area. The Plan Framework illustrates the City’s general pattern of development and highlights areas where some degree of change is encouraged or anticipated. The following sections elaborate on the focus for each area.

**Exhibit 6-1: Plan Framework Focuses**

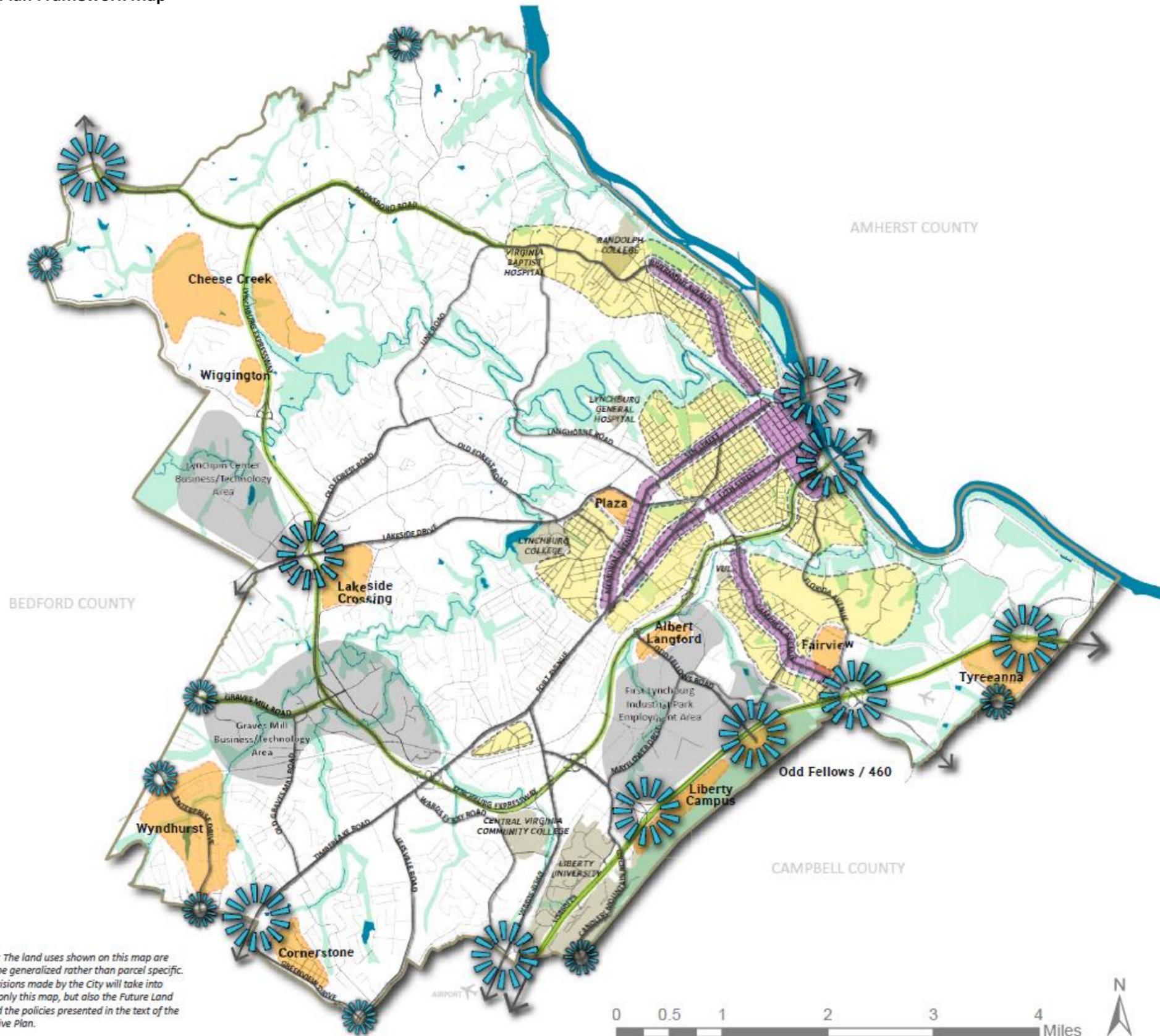
Framework	Focus
<b>City Gateways</b>	Strengthening the City's image and attractiveness by improving entries.
<b>Resource Conservation Areas</b>	Protecting parks and natural resources.
<b>Revitalization Areas</b>	Encouraging reinvestment and sensitive redevelopment in older commercial districts.
<b>Corridor Study Areas</b>	Improving the conditions, character, and quality of primary travel corridors.
<b>Neighborhood Conservation Areas</b>	Improving the quality of life in the City’s mature neighborhoods.
<b>Development/ Redevelopment Areas</b>	Encouraging coordinated planning for large tracts of vacant, developable land that incorporates smart growth techniques on key gray-field and green-field sites throughout the City.
<b>Business/Technology &amp; Employment Areas</b>	Maximizing the use and attractiveness of existing and emerging employment districts and incorporating appropriate residential development through mixed-use, live-work and other residential options that enhance the areas’ employment function.
<b>Scenic Conservation Areas</b>	Conserving the scenic quality of Boonsboro Road, the Lynchburg Expressway, Graves Mill Road, and US Route 460 (future US Route 29 Bypass).



Exhibit 6-2: Plan Framework Map

## Exhibit 6-2 Plan Framework Map

September 2013



-  **City Gateways**  
*Strengthening the City's image and attractiveness by improving entries*
-  **Resource Conservation Areas**  
*Protecting parks and natural resources.*
-  **Scenic Conservation Areas**  
*Conserving the scenic quality of Boonsboro Road, the Lynchburg Expressway, Graves Mill Road, and US Route 460.*
-  **Neighborhood Conservation Areas**  
*Improving the quality of life in the City's mature neighborhoods.*
- Growth Areas**
  -  **Revitalization Areas**  
*Encouraging reinvestment and sensitive redevelopment in older commercial districts.*
  -  **Development / Redevelopment Areas**  
*Encouraging smart growth techniques on key grayfield and greenfield sites throughout the city.*
  -  **Business/Technology & Employment Areas**  
*Maximizing the use and attractiveness of existing and emerging employment districts.*
-  **Major Institutions**
-  **City Boundary**

Prepared by:  
Department of Community Development  
Planning Works

DISCLAIMER: The land uses shown on this map are intended to be generalized rather than parcel specific. Land use decisions made by the City will take into account not only this map, but also the Future Land Use Map and the policies presented in the text of the Comprehensive Plan.



## City Gateways

The Framework Map identifies the City's major and minor gateways—places where the regional road network enters the City. These gateways serve as the community's front door, establishing first impressions and reinforcing images and perceptions of Lynchburg's quality of life and vitality.

The City should evaluate the visual qualities and entry experience at each of the gateways and identify appropriate improvements, including the installation of updated entry signage, landscape improvements, and screening of unsightly views. Gateway improvement plans should be developed in collaboration with VDOT, neighborhood and business groups, and nearby property owners. City-wide gateway and wayfinding designs should be coordinated with the City's branding initiative.

### Downtown Entry Sign



### Major Gateways

Major gateways have been designated in locations where heavily traveled, typically four-lane roads cross from surrounding counties into the City. Major gateways include:

- The John Lynch Memorial Bridge
- US Route 29 Bypass (existing) at the Carter Glass Memorial Bridge
- US Route 29 Bypass (future)/US Route 460 Interchange in the Tyreeanna/Pleasant Valley neighborhood
- Campbell Avenue /US Route 460 Interchange
- US Route 460 /US Route 501 Interchange (near River Ridge Mall)
- Wards Road and the US Route 460/US Route 29 Interchange (near the Airport)
- Boonsboro Road
- Odd Fellows Interchange
- Timberlake Road
- Lakeside Drive and the Lakeside Drive/Lynchburg Expressway Interchange (future)

The John Lynch Memorial Bridge, which affords an unparalleled panoramic view of the City's skyline and provides direct access to downtown, major visitor destinations, historic sites, and visitor support services, is identified as the City's preferred entry into the Downtown area for traffic from the north. Directing visitors to this entry presents certain challenges, especially given the changes in regional circulation anticipated once the Madison Heights Bypass is complete. The City should work closely with VDOT and Amherst County to enhance the appearance of the John Lynch Memorial Bridge as a welcoming gateway and direct visitors to it.

### **Minor Gateways**

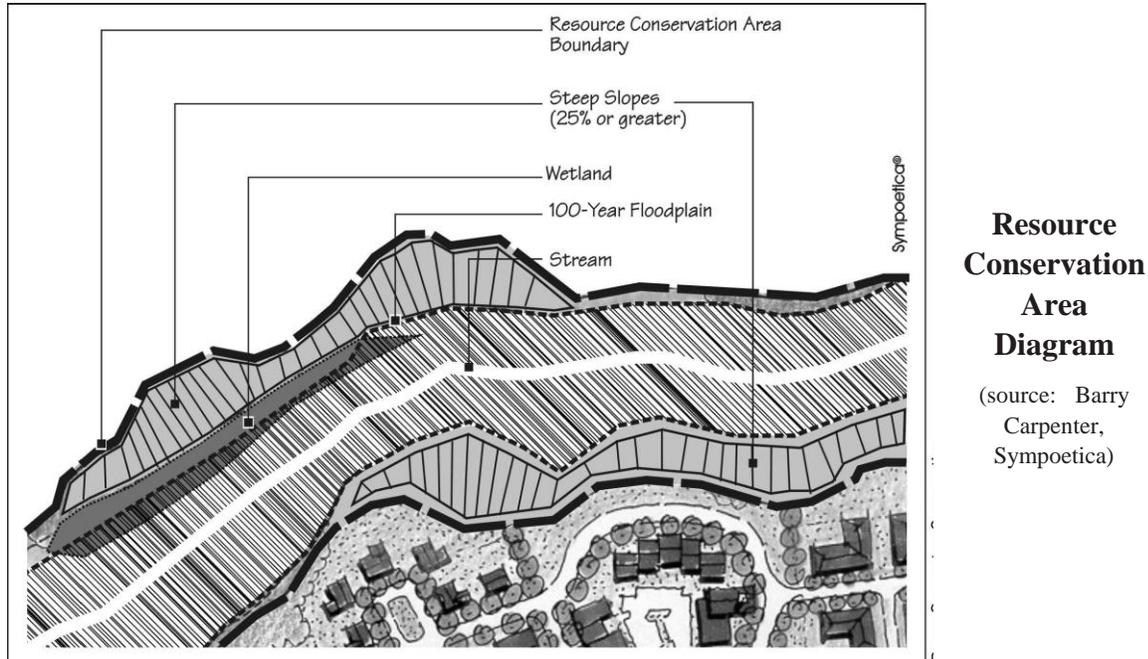
Minor gateways have been designated in locations where secondary (typically two-lane) roads cross City boundaries. Minor Gateways include:

- Candler's Mountain Road
- Leesville Road
- Graves Mill Road
- Tyreeanna
- Leesville Road/Greenview Drive
- Coffee Road
- Enterprise Drive
- Trents Ferry Road

### **Resource Conservation Areas**

Resource Conservation Areas, illustrated in green on the Framework Map, include rivers, streams, wetlands, floodplains and adjacent steep slopes (25 percent or greater). Many of the City's parklands incorporate significant resource conservation land. These areas serve a range of important functions—wildlife habitat, natural stormwater control, active and passive recreation—and are counted among the City's primary assets. The conservation of these environmentally sensitive areas is one of the primary goals of the Plan.

Like other communities in Virginia's Piedmont region, rivers, stream valleys, and hillsides have had a profound influence on the development of the City's form. The City was founded at a convenient crossing along the James River, the downtown was built on high ground above the floodplain, and later development extended outward from the core along roads following the ridge lines—Rivermont Avenue, Fort Avenue, and Campbell Avenue. Neighborhoods developed on the high ground, and railroads—and later highways—followed the contours in the lowlands.



As the City approaches build-out, pressure to develop adjacent to and within sensitive areas will increase. To ensure that the natural function and beauty of the City's remaining natural areas are conserved, the City should carefully evaluate development proposals and employ a range of strategies to accommodate infill while protecting resources. These strategies may include incentives such as density bonuses for resource protection or dedication, site development flexibility for clustering, acquisition of critical lands, requirements for best management practices, stormwater fee credits or other approaches that accomplish the plan's goals to facilitate infill development while protecting or enhancing the function of natural areas.

### Revitalization Areas

Some of the City's older commercial areas have experienced decreased vitality, following patterns of change common to older commercial areas in many cities across Virginia and the country. Downtown, the City's historic mercantile center has experienced significant reinvestment and revitalization over the last decade. Other retail areas serving the City's inner ring of older neighborhoods have yet to attract significant reinvestment. The Plan Framework Map targets the following areas for revitalization based on such factors as high vacancy rates, building obsolescence, proximity to residential areas underserved by retail, traffic, land use conflicts and historic character:

- Campbell Avenue
- 12<sup>th</sup> Street
- Fort Avenue
- Memorial Avenue
- Downtown

Revitalization is important for many reasons and meets many City goals, including:

- Restoring historic mercantile centers;
- Eliminating vacancy and blight;
- Providing retail service and employment opportunities in close proximity to inner City neighborhoods;
- Taking advantage of the City’s existing infrastructure;
- Reusing and recycling existing buildings for a stable mix of residential and non-residential uses, including important historic buildings; and
- Improving the City’s image.

Revitalization plans should address such issues as:

- The appropriate mix and location of uses based on market potential and compatibility with surrounding neighborhoods;
- Adaptive reuse of historic and other quality buildings;
- The design quality of buildings and spaces—design guidelines;
- Streetscape and façade improvements;
- Pedestrian, bicycle, and vehicular circulation;
- Redevelopment opportunities;
- The incorporation of public parks, public facilities, and civic uses; and
- Public investments and incentives to spur revitalization.

**Illustrative  
Revitalization  
Concept, Twelfth  
Street Corridor/The  
Shoe Factory  
Condominiums**



Barry Carpenter, Sympoetica

### Corridor Study Areas

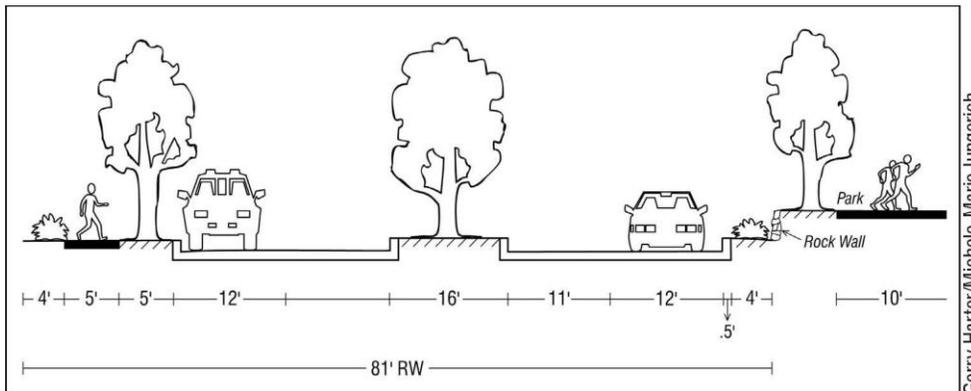
The Plan Framework Map highlights the City’s primary commercial and mixed use corridors. As important local and regional travel routes and commercial destinations, these areas strongly influence the City’s accessibility, attractiveness, and economic vitality. For each Corridor Study Area, the Plan recommends the completion of studies to analyze existing conditions and uses; to evaluate development, redevelopment, design, and conservation alternatives; and to identify improvement strategies. The Corridor study areas on the Plan Framework Map include:

- Rivermont Avenue
- Boonsboro Road
- Old Forest Road
- Lakeside / 221
- Timberlake Road
- Wards Ferry Road
- Candler Mountain / Wards Road
- Fort Avenue
- 12<sup>th</sup> Street
- Florida Avenue
- Concord Turnpike
- Tinbridge Hill

These studies should address:

- Land use and design quality
- Vehicle and pedestrian circulation
- Development, redevelopment, and reuse opportunities
- Conservation of special features
- Provision of utilities and public facilities

### Illustrative, street profile showing a design for the Midtown Connector



## Neighborhood Conservation Areas

The Plan Framework Map identifies five neighborhood conservation areas. Four of the areas are traditional residential neighborhoods built generally before WWII. The fifth is somewhat younger with most houses built after 1950. These five areas are described as:

1. **The Lower Rivermont Area.** Extending north from 3rd Street downtown, and including frontage along Rivermont and Bedford Avenues to Oakwood Court, this area includes the neighborhoods of Daniel's Hill and Rivermont, and portions of Riverside, Woodland, Oakwood, and Peakland.
2. **The Fifth Street Area.** Extending west from Harrison Street to Morgan Street and north from 10th Street to Gatlin Street and Blackwater Creek, this area includes the neighborhoods of Garland Hill, Tinbridge Hill, College Hill, Dearington, and a portion of Miller Park.
3. **The Twelfth Street Area.** Extending south from 14th Street between Pierce and Harrison Streets, continuing along the north side of the Expressway to Fishing Creek and east to the railroad tracks, this area centers on Twelfth Street and includes the neighborhoods of College Hill, Diamond Hill and White Rock Hill.
4. **The Fort Avenue Area.** Extending southwest from the intersection of Fort and Campbell Avenues to New Hampshire Avenue and north from the Western Railway tracks to College Street, this area includes portions of the Miller Park, West End, and Fort Hill neighborhoods.
5. **The Edgewood/Edinboro Area.** Extending west from Wards Road, south from Fort Avenue, and north of the railroad tracks, this area is the youngest of all those designated and the only one not located in the traditional neighborhood areas shown on the Future Land Use Map.

Neighborhood Conservation Areas 1- 4 form the inner ring of residential development around the central business district. These neighborhoods are an extension of the Downtown with mostly traditional street layouts and excellent direct access to Downtown amenities. All of the City's historic districts and many of the recognized historic places are found within Neighborhood Conservation Areas 1-4.

Although rich in historic and cultural fabric, these mature neighborhoods face challenges of reinvestment and rehabilitation. Some of the homes are very large wood structures over 3,000 square feet in size. The cost of rehabilitating and maintaining these large homes may deter some potential home buyers and investors. Other houses are very small, less than 1,000 square feet, and not as attractive to families as larger suburban homes. Conversion of some homes in Neighborhood Conservation Areas to rental units has resulted in their gradual deterioration. Citizens in public meetings have expressed concerns about the negative effects of poorly maintained, deteriorating, vacant, and abandoned homes within their neighborhoods. Others discussed inappropriate infill development and teardowns, where the style and size of new construction does not blend well with the architectural character of existing homes on the block. Maintaining the existing housing stock and encouraging public and private

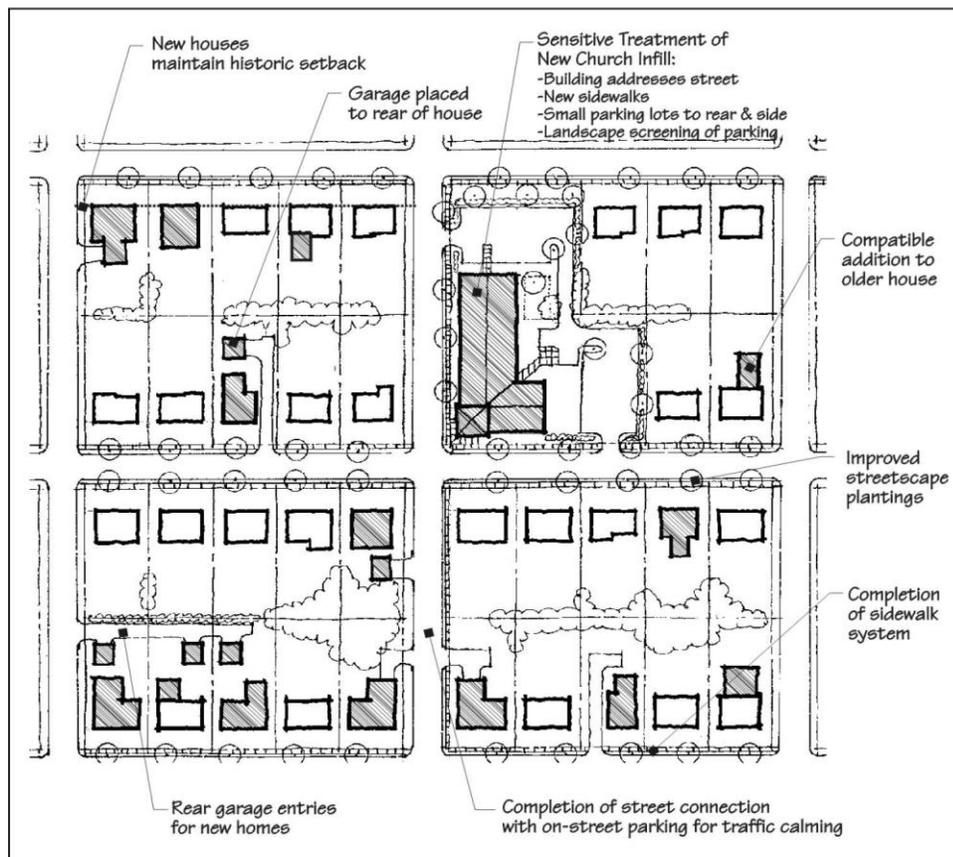
investment that supports neighborhood character is critical to neighborhood stabilization.

Neighborhood Conservation Area 5 has somewhat different issues than Areas 1-4; the primary problem being the encroachment of new commercial development from Fort Avenue and Wards Road. Multiple small lots have been purchased and houses demolished to make way for suburban style shopping centers, fast food restaurants, and other retail developments. Visual and traffic impacts have become a destabilizing force in the neighborhood.

The City plans to address the issues for Neighborhood Conservation Areas by working with residents, as well as public and private housing providers to develop community-based neighborhood plans that address neighborhood issues through:

- Rehabilitation and renovation of older houses;
- Facilitating home ownership and improving the quality of rental housing;
- Applying Traditional Residential Overlay zoning to reduce the number of variances and conditional use permits needed to build and renovate older homes on small lots;
- Land use conflict reduction, including conflicts between residential areas and adjacent commercial or industrial areas and conflicts created by the expansion of public and civic uses within neighborhoods;
- Reducing pressures to convert single family houses and lots to other uses, such as commercial uses, along major roads;
- Mitigating traffic impacts, such as commuter traffic on major through roads and industrial truck traffic;
- Providing infrastructure improvements, including street and sidewalk repairs, traffic calming measures, new sidewalks and trails, CSO improvements, upgraded water and sewer lines;
- Making other public investments, such as street tree planting, pocket parks, and community centers;
- Maintaining neighborhood schools;
- Addressing safety and security issues, particularly as identified through the Community Policing Program;
- Encourage the involvement of neighborhood residents in the improvement and maintenance of their neighborhoods (building leadership capacity, encouraging civic involvement); and
- Applying standards for public landscape, streets, and utilities in the Historic Districts to enhance their distinctive design.

Illustrative, Rehabilitated Neighborhood Conservation Area 2002

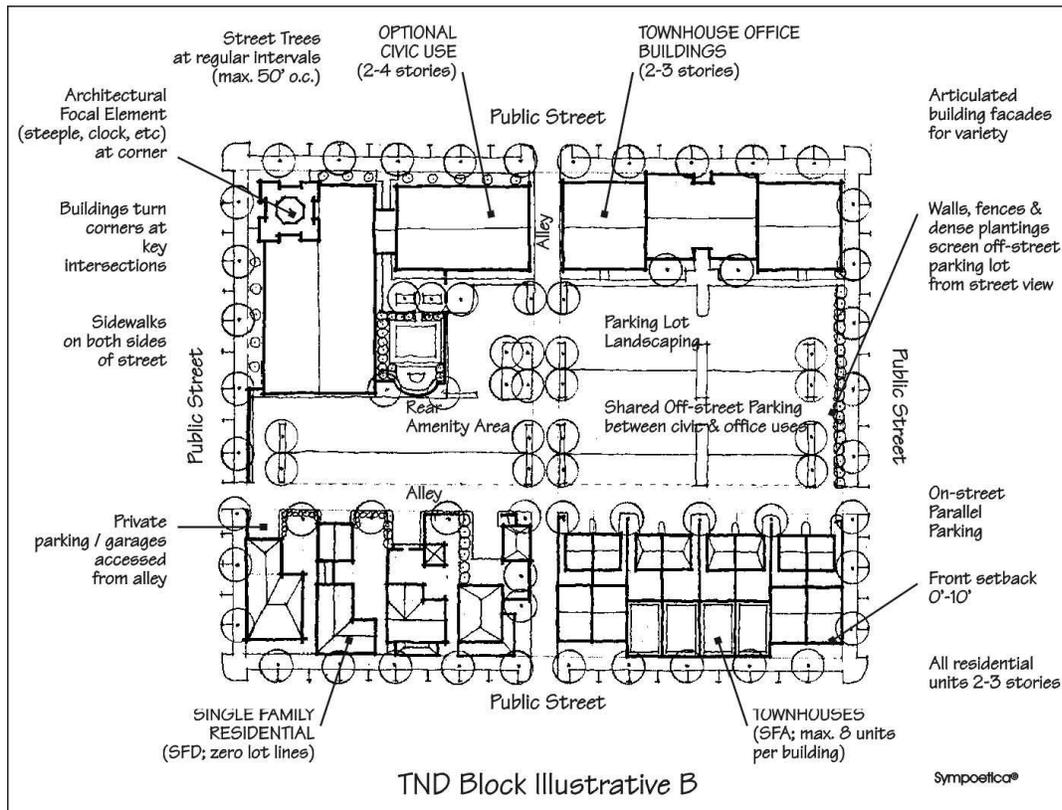


### Growth Areas

The City of Lynchburg has a limited number of large areas remaining for new development, which increases the importance that remaining vacant areas be well-planned and constructed so that they become assets to the City. This Plan recommends that several of these areas include a mix of uses to efficiently address infrastructure and mobility challenges. The Plan Framework Map identifies the following growth areas:

- Cheese Creek
- Candler's Mountain
- Plaza/Midtown

Sample Layout for Mixed Use Growth Area



Each of these areas has unique characteristics that will shape the mix of land uses, intensity and design. The Cheese Creek area is likely to develop in a pattern similar to Wyndhurst’s with a mix of housing types and a community commercial area with a “Main Street” character that serves as a central retail area for the northwestern part of the City. The Candler’s Mountain area is relatively steep and so the maximum gross residential density will be lower than other mixed use areas. Retail and service development should be limited in this area due to the large amount of retail space already located across US Route 460. The Plaza/Midtown area includes the Plaza Shopping Center, strip commercial areas and small shopping centers, E.C. Glass High School, the City’s main library, the City’s main bus transfer center, office uses, and some residential areas. The goal of the plan for this area is to create integrated in-town community with a commercial core, medium to high density housing, and professional offices, with complementing high school and library.

Common factors for the development/redevelopment of each of these growth areas should be:

- Interconnected grid street systems, though the grid will be somewhat limited by the terrain of the Candler’s Mountain area;
- Compatible mixes of residential and non-residential land uses;

- Accessible community facilities and spaces;
- Better Street designs that support bicyclists, pedestrians and other modes of transportation; and
- Resource conservation area designs that improve water quality, while effectively managing stormwater and providing pedestrian amenities.

## **Business/Technology & Employment Areas**

As the region's economy has expanded and diversified—balancing a reliance on heavy industry and manufacturing with a mix of technology and service industries—demand for industrial buildings and sites has changed. Once concentrated along rail lines downtown and along the river, the City's industrial uses have migrated to more suburban locations along the US 29 Bypass and the Expressway.

Several factors have influenced this shift, including access to transportation, changes in building requirements, and, to a lesser but increasingly important extent, proximity to communication infrastructure. While rail access remains important, access to the regional road network has become a central factor shaping the location of industry in the region. Easy access to the US 29/ Lynchburg Expressway and the region's arterial road network is among the most important factors affecting the location of industrial uses in the City. Airport access also has become an important factor, especially for warehousing and distribution facilities, manufacturers, and assemblers serving national and international markets.

The second driver of these locational shifts in industry relates to the evolution of manufacturing practices and the associated change in demand from multi-story buildings to single-story, open span structures with on-site parking, truck loading facilities, and expansion potential. As demand has changed, large (10-50 acres), relatively level sites with access to sewer, water, road, rail, and communications infrastructure have increased in popularity as smaller, closer-in properties have become less attractive for industrial development.

Recognizing these shifts in demand, the Plan Framework Map identifies the following business/technology & employment areas:

- Graves Mill
- First Lynchburg Industrial Park
- Lynchpin Center

Generally, these areas share the following characteristics:

- Existing or emerging concentrations of industrial, office, and technology uses;
- Easy access to highway and/or rail facilities;
- Remaining developable land;
- Natural buffers adjacent to existing and developing residential areas; and
- Access to public utilities and communication infrastructure.

For these areas, the Plan encourages the efficient use of developable lands, the preservation of natural buffer zones between industrial and surrounding residential

uses, the discouragement of large-scale retail uses in areas better suited to industrial development, and the gradual removal of isolated residential uses within the areas. By encouraging the clustering of similar uses in these designated areas, the City seeks to preserve and expand the City's employment base, concentrate infrastructure investment, and minimize potential use conflicts. While limited commercial use may be appropriate to serve the needs of employers and employees in these areas, permitting a broad mix of uses is not recommended. Given the size and location of the Graves Mill area, a mixed use core with higher density residential development and retail uses is appropriate for the area south and west of the interchange of Graves Mill Road and the Lynchburg Expressway.

### **Scenic Conservation Areas**

Several major roadways in Lynchburg have scenic qualities that should be conserved. Land along them is highly visible to the residents and visitors that use these roads. The image they present sets an image for the entire City, one that the City would like to protect and enhance.

Highlighted in light green on the Plan Framework Map, Scenic Conservation Area roads include Boonsboro Road, the Lynchburg Expressway, Graves Mill Road and US Route 460 (the future US 29 Bypass). The Expressway, Boonsboro Road, and Graves Mill are already subject to the City's Scenic Corridor Overlay District, a zoning district that contains extra landscaping and buffering requirements. The other road corridors highlighted should be added to the Scenic Corridor Overlay District. In addition, the provisions of that district should be revised to enhance its effectiveness in protecting the scenic quality of these corridors.

While each of the following factors is important throughout Lynchburg, they are particularly critical to retain and enhance the scenic quality of designated scenic conservation areas:

- Retention of trees
- Limits on grading
- Landscape treatment of cut and fill slopes
- Limits for the size and number of commercial signs
- Lighting standards
- Limits on curb cuts and requirements for interparcel access
- Enhanced landscaping of land developed within the viewshed of the road
- Sidewalk and bicycle land/path standards

In addition, the City plans to pursue expansion of the LEAF program, the private-sector funded right-of-way landscaping program that has been so successful along the Expressway.

**An area in the  
Scenic Corridor  
Overlay District  
landscaped by the  
LEAF Program**



## **Future Land Use**

One of the primary functions of a Comprehensive Plan is to set forth a community's policies regarding the future use of land and needed improvements to the community's land use management ordinances. This section discusses general patterns of development and where changes in land use and development character are encouraged or anticipated.

### **Future Land Use Map**

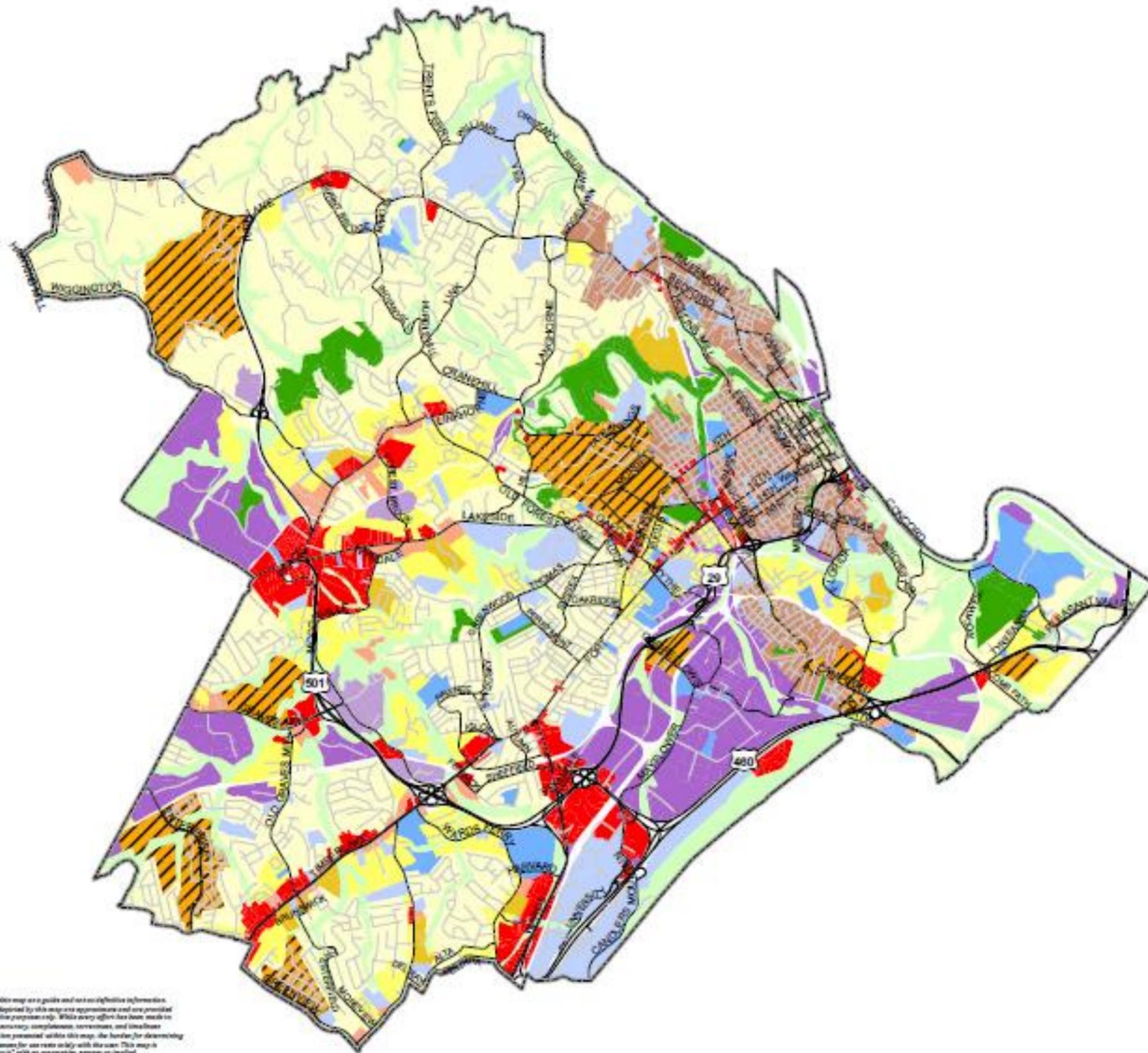
The City adopted a Future Land Use Map in its 1984 Plan. Significant amendments to the map were made in 1989, 1992, 1994 and 2003. The Future Land Use Map (See **Exhibit 6-3**) depicts the City's intention for the future use of land. Each color on the map represents a different land use as shown to the right:

The City will use the Future Land Use Map to guide decisions regarding development proposals, such as rezonings and conditional use permits. The City will use the map for planning its own facilities and for influencing state and federal agencies to plan their facilities, including roads. The Future Land Use Map is not static. It should be changed to reflect changing conditions, opportunities, and priorities, though such changes should always be made with eye toward both their local and citywide impacts. The Future Land Use Map amendment process should be designed so that it can run concurrently with a rezoning, conditional use permit and area plan approvals.

# Exhibit 6.3 Future Land Use

October 2013

-  Public Parks
-  Resource Conservation
-  Public Use
-  Institution
-  Downtown
-  Employment 1
-  Employment 2
-  Neighborhood Commercial
-  Commercial
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Traditional Residential
-  Mixed Use



Please use this map as a guide and not definitive information. The areas depicted by this map are approximate and are provided for illustrative purposes only. While every effort has been made to ensure the accuracy, completeness, correctness, and timeliness of information presented within this map, the burden for determining appropriate uses for use rests solely with the user. This map is provided "as is" with no warranties, express or implied.

Prepared by:  
Department of Community Development  
Planning Works

It is important for users of this Comprehensive Plan, the Plan Framework Map, and the Future Land Use Map to understand that both the text of the Plan and these two maps should be used in concert to guide decisions that affect land use. Neither map is parcel-specific. However, the City should coordinate zoning map and Future Land Use Map amendments to keep both maps consistent.

The Future Land Use Map provides adequate development potential to meet the projected growth needs of the City through 2030, with sufficient additional capacity for market flexibility. However, significant reductions in the planned densities, particularly in areas designated for mixed use, traditional residential, medium density residential and high density residential areas could negatively impact the City's ability to accommodate projected growth.

### **Description of Future Land Use Categories**

Descriptions of the various land uses provided below should be used to characterize the uses and intensity of uses that either exists or that the City would like to see develop or redevelop, as depicted on the Future Land Use Map. While the map provides for compatible land uses within categories, the design of development is essential to ensure compatibility within and between categories.

The Future Land Use Map establishes maximum densities within residential areas. In some cases, site constraints may limit achievable densities. The zoning ordinance may enable density bonuses in some areas to achieve or exceed gross densities established in for the applicable future land use category when development provides community benefits. Community benefits include the protection of natural resources, mobility enhancements and other improvements that benefit the community as a whole as established in the zoning ordinance. While stand alone residential uses are not encouraged in commercial and employment areas, they may be allowed as part of an overall development plan.

**Low Density Residential.** Low Density Residential areas are dominated by single family detached housing at densities of up to four dwelling units per acre. These areas are colored light yellow on the Future Land Use Map. In addition to residential uses, they may include public and institutional uses compatible in scale with single family residential homes. Private recreation uses, including country clubs and swim and racquet clubs, and private open space are also appropriate for Low Density Residential areas.

**Medium Density Residential.** These areas are characterized by small-lot single family detached housing, duplexes, and townhouses at densities up to 12 units per acre. Where neighborhoods already exist, infill development should be at a compatible density and housing type. In addition to residential uses, they may include public and institutional uses compatible in scale with single family residential homes. Private recreation uses, including country clubs, swim and racquet clubs, and private open space are also appropriate.

**High Density Residential.** High Density Residential areas are developed or planned to be developed into high density townhouse or multifamily housing. Densities can range up to 30 units per acre. They may include public, institutional, private recreation, and private open space uses. Limited retail and service uses may be established as part of mixed-use developments and within high density residential projects.

**Traditional Residential.** This land use category, shown light brown, has been applied to the City's older neighborhoods, generally built before World War II and before the City was zoned. The City's historic districts are located in the traditional residential area. Consequently, for many of the houses here, lot sizes, setbacks, and/or building heights do not conform to the standards of the City's residential zoning districts. Most of these neighborhoods are identified as Neighborhood Conservation Areas on the Plan Framework Map and are planned for further study for appropriate zoning changes, public investment, and community building efforts. Infill residential development in these neighborhoods should be designed to complement the style and type of housing there and to utilize comparable setbacks, yards, and building heights. Large new or expanded public and institutional uses are not appropriate for these areas unless they can be designed to blend into the existing urban fabric through landscaping or architectural treatments. Within Traditional Residential neighborhoods, small retail, personal service, office, and restaurant uses are often found. These uses may continue, although expansion is not recommended unless supported by a recommendation in a Neighborhood Conservation Area Plan.

**Neighborhood Commercial.** These areas are intended to consist primarily of office, retail, personal service, and restaurant uses that are scaled and designed to be compatible with and serve their immediate neighborhood. Patrons can walk, bike or take a short drive to reach them. They are comprised of individual businesses, clusters of businesses, or small shopping centers. Neighborhood shopping centers meet the day-to-day needs of a limited residential trade area of 2,500 to 10,000 people and average about 50,000 square feet of space. A small grocery store or drug store is often the anchor for a neighborhood shopping center. Office uses should be relatively small-scale with building floor areas not exceeding 20,000 square feet and heights not exceeding four stories. Residential uses may be established on the upper floors of commercial structures or as transitional structures between residential and commercial buildings.

**Community Commercial.** Community Commercial areas contain retail, personal service, entertainment, and restaurant uses that draw customers from at least several neighborhoods, the entire City or the region. Community Commercial areas contain clusters of businesses, often at major intersections, and shopping centers. Most community shopping centers range from 100,000 to 200,000 square feet and serve 40,000 to 70,000 people. Regional shopping centers would be at least as large as Community Commercial ones, 100,000 to 200,000 square feet, possibly larger, if parcels of sufficient size can be found or assembled. They are intended to serve 70,000 to 100,000 people. Office, research and development, and technology development uses

may be permitted in Community Commercial areas as long as traffic and other impacts to the community are mitigated. In particular, conversion of existing vacant retail space to these uses may be appropriate in areas where there is sufficient retail to serve the community and space for employment uses is needed.

**Employment 1.** These areas are intended for large-scale office (greater than 20,000 square foot floor areas and/or more than four stories), small-scale office, research and development, and light manufacturing uses. "Flex-space," an industry term for flexible building space that is designed to accommodate office, small-scale storage, and/or light manufacturing uses, is also appropriate for Employment 1 areas. Restaurant, small scale retail, hotel and business service (e.g., copy shop, computer sales and service) uses that support the office/industrial uses can be constructed in Employment 1 areas, though shopping centers are not recommended. When a corporate campus development is proposed, integrated residential development at medium to high densities may be approved. The mix of uses should be determined as part of a development approval.

**Employment 2.** Employment 2 use areas are intended to include light and heavy manufacturing, research and development, flex space, and large-scale office uses. Restaurant, hotel and business service uses are also appropriate, if sized and designed to serve the employment area. Employment 2 differs primarily from Employment 1 in that it permits heavy industrial uses. The types of uses permitted will be defined more precisely when the Zoning Ordinance is updated.

**Institution.** The City's institutions include the religious, educational, and other nonprofit entities in the City. Examples include churches, cemeteries, private schools and universities, private nonprofit hospitals, service clubs and organizations, and other nonprofit institutions.

**Downtown.** Downtown is governed by the policies and recommendations of the Downtown and Riverfront Master Plan 2000, which is incorporated into this Comprehensive Plan by reference. Downtown is the central commercial core of the City and appropriately contains a mix of retail, entertainment, restaurant, office, employment, residential, public, park, and institutional uses. The area should retain its urban character. Demolition of historic buildings and erection of suburban style, low-density/intensity development is inappropriate.

**Mixed Use.** These areas do not fit into any single use category as they are planned for a mix of uses carefully designed so as to mitigate any potential land use conflicts. The mixed use areas generally consist of large undeveloped or greenfield areas that are intended to be developed for a balanced mix of residential, neighborhood commercial, civic uses, parks and open spaces. The mix of uses in these areas is intended to be determined at the time of development review and approval. The adopted area plans should be consulted for a more fine grained discussion of the mix of uses planned for the Midtown/Plaza area and the Tyreeanna mixed use area.

**Public Use.** Public Use areas include properties currently owned and operated by government (local, state, federal) excluding public parks and recreation centers, but including City Hall and other City government buildings, public schools, police stations, fire stations, libraries, museums, and others. State facilities and federal facilities, such as post offices, are included as well. When the City wishes to add a new public facility, the Future Land Use Map should be amended to show the new facility.

**Public Parks.** The dark green areas on the map represent existing public parks and recreation centers. These lands are owned by the City of Lynchburg or other governmental agencies and are intended to be open for public recreational or conservation use. When new parks and segments of the greenway system are acquired by the City or other governmental agency, they should be added to the Public Park category on the Future Land Use Map through a plan amendment.

**Resource Conservation.** Resource Conservation Areas encompass lands with special natural characteristics that limit land uses and development to protect the City's environmental health. The mapped Resource Conservation Areas include the steep slopes of Candler's Mountain as well as the City's stream valleys. The stream valleys, as defined in this Comprehensive Plan, include streams and rivers, their 100-year floodplains, connected wetlands and adjacent steep slopes. Steep slopes are defined as slopes of 25% or greater. The actual boundaries of the Resource Conservation Area should be determined on a site-by-site basis using the best available environmental data.

Resource Conservation Areas are planned to remain in vegetated open space with development limited to: 1) trails and other passive recreational facilities that involve minimal removal of vegetation, and 2) public facilities that must be located in stream valleys. These include sewer mains, wastewater treatment plants, water intakes and outfalls, road crossings, and public boat ramps. The goal is to keep Resource Conservation Areas as natural as possible to stabilize slopes, prevent soil erosion, provide natural absorption areas for urban runoff, moderate climate, and provide wooded areas for wildlife and for the respite of City dwellers. Many of the stream valley Resource Conservation Areas are recommended to become greenways in the Parks and Recreation element, and thus may have public access trails. Other Resource Conservation Areas, not designated as greenways on the Parks & Recreation Map, are to remain in natural vegetation for purely environmental protection reasons.

On privately owned land within conservation areas, the intent of this Plan is to allow appropriate land uses and infrastructure as long as the environmental value of the areas is conserved or enhanced and public safety is protected through buffers and other best management practices. The zoning ordinance should enable clustering, transfers of development rights and density bonuses to encourage resource protection.

### Relationship between Future Land Use and Zoning

The future land use categories are intended to provide general guidance for zoning and development decisions. In most cases, more than one zoning district may be appropriate in any given future land use category based on existing and surrounding land uses and physical constraints. The following table lists existing zoning districts that may be appropriate in each of the future land use categories. Less intensive zoning than shown on the list may be appropriate in some locations depending on site location, neighboring land uses, street capacity, existing utility capacity and other factors.

Future Land Use Categories	Applicable Zoning Districts
Resource Conservation	RC
Low Density Residential	R1, R2
Medium Density Residential	R1, R2, R3
High Density Residential	R3, R4, R5
Traditional Residential	R1, R2, R3, R4, R5, B1, B2
Neighborhood Commercial	B1, B2
Community Commercial	B1, B2, B3,B4,B6
Employment 1	I1, I2
Employment 2	I1, I2, I3
Downtown	B4, B6
Mixed Use	Each of these categories may be appropriate for a wide range of zoning districts, depending on the location, existing and planned land uses, surrounding neighborhoods, natural constraints and available infrastructure.
Institution	
Public Use	
Public Parks	

### Development Capacity

The Future Land Use Map provides more than enough capacity to accommodate projected growth through the year 2030. Ignoring the abundant redevelopment potential in the City, there are nearly 5,000 acres of vacant land within the City located outside of resource conservation areas. Of this vacant land, 2,954 acres are designated for residential use, 676 acres for mixed use (including Downtown), 332 acres for commercial, and 643 acres for employment purposes. The acreages in the following table are higher than the totals in Exhibit 5.10 because they include some easements and rights-of-way that were excluded from that analysis.

Future Land Use Category	Vacant Acres	Developed Acres	Total Acres
Resource Conservation	1,807	2,193	4,000
Low Density Residential	1,832	7,942	9,774
Medium Density Residential	794	1,588	2,382
High Density Residential	49	299	348
Traditional Residential	280	1,013	1,293
Mixed Use	672	1,131	1,802
Neighborhood Commercial	110	386	496
Community Commercial	222	1,138	1,360
Employment 1	99	168	267
Employment 2	544	1,778	2,322
Downtown	5	85	90
Institution	165	1,600	1,765
Public Use	31	730	761
Public Parks	8	908	916
<b>Total</b>	<b>6,618</b>	<b>20,958</b>	<b>27,576</b>

## Design, Character & Quality

The design, character, and quality of Lynchburg’s built environment strongly influences its livability, neighborhood stability and economic vitality. The City’s image is shaped by the character and quality of its neighborhoods, commercial districts, employment centers, and public streets and spaces. Residents and visitors, as well as existing and prospective business owners, appreciate places that are safe, attractive, and well cared for. Such appreciation provides the foundation for investment—investment in the preservation of sensitive historic and natural resources, the revitalization of commercial districts and neighborhoods, the improvement of public facilities and spaces, and the building of new places that respect the City’s architectural, natural, and cultural heritage.

For over 200 years, Lynchburg’s built environment has been shaped by the actions of scores of individuals, property owners, builders, developers, institutions, and public agencies. From the early decision to apply a street grid on the hills overlooking the James River to the building of Wyndhurst and Cornerstone, two of the City’s newer mixed use neighborhoods, people have sought ways to create places that are functional as well as memorable and beautiful. Monument Terrace offers an excellent example of how thoughtful design can elevate an investment in public infrastructure—in this case a stair linking public buildings on Church and Court Streets—to a place of exceptional beauty.

### Design Context

**Good Design is Good for Business & the Community.** Good design contributes to

the intrinsic value of a community. Recent research into the economic impact of design takes this understanding one step further—design quality affects the bottom line. As part of the process of preparing the Comprehensive Plan, research was undertaken to identify key attributes of quality design and to gain an understanding of its potential economic value. This research, summarized below, can form a basis for developing public policy initiatives focusing on tools, both regulatory and incentive-based, that might be used to improve the environmental quality, design, and aesthetics of existing and future development in Lynchburg.

**Benefits to the Community.** High quality landscaping and varied amenities in new projects can affect an entire community by stimulating a higher expectation or standard of quality. This can elevate the standards followed by subsequent developers and spur reinvestment. Good design enhances the “quality of life” for a community’s residents, benefitting individual residents and the community as a whole. Many communities with active historic preservation and downtown revitalization programs experience an increase in property values, new employment, and tourism. A community’s overall quality of life is a significant factor when businesses are determining where to locate. The community as a whole benefits when projects incorporate open space and environmental protection measures, particularly in sites that contain sensitive habitat or terrain. Research indicates that local public officials recognize that they spend less in public funds to fix environmental problems when development is well-designed in the first place. Lower expenditures are needed for stormwater drainage system retrofits, water pollution control measures and stream restoration. The wider community also benefits when development projects containing open space and recreational facilities lessen the need to provide these facilities with public tax dollars.

- Well designed residential and mixed use projects create a distinct sense of community that attracts buyers, particularly those with high quality landscaping, natural views and other amenities;
- Well designed commercial projects, such as office parks and shopping centers that include active recreational amenities, such as health clubs and jogging trails, and passive amenities, such as landscaped green space and informal seating areas, enhance employee morale and productivity and increase customers’ enjoyment of the environment and increase sales for retail uses.
- Well designed landscaping and amenities draw the attention of prospective tenants and purchasers, which translates to increased marketability and profitability.

In summary, research supports the premise that all community stakeholders can benefit from good design. These stakeholders include real estate developers, project residents, mortgage lenders, commercial tenants, and members of the surrounding community. A city can enhance the quality of the built environment through policies and programs that encourage good design in all public and private development, redevelopment, and revitalization projects.

## Lynchburg Citizens Support Good Design

During the preparation of the plan in 2001-2002, the update in 2007 and the current planning update process, residents have expressed the desire for good design in public and private sector improvements. While residents expressed appreciation for the City's significant stock of historic structures and praised recent efforts by private property owners to renovate and restore older buildings downtown and in the City's historic neighborhoods, they were less pleased with the lack of investment along the City's traditional commercial streets and the poor condition of structures in several older neighborhoods.

Participants in meetings and workshops highlighted the following concerns for the quality of the City's built environment:

- The need for landscaping and trees along streets and in parking areas;
- Large number, height, and size of commercial signs;
- The generic quality of design used by some franchise businesses;
- The lack of adequate facilities for pedestrians and bicyclists;
- High vacancy rates in older commercial buildings and strip centers;
- The unattractiveness of overhead power lines;
- The poor design of stormwater facilities and detention ponds;
- The lack of buffering and poor transitions between commercial and residential areas;
- The poor design of multi-family developments;<sup>2</sup> and
- Extensive clearing of mature trees and forested areas.

When preparing the Plan in 2001, the City conducted a community character survey to determine citizen perceptions and preferences. The findings from that survey and subsequent public Comprehensive Plan and area plan outreach sessions have shown continued support for:

- Active, pedestrian-friendly streetscapes;
- Landscaped streets;
- Well-maintained public spaces, including urban plazas and natural park settings;
- Houses with porches and rear yard garages;
- Neighborhoods with narrow streets and mature street trees;
- Walkable streets with adequate sidewalks;
- Commercial areas following "Main Street" design conventions— human-scale buildings, stores with sidewalk frontage, and streets with on-street parking, street trees, pedestrian-scale lighting, benches, and decorative planting;
- Commercial projects with design features and building materials that reflect the local character and history as opposed to more generic "off-the-shelf" franchise designs;

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<sup>2</sup> While several residents complained about high density housing, the complaints seemed more directed at design, property maintenance and traffic than the actual density. This was reflected in the strong citizen preference for a variety of well-designed housing types during the community character survey and responses to keypad polling questions during this plan update.

- Articulated entries, display windows, pedestrian-scale exterior lighting, and landscaping;
- Ground mounted signs, rather than free-standing pole signs;
- Landscaped parking lots with mature shade trees, well maintained planting areas and provisions for safe pedestrian circulation;
- Well-maintained and landscaped stormwater management facilities;

### **Implications**

Since adoption of the 2002 Comprehensive Plan, the City has implemented a wide variety of design requirements to improve the quality of building design, landscaping, signage, parking areas and other design factors which will be incorporated into the City's 2014 zoning ordinance update. Current initiatives for "Better Streets" (see Chapter 12) and water quality master planning will address citizen desires for better designed streets and stormwater management facilities. Together, these initiatives ensure that new development, redevelopment and public improvements achieve the public's design objectives identified in this section and the design policies established in Chapter 3.

# Chapter 7: Economic Development

## Chapter Overview

Economic development is an essential activity of local governments. They act to make local markets work more efficiently; they supply infrastructure, such as roads, water, and sewer; they collect taxes; and they regulate use of the land, buildings, and activities that take place on the land. Economic development involves public sector collaboration with private entities to promote and improve local economies. Successful economic development requires cooperation among government, business, educational institutions, and civic organizations.

Communities also compete with each other, both regionally and in an increasingly global marketplace. When business and industry have so many choices of places to locate—now that most of them are no longer required to locate near natural resources—to attract those businesses a city must capitalize on local assets, such as a skilled workforce; quality transportation resources; comprehensive telecommunications services; good climate; proximity to cultural, educational, natural, and recreational resources; and availability of attractive housing and retail opportunities, among others. Many of these assets are interconnected. For example, a quality public educational system is an essential prerequisite for a skilled workforce. The importance of Lynchburg Public Schools and Central Virginia Community College cannot be understated as a means of maintaining a skilled workforce. A city whose economic development objectives complement those of the surrounding localities will have a stronger base to attract new business and retain existing businesses.

The goals of an economic development program include a combination of: job creation, job retention, tax-base creation, increase in property values, retention of wealth, reduction of poverty, economic stability, and economic self-sufficiency.

Economic development is one of Lynchburg's priorities. Closely related priorities are the Downtown Fifth Street and Midtown Development/Redevelopment efforts and the enhancement of real estate value throughout the City. In an older city like Lynchburg with limited vacant land and significant topographical constraints, redevelopment of previously developed sites and underutilized or vacant buildings is an important part of economic development.

## Context

In several respects, Lynchburg is an economically favored city. From its auspicious beginnings at the site of the safest place in the area to cross the James River, to the decision around 1800 to process tobacco locally rather than send it to Richmond, Lynchburg became the commercial and social center of the region. The James River & Kanawha Canal came to the City in the mid-1800s, as did the railroad, after citizens voted to finance it themselves. State lawmakers then agreed to provide half the funds for the railroad.



Because it did not suffer the devastation during the Civil War that affected many other parts of the state, the City was able to get back to business shortly afterwards. Tobacco was again the major product. But, by late in the 1800s, North Carolina tobacco became more desirable for the new machine-made cigarettes. So, Lynchburg turned from heavy reliance on that industry to others, including pharmaceuticals, shoes, textiles, and foundries. These industries continued to be the economic backbone of the area until the end of World War II. After the war, the City experienced commercial growth, but began to struggle with competition from foreign imports during the 1950s. The closing of some of these older industrial employers was, fortunately, offset by the relocation to Lynchburg of new industries, such as General Electric and Babcock & Wilcox. Ever since, Lynchburg has pursued a multi-industry approach to economic development. This diversified approach has served the City well and continues to be its goal.

Current economic development efforts are focused on retention and expansion of existing businesses throughout the City, along with redevelopment of the Downtown, Midtown and the Fifth Street Corridor. More information about these areas is included in the plan summaries in Chapter 3.

Partners in economic development efforts continue to be the major industry sectors in the City, as well as our smaller businesses, and Virginia's Region 2000 Partnership, the Greater Lynchburg Chamber of Commerce, Lynch's Landing, and City government, especially the Office of Economic Development and the Lynchburg Economic Development Authority. In addition to coordinating with economic development entities throughout the region, the City emphasizes the importance of coordinating economic development with the City's long-range planning and community development efforts.

Lynchburg's MSA includes: the town of Bedford, and Amherst, Bedford, Appomattox and Campbell counties. Focusing on the MSA rather than just the City incorporates the regional impacts of growth and development and is a more accurate reflection of commercial, retail, office, and industrial markets. It recognizes the fact that people who live in one of the surrounding counties may work and shop in Lynchburg, and conversely Lynchburg should continue to be the region's retail and commercial hub, while coordinating its economic development efforts with those of the surrounding counties and the town of Bedford.

The City places a strong emphasis on understanding the fiscal impacts of economic development initiatives. When a proposed program of development for a site, the City evaluates following potential economic impacts:

- Construction investment
- Temporary construction income/state income taxes during construction
- Permanent new jobs/new annual state income taxes
- Net new annual City property taxes
- New annual retail sales taxes
- New residents
- Retail and restaurant space supported by new employees and residents

## Challenges

Lynchburg, now a city of 50 square miles, has a limited amount of vacant land remaining. One reason is the topography; many sites are sloped (some steeply) or crossed by one of the City's many streams. Sites for buildings requiring large floorplates or large, flat parking areas are the most limited. There are many more sites available for smaller businesses.

A number of sites have vacant buildings of varying sizes and conditions. Future users of these sites face either renovation of the buildings or demolition and new construction. The added cost of dealing with these existing buildings must be factored into a company's expansion/relocation calculations. The City should look into additional incentives to encourage businesses to reuse previously developed sites. Reuse would both lessen demand for "greenfield" sites, some of which would be outside the City, and preserve the City's remaining vacant sites for those users that required them.

The Plan Framework Map included in Chapter 6 identifies several areas in which the City would like to focus new businesses. Concentrating businesses, rather than scattering them throughout the City, means business users are more likely to meet their needs in the same area. Less travel will be necessary, thereby lessening traffic congestion, and businesses in the same area can market their proximity. These focus areas are along major corridors, such as Lakeside Drive (the future Crosstown Connector), Old Forest Road, and Wards Road, among others. Other areas are the City's three major business/technology and employment areas: Lynchpin Industrial Center, Lynchburg Center for Industry and surrounding properties and First Lynchburg Industrial Park. Great care needs to be taken by the City during planning for these areas to encourage the most appropriate uses, based on type of business and space needs.

Development, particularly retail, has followed a pattern that reflects nationwide trends. From its founding as a City, the downtown area was the major retail location. Then, in 1960, the Plaza Shopping Center was built at the intersection of Lakeside Drive and Memorial Avenue. Many retailers moved from downtown to the Plaza, beginning the downtown's decline. In the 1980s, many of these same retailers joined others to move to the River Ridge Mall. Most recently in the late 1990s, new "big box" retail development has focused on Ward's Crossing, the new "power center," and the immediately surrounding area. As noted on the Future Land Use Map, the City has three levels of retail, based on market served: neighborhood, community, and regional. The smallest businesses are neighborhood serving ones where most of the patrons will either walk from the surrounding neighborhood or drive a short distance. Community commercial will feature those businesses that will attract customers from throughout the City; a customer might drive across town. The largest retailers are those which will attract customers from throughout the region, well beyond the City limits. Retailers in Ward's Crossing are examples of regional commercial.

The City, along with Lynch's Landing, is partners with developers to revitalize the downtown by encouraging "mixed use" to renovate existing buildings. The Office of Economic Development works to attract unique retailers and other commercial businesses to create or expand a business in these distinctive spaces, which celebrate the City's past while embracing

the future. There are a number of incentives available to facilitate this process. The City is also providing infrastructure improvements to support the revitalization process.

The City faces a number of issues. First, the City will work to persuade businesses to locate in the City. If an appropriate City site is not available, then the business will be referred to other sites in the region. As the number of vacant sites, especially large ones, in the City decreases, large parcels just outside the City limits will become increasingly attractive to retail developers. Because of the separation of cities and counties in Virginia, loss of a business to a location just outside the City limits in one of the surrounding counties means that the City will lose sales tax and possibly other revenues.

In order to make the best use of limited land resources and to identify possible incentives for location and expansion of business in the City, the Office of Economic Development has prepared an Economic Development Strategic Plan. Along with the goals, objectives, and strategies in Chapter 3, the Economic Development Strategic Plan will serve as the basis for sound economic planning in Lynchburg.

# Chapter 8: Neighborhoods & Housing

## Chapter Overview

As the housing market in Lynchburg and the region changes over the next twenty years, so must residential development standards. The City's zoning and subdivision ordinances must adapt to meet new housing trends and demands while protecting the integrity and fabric of the City's neighborhoods.

A primary goal of the Plan is to improve the livability of the City's neighborhoods through conservation, stabilization, and revitalization. The Citizens of Lynchburg are proud of their neighborhoods. Many of the City's neighborhoods are home to people who also work in the City, serve on neighborhood committees, and participate in community activities. The City's Neighborhood Map, shown in Exhibit 8-1, identifies more than 40 distinct neighborhoods throughout the City, including traditional neighborhoods and more conventional subdivisions. Residents continue to invest time and energy to improve their neighborhoods and homes.

## Neighborhood Partnerships

Numerous public agencies, City departments, housing providers and businesses are organized to support Lynchburg residents and potential homebuyers. In addition to working through the Housing Collaborative, the City should continue to work with residents and other stakeholder groups to improve neighborhoods and address residents' varied housing needs by helping the City to:

- Monitor neighborhood conditions;
- Provide technical support to neighborhood organizations;
- Prepare community-based neighborhood plans;
- Increase awareness of housing investment opportunities;
- Identify needed services and amenities to support neighborhood livability;
- Target CDBG funding in specific neighborhoods;
- Increase the effectiveness of the Community Code Compliance Team; and
- Identify vacant or undeveloped sites appropriate for housing development.

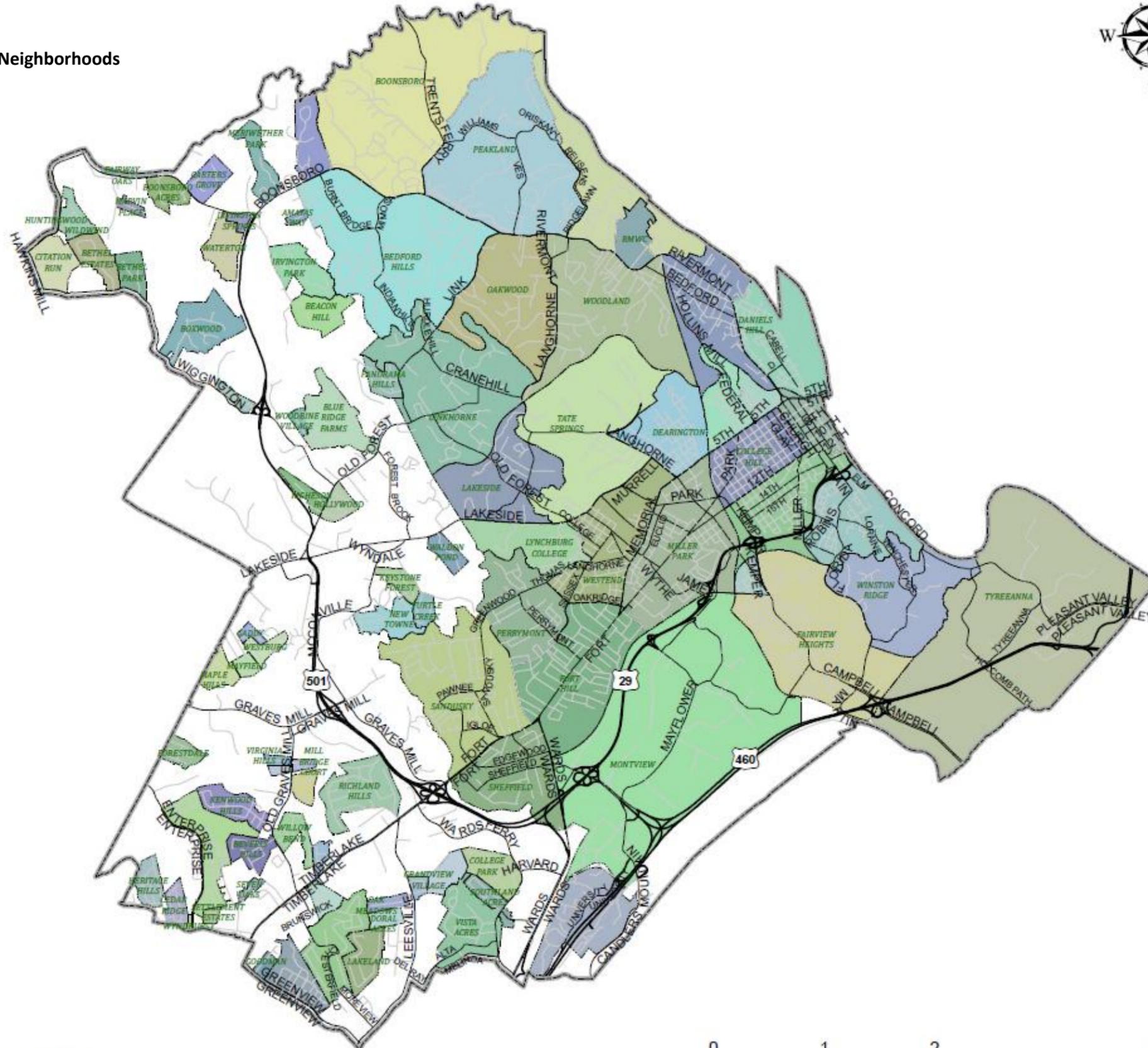
## Neighborhood Fabric

Many residential neighborhoods are also home to local institutions, places of worship, schools, and other facilities. To maximize the positive impacts of these institutions, the City should encourage all institutions to work with surrounding neighborhoods to prepare master plans that document the institution's expansion projects and their impacts. To improve connections within neighborhoods, the City should work with neighborhoods to extend sidewalks and pedestrian paths between residential areas and parks, natural areas, institutions, and other public amenities.





Exhibit 8-1: Lynchburg's Neighborhoods



Date: 8/29/2013



**A  
well-planned  
and  
preserved  
neighborhood  
street.**



Many residents have expressed great pride in their neighborhoods and support efforts to improve the identity of all neighborhoods as part of a single larger community. The City should support installation of attractive identification signs at neighborhood entries, improvements in landscaping in public rights of way, and creation of an “adopt a neighborhood” program to coordinate cleanup efforts and activities.

The City’s neighborhoods offer a variety of housing types in a mix of suburban, traditional and newer mixed-use neighborhoods, each with separate needs and opportunities. A common factor in the quality of life for all neighborhoods is residents’ access to goods and services needed on a regular basis, such as food, parks, schools and many commercial services. The City is committed to working with neighborhoods to help provide access to these services through the most appropriate options for each neighborhood. A few options include facilitating the development of neighborhood services through zoning or other measures, improving access through street improvements, sidewalk improvements or improved transit service; or through approaches such as facilitating the creation of neighborhood markets and gardens.

### **Traditional Neighborhoods**

Near downtown are numerous older traditional neighborhoods that offer a mix of housing types, are compact and walkable, and have narrow and connected streets that link parks and other compatible uses, such as schools and small-scale retail establishments. Residents value the convenience and character of these neighborhoods and housing, but many of the units are smaller and lack the amenities of newer homes. Some of these smaller, older homes contribute the City’s supply of affordable housing.

While the mix of housing and uses can contribute to the neighborhood character and stability, it also requires that the City pay closer attention to the mix of uses and property maintenance. This Plan recommends:

- The creation of neighborhood conservation plans to identify specific needs, and opportunities in traditional neighborhoods;
- Traditional neighborhood zoning overlays to provide the flexibility needed to maintain and update existing homes and businesses while maintaining the integrity of the neighborhood character;
- Targeted housing programs to encourage home ownership and private reinvestment;
- Active code enforcement to ensure that properties are maintained; and
- Community investment in improved connectivity, streetscapes and sidewalks and other infrastructure to maintain safe and convenient mobility.

### **Suburban Neighborhoods**

Further from the downtown core are many predominantly single family residential neighborhoods that are typically built on larger lots that are located on longer blocks than in traditional neighborhoods. While these neighborhoods offer a sense of separation from urban activities of the City, this separation is an inconvenience in many of the neighborhoods. Lack of sidewalks, bikeways and an interconnected street system requires that most trips involve driving a car. The low density reduces transit viability, which reduces the ability of these neighborhoods to support residents who chose to remain in their neighborhoods as they age. To address these challenges, the Plan recommends:

- Establishing bicycle and pedestrian facilities to improve mobility;
- Evaluating opportunities to improve connectivity between neighborhoods and non-residential uses serving those neighborhoods; and
- Allowing for a greater range of small-scale neighborhood retail and service uses at key intersections at the edges of these neighborhoods.

### **Mixed-Use Neighborhoods**

As the market has recognized the demand for development patterns that reflect many of the characteristics of traditional neighborhoods land use patterns, the market has responded by providing developments that incorporate a mix of uses and housing types. These developments also include community facilities, open space and commercial buildings that are designed to be pedestrian-oriented. Many of these “traditional neighborhood developments” that established a balanced mix of uses and created village atmospheres fared much better in the market than conventional development during the recent recession. Wyndhurst and Cornerstone are recent examples of this type of development in Lynchburg that provides single family and attached housing around a core of retail, office and service uses.

## **Housing Market Conditions and Opportunities**

To ensure that all current and future City residents are served by a range of housing opportunities, a variety of housing types in a range of prices must be available.

While the City captured a greater percentage of regional growth than adjacent jurisdictions, each of the surrounding counties and communities grew over the last decade and will continue to provide housing for people who work, shop and visit Lynchburg.

The key factors in determining where individuals and families choose to live include:

- The quality of schools;
- Safety and security;
- Availability of affordable housing that meets the individual's or family's needs;
- Return on investment;
- Proximity to work, school, shopping and local amenities (e.g., health care, parks, libraries, entertainment, restaurants and other public and private services);
- Mobility – the ability to get to and from work, services and amenities; and
- Neighborhood character.

While some of these factors are addressed in other chapters of this plan, each can have a significant impact on private investment decisions and the health of the City's neighborhoods. Housing conditions directly relate to the well-being of their occupants. Lynchburg faces some unique housing challenges, but enjoys a wealth of housing assets that can help the City achieve its goals to continually enhance its neighborhoods.

## **Housing Age**

One of these challenges is the age of the City's housing stock. The City's homes have a median age of 49 years old, which is ten years older than the median for the Commonwealth as a whole. More than 42 percent of the City's homes were built in 1959 or earlier. This creates a variety of challenges, including the suitability of structures for current lifestyles, energy efficiency (heating and cooling costs), parking and general maintenance needs.

## **Housing Affordability**

Housing affordability is affected by housing costs, energy costs, travel costs and household incomes. Lynchburg's owner occupied homes had a median value of \$145,100 in 2010 as compared to a median value of \$249,100 for Virginia as a whole. At less than \$700 per month, median rents in Lynchburg are also lower than the average for the Commonwealth and most comparable communities.

Lynchburg's Housing Affordability Index, which compares incomes and housing costs, is significantly lower than comparable cities in Virginia, which means that it is more affordable for most of its residents. Despite its favorable comparisons, a significant proportion of lower income households are burdened by rents or mortgages that exceed 30 percent of household income. For more detailed information, see the "City of Lynchburg, VA: Housing Assessment."

## Housing Occupancy

Exhibit 8-2 shows housing occupancy data for Lynchburg and the Commonwealth for the year 2010. While occupancy rates are relatively similar, Lynchburg has a far lower percentage of owner occupied units. This is primarily due to the higher percentage of students who typically reside in rental units.

### Exhibit 8-2: Housing Occupancy in Lynchburg and Virginia

	Lynchburg	Percent of Total	Virginia
<b>Total Housing Units</b>	31,992	100%	3,364,939
<b>Occupied Housing Units</b>	28,476	89.0%	90.8%
<b>Owner Occupied</b>	15,102	47.2%	61.1%
<b>Renter Occupied</b>	13,374	41.8%	29.7%
<b>Vacant Housing Units</b>	3,516	11.0%	9.2%
<b>For Rent</b>	1,609	5.0%	2.5%
<b>For Sale Only</b>	539	1.7%	1.3%
<b>Rented or Sold, Not Occupied</b>	237	0.7%	0.5%
<b>For Seasonal, Recreational, or Occasional Use</b>	168	0.5%	2.4%
<b>For Migrant Workers</b>	0	0.0%	0.0%
<b>Other Vacant</b>	963	3.0%	2.5%

Source: American Community Survey 2010

The number of and projected growth of colleges and universities in the City will continue to generate demand for rental property throughout the City. As described in chapter 5, students are projected to comprise a significant proportion of the City's projected growth over the next twenty years. While many will live on campus, a significant proportion will seek rental housing off-campus and will compete with lower and moderate income families for affordable units.

Citizens are concerned about the proliferation of rental housing, particularly properties that are poorly managed, which can damage neighborhood integrity. These concerns can taint the reputation of all rental housing in the City. In collaboration with the schools and landlords, the City should continue to explore opportunities that encourage the upkeep and rehabilitation of rental properties. The rental housing registration and inspection program has worked well in the City's historic neighborhoods and offers potential benefits in other areas.

The City's policy to encourage higher rates of homeownership is intended to promote the pride in ownership that encourages residents to invest in property maintenance, participate in neighborhood and civic affairs and contribute to neighborhood stability. While economic conditions have made it difficult for many first-time homebuyers, low interest rates and a variety of federal programs have helped many people buy or retain their homes. To foster homeownership among low and moderate income households, the City should continue to coordinate with

lenders and housing providers to implement programs that reduce the barriers to home ownership.

### **Special Needs Housing**

The City's demographics contribute to housing demands for individuals and families with special housing needs, including aging residents, individuals with physical or mental challenges and lower income residents. The City has taken a two prong approach to addressing these critical housing needs by

- Maintaining a Consolidated Plan that gives the City access to Community Development Block Grant and HOME Program funds; and
- Establishing a Housing Collaborative to coordinate the efforts of the many housing stakeholder groups.

As the City considers the housing needs of special populations, it will be important to emphasize the role and proximity of mass transit and social services. The City should use a mix of funding possibilities, including Community Development Block Grants (CDBG) and state and federal programs to promote the rehabilitation of owner-occupied and rental units for use by physically and mentally challenged residents.

### **Entitlements**

Since 1975 the City of Lynchburg, as an entitlement jurisdiction through the Department of Housing and Urban Development (HUD), has received annual allocations for the Community Development Block Grant (CDBG) Program. In 1994 the HOME Investment Partnerships Program began and the City was designated as a participating jurisdiction. As an entitlement jurisdiction, the City is required by HUD to submit a Consolidated Plan every five years. Consolidated Plan preparation is intended to be a collaborative process whereby the community establishes a unified vision for community development actions.

The City anticipates that HUD will provide approximately \$1.4 million new funds annually between 2010 and 2015. The primary objective of the CDBG program is to develop viable urban communities by providing decent housing, a suitable living environment, and economic opportunities, principally for persons of low and moderate income levels. The HOME program provides federal funds for the development and rehabilitation of affordable rental and ownership housing for low and moderate income households.

The following approved goals for housing and non-housing development constitute the priority needs stated in the Consolidated Plan. These goals reflect the needs that historically have been the needs of the very low-, low-, and moderate-income persons living within the target census tracts. The City supports the allocation of funds to achieve measurable results for both public and non-public services and notably supports assisting individuals with disabilities, substance abuse or addiction, persons with AIDS, persons that are homeless, and elderly persons. The goals are to:

**Housing Goals**

- Provide diverse housing choices.
- Increase the number of owner-occupied units.
- Rehabilitate substandard housing units. Emphasis is to be placed on programs that require an investment of funds and/or labor on the part of the owner commensurate with the owner's resources.
- Support initiatives to increase permanent affordable rental and housing ownership opportunities.
- Support programs that assist individuals in retaining their homes in challenging economic times.

**Non-Housing Goals**

- Eliminate neighborhood deterioration, blight and blighting influences.
- Support the organized efforts in neighborhoods to leverage their resources to improve and sustain community livability and services.
- Support economic development efforts which will expand job opportunities and retention.
- Promote activities which support the healthy development of the City's at-risk youth, adults and families.

The City of Lynchburg's Consolidated Plan focuses on the geographic area in which the greatest indicators of distress exist -- the neighborhoods that surround Downtown. Population demographics and surveys of these neighborhoods show that they have the highest degree of housing need and are where many of the City's very low- and low-moderate-income persons reside.

An overriding objective stated in the Consolidated Plan is to maximize existing partnerships between the private and public sector so that City funds will continue to be leveraged with outside resources. It is through such collaborative efforts that the citizens of Lynchburg can address housing and non-housing needs where they are felt the greatest. Other objectives include:

1. Setting an optimum balance in neighborhoods where 70% are owner-occupants;
2. Placing a priority on helping existing owners maintain their homes;
3. Coordinating services with housing, assisting individuals with disabilities, substance abuse or addiction, persons with AIDS, persons that are homeless, and elderly persons.
4. Preserving existing housing by identifying appropriate present uses for structures and by applying available resources, such as tax credits, for low-income and for historic renovation;
5. Continuing the rental inspection program; and
6. Coordinating the City's downtown revitalization efforts with housing improvement efforts in the target area.

The City's Housing Collaborative includes a variety of stakeholders to shape City's

policies and programs designed to serve the needs of these populations. In their initial stakeholder's sessions, the group found the need for:

- A clear leader in housing efforts;
- A housing resources inventory to identify gaps in services;
- Youth education to promote financial literacy;
- Continued efforts to address blight and substandard housing conditions; and
- Promotion of universally designed housing and other strategies to increase access to housing of the special-needs population.

### **Monitoring Housing Needs**

Understanding the City's true competitive position will require working with the Lynchburg Redevelopment and Housing Authority, banking professionals, appraisers, and real estate professionals. The City, together with these groups, should develop a system to track housing values and conditions, code violations, and vacancies to determine neighborhood stability and to assist in setting priorities for code enforcement activities, neighborhood planning efforts, and public investment.

### **Developing Neighborhood Conservation Plans and Traditional Neighborhood Overlays**

To protect the character of our neighborhoods, to encourage new infill housing that respects the community's history and design character, and to stabilize and revitalize both neighborhoods and the specific Neighborhood Conservation Areas, the City should establish a new Traditional Residential Overlay District that requires new housing to respect the community's history and design characteristics. The City should also limit the conversion of single family homes into multifamily use. Efforts to consolidate parcels for larger-scale redevelopment efforts should be encouraged, where appropriate, to enable developers to provide a variety of housing types to meet the needs of residents of all income levels.

Using the Tax Assessor data on the age of residential structures, a preliminary definition of areas that should be considered for the Traditional Residential Overlay District includes neighborhoods with housing built on small lots constructed prior to 1950. Neighborhoods such as Sandusky, Richland Hills, Miller Park, Fort Hill, Perrymont, and others are now at a critical stage. Many of the initial owners who bought homes in these neighborhoods are moving out and care must be taken to ensure that the neighborhoods are preserved. While many of the homes in these neighborhoods have been lovingly cared for by their owners, others have been rented or not maintained. Some of these homes are older and more dated. The City needs to both encourage continuing homeownership and to be extra careful that any rentals are maintained to the same standards as owner-occupied homes. This overlay district should also provide opportunities for housing in neighborhoods adjacent to the downtown.

As part of an effort to encourage a range of housing types in various locations to satisfy market demand, accessory dwellings and housing above retail establishments should also be permitted in appropriate locations.

### **Improving Housing Conditions**

The City should take an active role in encouraging the improvement of older housing within the City through loans, tax abatements and/or credits that make renovations more feasible. The housing stock in Lynchburg presents both challenges and opportunities to potential homebuyers. Over half of the City's single family dwellings are between 1,000 and 2,000 sq. ft. in size, and about 20 percent are less than 1,000 sq. ft. in size. The majority of homes less than 1,000 sq. ft. are found within the traditional neighborhoods mentioned above. Many potential homebuyers, especially families, are searching for homes with two full baths, large updated kitchens, and three bedrooms; criteria not easily found within the City's housing stock. To address this issue, the City should develop a program to encourage the renovation of outdated housing that reviews loan programs with lenders, works with builders and financial institutions in sponsoring workshops on modernizing and making appropriate upgrades and additions to homes to meet today's standards, and develops guides on the steps involved in renovation or rehabilitation efforts. Improving the process to clear property liens and establish clear title for older housing stock may accelerate improvements in housing conditions.

To address those concerns, and to improve safety and security in all neighborhoods, the City should take aggressive action on deteriorated, vacant, and abandoned properties by:

- Expanding programs to encourage owners to fix up deteriorated property through "Spot Blight" procedures, focusing on the neighborhoods at greatest risk;
- Enforcing code regulations and supporting increased penalties for owners of abandoned property who do not maintain their property, as well as continuing to post signs and publish lists of owners of abandoned, dilapidated, or tax delinquent property;
- Using the demolition program to remove dilapidated structures; and
- Waiving demolition fees and liens for redevelopment projects.

# Chapter 9: History, Culture, Arts & Education

## Chapter Overview

History, culture, the arts and education exert an important influence on Lynchburg’s quality of life. The City’s image and unique sense of place, as well as its attractiveness to visitors and newcomers, are inextricably tied to the condition of its historic resources, the vitality of its arts and cultural institutions, and the quality and diversity of educational opportunities. These assets can help attract and retain businesses that seek cities with a high quality of life.

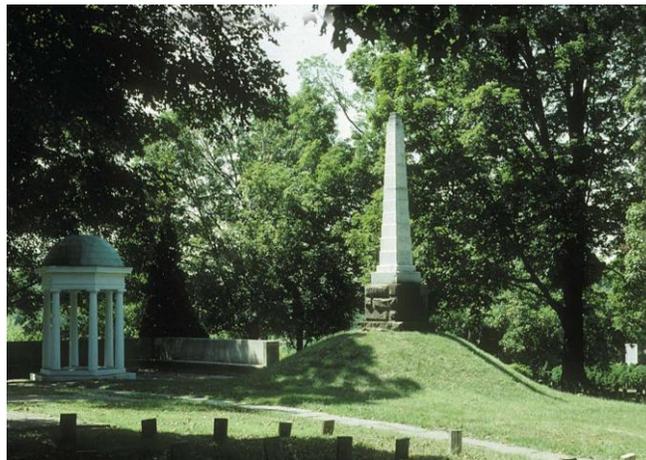
The City should identify and conserve its sensitive historic and cultural resources, expand local preservation incentives and educational programs, and require the sensitive treatment of public spaces and facilities in historic areas. The City also should engage in active promotion of heritage tourism and the expansion of efforts to strengthen local networks of arts, cultural, and educational organizations.

## History & Culture

### Preservation Threats & Challenges

Lynchburg is fortunate to have a significant collection of historic sites, buildings, and neighborhoods—from the Downtown and the City’s early residential districts to special sites like the Old City Cemetery, Point of Honor, and the Anne Spencer House—as well as areas recognized for their special architectural and urban character. These places provide a strong foundation for future planning, offering tangible symbols of the City’s colorful past and enduring models for the creation of new buildings, neighborhoods, and commercial areas.

Old City Cemetery



As one of the Commonwealth's older independent cities, Lynchburg is home to an impressive number of pre-World War II residential and commercial structures (see Exhibit 9-1). According to tax assessment data, nearly half of the City's houses are at least 50 years old, and 1,742 were built in 1900 or earlier. Downtown and surrounding historic neighborhoods contain the highest percentages of houses in the City constructed prior to 1850 (81% of the City's total), between 1851 and 1900 (75% of the City's total), and between 1901 and 1925 (40% of the City's total).

#### Exhibit 9-1: Age of Housing

Year of Construction	Number of Houses	Percent of Total
1850 and prior	104	0.4%
1851 to 1900	1,638	6.5%
1901 to 1925	3,472	13.8%
1926 to 1950	5,533	22.0%
1951 to 1975	9,163	36.4%
1976 to 2000	2,851	11.3%
2000-2010	2,431	9.6%
<b>Total</b>	<b>25,192</b>	<b>100%</b>

Source: American Community Survey

The presence of older neighborhoods and the commercial areas that grew up to serve them presents both opportunities and challenges, especially for a city experiencing growth pressures at its edges, but not closer in. Some of the most pressing issues include:

- Uneven maintenance and upkeep of properties with pockets of significant deterioration;
- A generally weak market for investment in older areas of the City that are not historically designated;
- The absence of mechanisms in areas outside of historic districts to ensure sensitive renovations, infill development, and public improvements;
- Inappropriate zoning and inflexible building code provisions, some of which may serve as barriers to preservation; and
- Limited knowledge of existing preservation assistance programs.

Since the completion of the first major survey of historic resources and the adoption of the Historic District Ordinance in 1978, City regulation has played a central role in supporting the preservation of locally significant historic sites and districts. The Historic District Ordinance provided for the designation of sites and districts, the creation of a review board, the development of design guidelines, and the establishment of review procedures. Revisions to the Ordinance were adopted by City Council in July 2001.

Under the ordinance, individually designated properties and those located within historic districts are protected from inappropriate or insensitive alteration. The Ordinance requires the issuance of a certificate of appropriateness either administratively or by the Historic Preservation Commission before a building can be

erected, reconstructed, restored, demolished, or altered in any way that affects its external appearance.

Currently, there are seven locally designated historic districts and fifteen individually designated historic properties in Lynchburg. The historic districts— Court House Hill, Daniel’s Hill, Diamond Hill, Garland Hill, Federal Hill, Pierce Street Renaissance, and Rivermont—contain approximately 750 of the City’s most significant historic buildings. Individual sites include the Academy of Music Theater, the Anne Spencer House, and the Old City Cemetery (see Exhibits 9-2 and 9-3). With few exceptions, these districts and properties are listed on the Virginia Landmarks Register and the U.S. Department of the Interior’s National Register of Historic Places.

Several areas have been identified as eligible for local historic district designation, including the Downtown, the Lower Basin, and the Diamond Hill South and College Hill neighborhoods, among others.

**Garland Hill  
Historic District**



**Exhibit 9-2: Historic Sites**

<b>Individual Properties</b>	<b>Address</b>	<b>National Register of Historic Places</b>	<b>Virginia Landmarks Register</b>	<b>Local Register of Historic Places</b>
<b>Academy of Music</b>	522-526 Main Street	06/11/69	11/05/68	02/14/78
<b>Allied Arts Building</b>	725 Church Street	12/19/85	04/16/85	
<b>Anne Spencer House</b>	1313 Pierce Street	12/06/76	09/21/76	02/14/78
<b>Bragassa Toy Store</b>	323-325 12th Street	01/11/91	08/22/90	
<b>Carter Glass House</b>	605 Clay Street	12/08/76	02/15/77	02/14/78
<b>College Hill Baptist Church</b>	1101 Floyd Street			05/08/84
<b>Court Street Baptist Church</b>	523 Court Street	07/08/82	06/16/81	09/08/81
<b>First Baptist Church</b>		09/09/82	04/21/81	09/08/81
<b>Fort Early</b>	3511 Memorial Avenue			08/11/98
<b>Hopwood Hall, Lynchburg College Campus</b>	Lakeside Drive			09/09/80
<b>Jones Memorial Library</b>	434 Rivermont Avenue	10/30/80	07/31/80	
<b>Kentucky Hotel</b>	900 Fifth Street	12/11/86	06/17/86	
<b>Locust Grove</b>	US 501 South Side	12/17/92	10/92	
<b>Main Hall, Randolph College</b>	2500 Rivermont Avenue	06/19/79	02/26/79	
<b>Miller-Claytor House Treasure Island Road</b>	Miller-Claytor Lane	05/06/76	10/21/75	04/11/78
<b>Miller Park Aviary</b>	402 Grove Street	07/30/80	04/15/80	05/22/79
<b>Montview (Carter Glass Estate)</b>	Liberty University Campus			
<b>Old City Cemetery</b>	Taylor & Fourth Street	04/02/73	09/19/72	
<b>Old Court House</b>	901 Court Street	05/19/72	04/18/72	02/14/78
<b>Point of Honor</b>	112 Cabell Street	02/26/70	12/02/69	02/14/78
<b>Rosedale</b>	Old Graves Mill Road	07/07/83	10/82	
<b>Saint Paul's Vestry House</b>	308 7th Street	02/21/97		
<b>Sandusky House</b>	757 Sandusky Drive	07/26/82	02/16/82	
<b>South River Meeting House (Quaker Meeting House)</b>	5810 Fort Avenue	08/28/75	05/20/75	04/11/78
<b>St. Paul's Episcopal Church</b>	605 Clay Street	09/09/82	04/21/81	09/08/81
<b>Samuel Miller House</b>	1433 Nelson Drive	11/12/92	1992	07/14/92
<b>VA Episcopal School</b>	400 VA Episcopal School Rd.	10/28/92	1992	
<b>Warwick House</b>	720 Court Street	12/06/96		
<b>Western Hotel (Joseph Nichol's Tavern (NRHP))</b>	501 Madison Street	07/22/74	06/18/74	02/14/78
<b>J.W. Wood Building</b>	23-27 Ninth Street	02/17/83	05/18/82	



## Design Advisory Districts

In addition to locally designated historic districts and sites, the City has established Historic District Advisory Areas along Church, Main, Commerce, Jefferson, Fifth, Cabell and Court Streets in the Downtown. All proposals to erect, reconstruct, restore, demolish, or alter the external appearance of a building within the Advisory Area are reviewed by the Design Review Board for compliance with guidelines published in the report *Commercial Historic District Guidelines: Lynchburg, Virginia*. Upon completion of their review, the Board prepares an advisory finding of conformity or non-conformity with the guidelines. Applicants are required to submit plans for review—building or demolition permits may not be issued until the Board issues its recommendations—but compliance with the Board’s recommendations while strongly encouraged is not required.

Questions have been raised about the utility of an “advisory only” process for the Downtown, arguably the most visible of the City’s areas of distinctive character. Although some applicants follow the Board’s recommendations, several projects have not.

City staff should assess compliance with the recommendations of the Design Review Board for the Historic District Advisory Areas. Working with the Design Review Board and Downtown stakeholders, staff should develop measures of effectiveness, evaluate conformance with recommendations, and offer recommendations for appropriate changes to the program.

**Aviary in Miller Park**



## Historic Preservation Incentives, Advocacy & Education

In partnership with local and regional preservation, tourism development, and community improvement organizations, the City actively promotes preservation and resource conservation and educates the community about existing assistance and incentive programs and initiatives. A recent collaboration between the City of Lynchburg

Department of Community Development, the Lynchburg Historical Foundation, Inc., and the Diamond Hill Historical Society, Inc. resulted in the publication of the report, *Incentives and Assistance for Real Estate Rehabilitation*, a thorough resource for owners and developers of older properties.

Expanding the pool of incentives and increasing awareness of the benefits of preservation can help build community support for further work and the development of new partnerships. For example, local lending institutions may be willing to develop products tailored to support the purchase and rehabilitation of historic structures or a small-scale loan program targeted to low- and moderate-income homeowners in historic areas that may provide the means for modest renovations and repairs.

The City should expand its ongoing efforts to raise awareness of preservation-related regulations and financial incentives. Such a program, involving workshops, brochures, web-based outreach, and other efforts, should help developers, realtors, homeowners, and potential property owners better understand the benefits of preservation and the resources available to support it.

### **Building Codes & Zoning Standards Affecting Historic Preservation**

The City is currently enforcing the 2009 Uniform Statewide Building Code (USBC) and its referenced standards, as adopted on March 1, 2011. These referenced standards include the 2009 International Existing Building Code, which provides building officials with a high degree of flexibility in handling renovations and alterations to existing buildings. The Zoning Ordinance should also provide a degree of flexibility regarding the requirements for older structures. The City anticipates adoption of the 2012 USBC in the Spring of 2014.

In addition, Chapter 10, Neighborhoods & Housing, includes recommendations for the creation of a new Traditional Residential Overlay district that recognizes the unique physical character of the City's older residential areas and promotes sensitive infill development.

### **Historic City-Owned Properties**

The City should also develop and follow design guidelines for City-owned property and public facilities located in and around the City's Historic Districts and potential conservation areas. Citizens who participated in development of the Plan goals felt strongly that the City should set a good example by preserving and protecting City-owned buildings and properties.

Heritage tourism is a central element in the region's economic development efforts. According to research conducted by the tourism industry, the typical heritage tourist shops more, spends more, stays in hotels more often, travels longer, and visits more destinations than typical travelers. These tourists are often referred to as "high-yield" tourists; fewer tourists spending more money and providing a high economic return. Communities that have preserved their historic buildings and rural landscapes—which

tell compelling stories about their history and culture and provide opportunities for “outsiders” to experience the uniqueness of a region—are particularly successful at attracting heritage tourists, often for repeat visits.

The City is a logical destination for the heritage tourist. Central Virginia is home to an impressive array of important historic, cultural, natural, and recreational resources. Lynchburg’s location on the James, its wealth of local resources and special events, and its proximity to nationally significant historic sites, such as the National D-Day Memorial, Appomattox Courthouse National Historical Park, Thomas Jefferson’s Poplar Forest, Patrick Henry’s Red Hill, and the Booker T. Washington National Monument, make it an especially attractive place from which to experience the region’s special places.

### Legacy Museum



An expanded emphasis on heritage tourism efforts offers genuine opportunities for both the cultural and tourism industries to work together and, over time, to build business, stimulate economic growth, showcase resources, and encourage visitors to explore the City and the region.

Several projects provide excellent models of collaborative action:

- Venues like the Legacy Museum of African American History will deepen appreciation for local history and heritage;
- The Region 2000 Commission’s wayfinding study, along with recommendations in the Downtown & Riverfront Master Plan 2000, lay the groundwork for a new system of signs guiding locals and visitors to important destinations; and
- The Lynchburg Regional Convention and Visitors Bureau’s new publications provide excellent introductory information on the City’s historic districts and the region’s African-American Heritage.

A collaborative approach is required to expand understanding of the City’s history and heritage and to increase local and regional appreciation of the important role culture

and the arts play in supporting the City's livability and economic vitality.

## Arts

Lynchburg contains a vibrant arts community from individual artists, to performing arts groups, to galleries, to performing arts presenters. Citizens enjoy the opportunity to participate in and attend performances of the Lynchburg Symphony, the Dance Theatre of Lynchburg, the Lynchburg Regional Ballet Theatre, the Renaissance Theater and the Jefferson Choral Society, for example. They can visit many local galleries, including the Daura Gallery at Lynchburg College, and the Maier Museum of Art at Randolph College. Citizens can take classes in the arts at the Lynchburg Fine Arts Center, the Virginia School of the Arts, and other venues, as well as through the City's Department of Parks and Recreation. The City hosts many arts performances at E.C. Glass High School, though the City's major presenters are the Lynchburg Fine Arts Center, Lynchburg College, Randolph College, and The Academy of Music.

The Academy of Music is the City's historic theater. Opened in 1905, it closed in 1958. In its heyday, the theater hosted such artists as Will Rogers, Sarah Bernhardt, Eubie Blake and George M. Cohen. The Academy of Music Theatre, Inc., formed to renovate and bring performances back to the theater.

**Academy of Music in  
Downtown**



During the planning process, community leaders emphasized the importance of building a strong network of allied organizations—City and regional agencies; community—based arts, heritage, and preservation groups; and local schools and colleges—to encourage on-going communication, improve access to information, open lines of communication, and leverage resources. Expanding partnerships and collaborations, and strengthening existing networks of support for the advancement of local and regional heritage tourism, arts, and cultural initiatives is also essential. The City's efforts should involve the James River Council for the Arts & Humanities and other stakeholders.

The City is in the process of developing a public arts policy to promote the provision and maintenance of art in public places.

## Education

Quality educational opportunities must be provided for youth at the secondary school level and college level and for adults as part of continuing education. Many expressed an interest in having the City promote a community culture of life-long learning. Maintaining and improving the quality of the Lynchburg Public Schools' education program is essential because school quality has an impact on so many other aspects of Lynchburg, including the skill level of the workforce, the stability of neighborhoods, and the availability of recreational and educational facilities, among others. The City supports education by providing a public school system that strives for excellence.

The City School System's physical plan is described in Chapter 14, Public Facilities, where the need to renovate and update school facilities is highlighted. So that these schools play a role in adult life-long learning, Chapter 11, Parks & Recreation, discusses the importance of City school facility availability for evening continuing education classes sponsored by the Parks & Recreation Department for both adults and children.

The City is fortunate enough to have five institutions of higher learning: Central Virginia Community College, Liberty University, Lynchburg College, Virginia University of Lynchburg, and Randolph College. These institutions offer opportunities to earn advanced degrees, for career training, and for general continuing education. The City places high value on these educational resources and will continue to support their presence within the City and to work with them in coordinating City planning with campus master planning and facilities development. In addition, the faculties of these schools bring a wealth of knowledge and skills that the City hopes to continue to tap. To facilitate the ongoing growth and development of these institutions, the City recently adopted two institutional zoning districts -- an IN-1 district intended for institutions that are smaller in scale and located primarily within or adjacent to residential areas and an IN-2 district intended for large scale institutions primarily located within or adjacent to non-residential areas.

# Chapter 10: Natural Systems

## Chapter Overview

Lynchburg residents attach a high value to preserving and enhancing their natural and environmental resources. For many residents, the beauty of the City is an essential part of their quality of life. The City is known for its hills and steep ravines that harbor rich woodlands, wildlife, and rare plants. The James River, Lynchburg's most prominent natural feature, provided the City's early reason for being—a source of water power and a transportation vehicle. Now the James River is becoming the focus for downtown revitalization

**James River:  
Pedestrian  
bridge to  
Percival's Island  
nature trail**



As the City has developed, pressures have increased to build on sensitive natural lands. Citizens have expressed a desire to increase efforts to protect natural and environmental resources and to move towards a more sustainable community. Lynchburg embraces sustainability and recognizes that elements such as environmental stewardship, financial responsibility, economic development and social impact must serve as a filter for the City's decision making and development of policy. Only through appropriate consideration of these principles will Lynchburg provide its residents with the opportunity to meet the needs of the present without compromising the ability of future generations to meet their needs. This Plan strives to lead Lynchburg towards a more sustainable future by protecting, and promoting and restoring the City's outstanding natural resources.

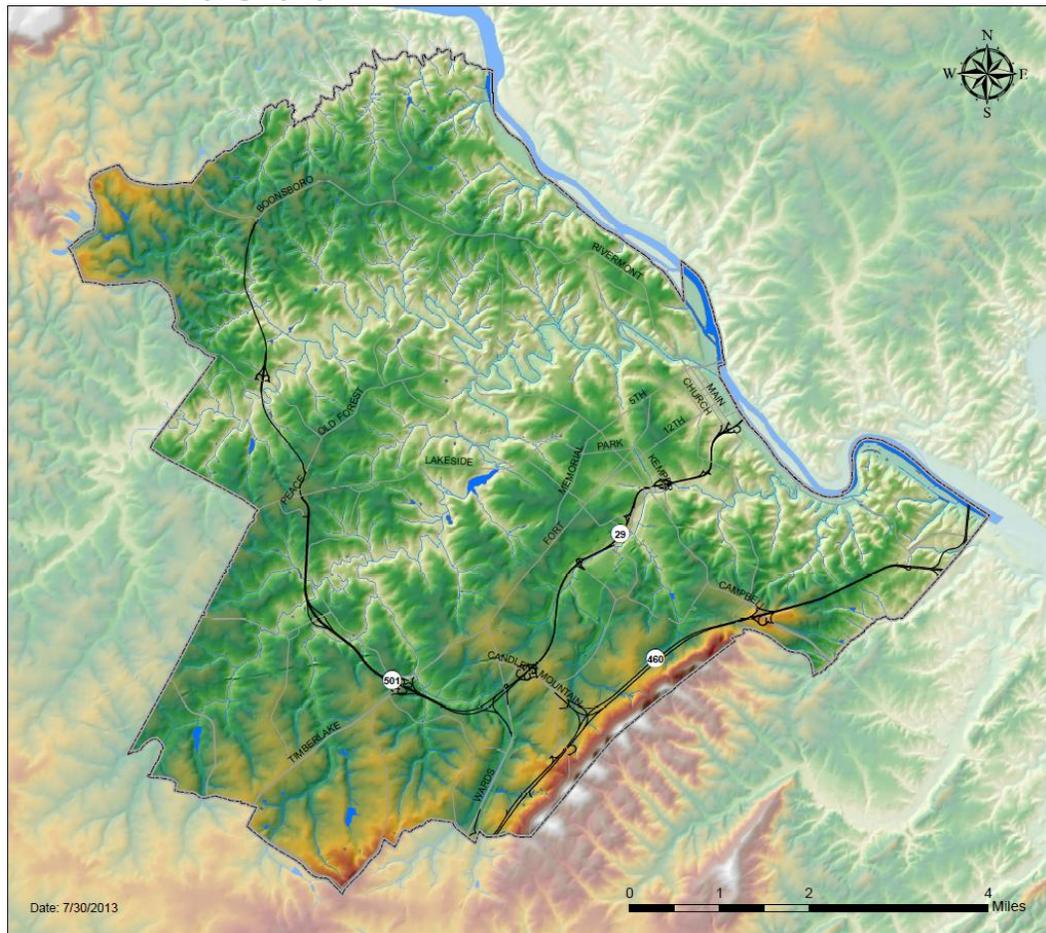
## Geology, Topography and Soils

The natural features of Lynchburg, including the geology, topography, and soils, have a significant impact on the suitability of the land for development. The variable rock types underlying the City have formed the hills and steep ravines of the central city, the imposing Candler's Mountain along the City's southern border, and the foothills of the Blue Ridge Mountains that begin in the Reusens area along the northwest border. Those



areas of the City that feature a highly dissected landscape of narrow ridges and steep-sided valleys present a challenge to developers, especially for large retail and industrial buildings needing large areas for parking. Clearing and grading of steep slopes can result in significant soil erosion and sedimentation of streams, though to accomplish much additional development in Lynchburg, some steep areas will likely need to be graded. Exhibit 10-1 illustrates the topography of the City.

### Exhibit 10-1: Topography



Some areas of the City are so steep that they remain wooded and relatively natural today. Many steep-sided stream valleys harbor a rich diversity of plant and animal life. The amount and extent of forested areas is quite unusual for a city of Lynchburg's size and age. Large areas of woodland remain on Candler's Mountain, in the Tyreeanna area, in the vicinity of the Blackwater Creek Natural Area and Peaks View Park, and in the Cheese Creek and Judith Creek watersheds. These areas have the potential to be connected to create a natural greenways system that builds on the success of the Blackwater Creek Natural Area.

**Steep slopes  
such as these  
are challenging  
to develop**



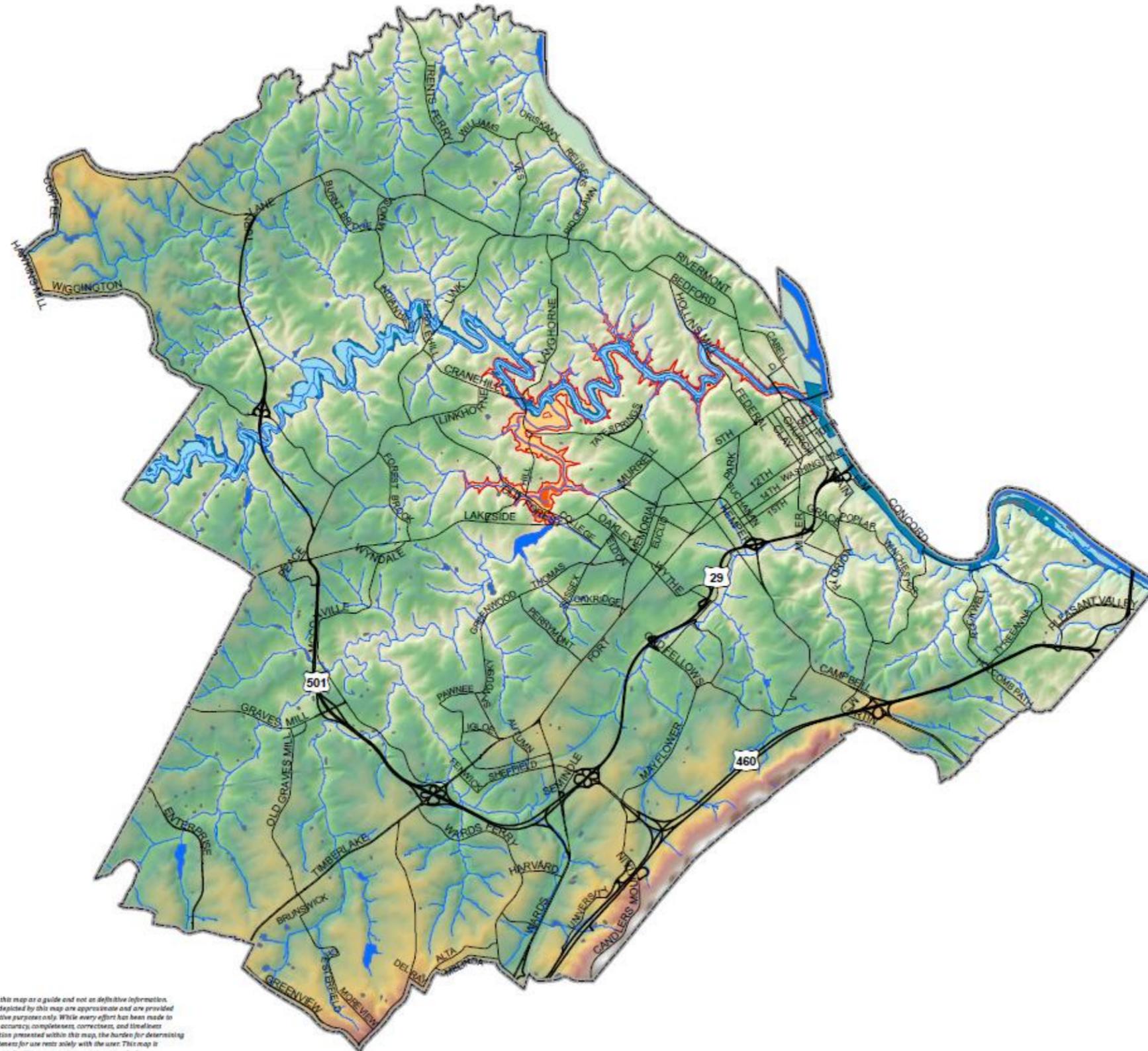
## **Water Resources**

Lynchburg is drained by eleven streams. Judith, Pigeon, Blackwater, Fishing, and Opossum Creeks all drain directly to the James River, while Ivy, Cheese, Tomahawk, Burton, and Dreaming Creeks are tributaries of Blackwater Creek. By far, Blackwater Creek has the largest watershed area affecting the City and extending into neighboring Bedford and Campbell counties.

Both the frequency of bank overflow and flood elevations have risen in these streams. The increased impact of floods appears to be due to increased urbanization of stream watersheds, not only in the City, but also in neighboring counties. This resulted in an update of the City's floodplain mapping with new FEMA 100-year floodplain maps being adopted by the City, effective June 3, 2008. While the City has permitted development to occur in the 100-year floodplain in the past, it should limit new development in the floodplain in the future and seek to protect existing development that may be affected by flooding. As required by dam safety regulations, the City also should monitor and update dam break inundation zones shown in Exhibit 10-1. Due to the potential impacts to downstream properties this map should be updated regularly as new information becomes available for public and private regulated dams.

# Exhibit 10-2 Dam Inundation Zones

September 2013



- Ivy Lake SD
  - Ivy Lake PMFnb
  - Ivy Lake PMFbr
  - Sunny Day Breach
  - PMF No Breach
  - PMF Breach
- Elevation**
- Height Feet**
- High : 834
  - Low : 132
- Highway
  - Major Arterial
  - Minor Arterial
  - Collector
  - Water

The areas shown on this map include currently available information on areas subject to inundation from dam failures. This map should be supplemented with information from other dams as soon as it becomes available.

Please use this map as a guide and not as definitive information. The areas depicted by this map are approximate and are provided for illustrative purposes only. While every effort has been made to ensure the accuracy, completeness, correctness, and timeliness of information presented within this map, the burden for determining appropriateness for use rests solely with the user. This map is provided "as is" with no warranties, express or implied.

Prepared by:  
Department of Community Development  
Planning Works

**Blackwater Creek:  
One of eleven creeks  
in Lynchburg.**



The water quality of several streams, including Blackwater, Burton, Fishing, Ivy, Judith and Fishing Tomahawk Creeks and the James River, has been found to violate the state and federal water quality standard for bacteria, specifically *Escherichia coli* (*E. coli*), a type of fecal coliform, which indicates contamination from human or animal wastes. The bacteria levels in these streams exceed those allowed by Virginia's Water Quality Standards. As a result, the Virginia Department of Environmental Quality (DEQ) has placed these streams on the priority list of impaired waters pursuant to Section 303(d) (1) of the Federal Clean Water Act. The DEQ, in cooperation with local stakeholders performed a study called Total Maximum Daily Load (TMDL) to determine the total amount of a pollutant from point and non-point sources that the streams can handle daily and still meet water quality standards for their designated uses. The study, "Bacteria TMDL for the James River Basin" dated August 2007 identifies Lynchburg's Combined Sewer Overflows as a major point source contributor to the *E. coli* impairment. The study also states that the majority of the impairment originates from non-point sources, which primarily include: agriculture, residential and forested areas. Non-agriculture anthropogenic non-point sources include loadings from straight pipes, leaking sanitary sewers, failing septic systems and pet waste.

The bacteria TMDL has not yet finalized due to pending revisions to the CSO Long Term Control Plan (LTCP). If the revised LTCP is approved, the completion of the CSO Program will greatly be accelerated potentially saving the citizens of Lynchburg over \$200 million. The revised LTCP would dramatically change the direction of the CSO Program. The current plan includes completely separating the storm and sanitary sewer systems with the goal of eliminating the combined sewer overflows. The proposed plan would capture and convey most of the remaining combined stormwater and wastewater flow to the Lynchburg Regional Wastewater Treatment Plant (LRWWTP). While some overflows would still occur through permitted overflow points, water quality standards would still be met in part due to capturing much of the stormwater in the combined area and treating it at the LRWWTP.

In conjunction with the revisions to the LTCP, the Bacteria TMDL is also being revised in order to accurately reflect the changes in the CSO Program. Upon completion of the TMDL an Implementation Plan (IP), which develops bacteria load reduction goals from each contributing sector in each watershed, will then be developed through collaboration with DEQ and other stakeholders.

The EPA, DEQ and DCR are implementing various regulations and requirements related to reducing nutrient (phosphorus and nitrogen) and sediment pollution as part of the Chesapeake Bay TMDL. Through the Watershed Implementation Plan (WIP) various sectors including regulated and unregulated sectors, have specific pollution reduction requirements. The regulated goals are incorporated into the City's Virginia Pollution Discharge Elimination System (VPDES) permits including the Regional Wastewater Treatment Plant's Nutrient General Permit and the Small Municipal Separate Storm Sewer System (MS4) Phase II General Permit. Additionally, the unregulated urban areas of the City also have specific reduction goals. All of which must meet certain timelines established by the permit cycles or the Bay target dates of 2017 and 2025. One significant outstanding issue is the ongoing study of the James River Chlorophyll-A standard. The outcome this study may result in significant additional nutrient reductions especially in the stormwater and wastewater sectors and could require a major capital investment in the LRWWTP. Lynchburg will continue working to meet its regulatory obligations and water quality goals.

As a result of these water quality challenges, the City has initiated the development of a strategic plan. The plan will be the foundation for decisions to cost effectively meet the goals of the Bacteria and Chesapeake Bay TMDLs, various other water quality regulations and permit requirements.

## **Air Quality**

Lynchburg continues to maintain excellent air quality and DEQ monitoring confirms Lynchburg is compliance with federal ambient air quality standards. In addition, the American Lung Association releases the "State of the Air" report every three years which uses measurements taken by the U.S. Environmental Protection Agency's Air Quality System. In 2013, Lynchburg received an A rating for 24-hour particulate pollution and exceeded the standard for annual particulate pollution – which can include emissions from factories, vehicle exhaust and the like. The City's efforts to improve its mass transit, bicycle and pedestrian systems, implement various "anti-idling" transportation features such as roundabouts and reduce energy consumption through building design, energy audits and efficiency efforts have been key. Land use patterns that promote redevelopment, connectivity and an appropriate mix of uses also reduce emissions while providing for more efficient service delivery and cost savings.

## **Understanding the Value of Natural Systems**

There is a keen interest among citizens in improving the environmental quality of Lynchburg and protecting its natural resources. The first step in protecting these

resources is to understand their value in providing a healthy environment. Monitoring and managing the environmental resources within the City can require a significant amount of resources. Many cities and counties across Virginia are developing environmental databases in their GIS systems to help them plan environmentally sensitive communities. Most cities map topography, soils, water bodies, floodplains and parks.

City officials and citizens could benefit from more comprehensive information about effective environmental protection techniques. City staff from a variety of departments should be kept abreast of environmental trends and practices through training, conferences, workshops, and other educational forums. The City has also established a panel of local experts to serve on a Natural Resources Advisory Committee and/or a Stormwater Advisory Committee to evaluate and comment on natural resource-related policies.

## Resource Management & Protection

The City desires to improve the protection and management of its natural systems in order to create a truly sustainable community. There are a number of approaches that the City may choose to pursue, including environmental performance standards, incentives for private actions, education and awards programs, and direct City actions.

### Poorly landscaped (left) and well-landscaped (right) stormwater management facilities



As described above, it is important for the City to consider environmental performance standards for new development and redevelopment, not only to ensure compliance with state and federal standards, but also to address the protection and management of important natural resources. Through the application of reasonable standards limiting the development of floodplains, wetlands and streamside steep slopes, these important resources could be preserved. Standards for the construction and maintenance of stormwater management facilities would ensure that flooding levels are kept in check and that the water quality of stormwater discharges is addressed. A major concern raised by citizens is the design, quality, and upkeep of stormwater management facilities. During the Community Character Survey, poorly functioning stormwater management facilities received some of the lowest rankings. Maintenance and upkeep of such facilities are directly linked to their effectiveness in managing stormwater. The

City should adequately enforce post construction maintenance agreements on private stormwater best management practices to ensure that they are performing as designed.

Incentives, rather than codified standards, may be more appropriate for other efforts to achieve sustainable development. For example, the City should continue to promote the recycling and re-use of existing buildings and offer incentives for the cleanup and redevelopment of brownfield sites, including tax abatement, density/intensity increases, and contributions to infrastructure and public amenities. Density increases or other incentives for private developers should be available in a variety of zoning districts, not just the Traditional Neighborhood Development and Planned Unit Development zones, in exchange for the preservation of significant wooded open space, unique species areas or critical habitats, and for green building design. The City should also continue to work with property owners desiring to participate in the stormwater credit program.

The City should also employ softer techniques for natural resource protection such as educational programs and programs to recognize private environmental initiatives. The City supports a variety of environmental education efforts including interpretive signage, programming and design workshops. A number of communities in Virginia also use awards programs to promote green development. These programs could be used to highlight a variety of topics including the eradication of invasive plant species developments that incorporates green building techniques, water conservation initiatives and various efforts to protect stream valleys and woodlands.

Finally, the City itself could become actively involved in natural resource protection and management. When the City constructs a building, a parking lot, a road, or a park, for example, it should strive to protect wooded areas, steep slopes, and floodplains to the extent feasible. The City should use green building techniques and demonstrate well-landscaped stormwater management facilities that not only serve as best management practices, but also provide visually pleasing amenities. The construction of Heritage High School and the Juvenile Detention Group Home will continue the standard of City buildings that are built with sustainable guidelines. Citizens in public meetings voiced a great deal of support for City establishment of a greenway program to expand the James River Heritage Trail and the Blackwater Creek Natural Area and to establish similar areas along other City streams. The greenway program should promote the purchase and accept donations of open space for resource protection along streams. The City could also use environmental performance standards to obtain the dedication of stream valley open space for the greenway program in developing and redeveloping areas.

## **A Regional Approach**

Since nature does not respect political boundaries, regional cooperation is essential in addressing environmental problems and managing natural systems. The expansion of existing partnerships should be encouraged to address regional environmental issues such as stormwater (in progress), greenways, scenic resources, water and air quality, and invasive species. Collaboration between state agencies, local and regional

environmental groups, and colleges and universities may prove more effective in addressing resource protection and management. The regional stormwater management effort is a good example of environmental planning that extends across jurisdictions and utilizes grant funds from the Virginia Department of Conservation and Recreation. The City should continue to pursue other funding opportunities to monitor and manage environmental resources.

Information about the health of the natural systems in the City and region is dispersed among various groups, and data collection is currently a cooperative effort. There is no local repository for information. Information-sharing responsibilities and data collection protocols should be established between the various groups so that an annual report on the state of the City's and region's natural systems and environmental health can be produced.



# Chapter 11: Parks & Recreation

## Chapter Overview

The City's parks, recreation facilities, and public open spaces are among its most important and valued assets. City parks, playgrounds, trails, and recreation centers and facilities contribute to the City's quality of life in many ways. In addition to offering places to play, meet, relax, and exercise, they enhance neighborhood livability, improve the image and attractiveness of commercial areas, give context to historic and cultural sites, bolster property values, and provide access to the natural environment. Commitment to a long-term program of recreational facility and park improvement, maintenance, and expansion is key to preserving the City's investments and ensuring the recreational needs of all citizens, including seniors, youth, indoor and outdoor athletic users, and others are met.

This element of the Comprehensive Plan builds on the City's *Recreation Facilities Study and Parks and Recreation Master Plan*, adopted by the City Council in 1997. Recommendations in the *Recreation Facilities Study and Parks and Recreation Master Plan* call for improvements to existing parks and recreation centers, the development of new facilities in underserved areas, the preservation of historic facilities and landscapes, and the expansion of local and regional bikeways and greenways. The recommendations of the *Recreation Facilities Study and Parks and Recreation Master Plan*, along with new opportunities identified through the planning process, are addressed below.

## Park & Facility Improvement

The *Recreation Facilities Study and Parks and Recreation Master Plan* includes an inventory of public recreation facilities and parks with an evaluation of their condition and quality. Existing parks and recreation facilities are mapped in Exhibit 11-1. In addition, planners used a variety of methods to assess demand for facilities and activities. Research on the demand for recreation facilities and activities included a telephone survey, an analysis of current participation in recreation activities, and a review of recreation demand standards published by the Virginia Department of Conservation and Recreation in the Virginia Outdoors Plan. Based on this research, the *Recreation Facilities Study and Parks and Recreation Master Plan* recommends standards for the number and types of recreation facilities needed in Lynchburg. Taken together, the inventory and demand assessment resulted in recommendations for improvements to facilities throughout the City as well as the development of new facilities in underserved areas. A summary of key findings and recommendations follows.

- Many of the City's community centers as well as the Department's headquarters at 301 Grove Street are in need of renovation to make them more usable and to ensure that they meet current fire and building codes, as well as the Americans with Disabilities Act (ADA) standards.



- The City's 770 acres of parkland generally are in good condition, though many require improvement to meet ADA standards.
- Playgrounds and play equipment must be rehabilitated for improved safety according to modern standards.
- Several parks, including Miller and Riverside Parks, contain historic City Beautiful landscapes that need to be preserved, improved and interpreted. The City Beautiful movement of the late 1800s featured classically designed parks, many modeled after those developed by Daniel Burnham and Frederick Law Olmsted for the 1893 World Columbian Exposition in Chicago. Examples include New York City's Central Park and the parks in Boston's Emerald Necklace.
- The inventory of parks in the *Recreation Facilities Study and Parks and Recreation Master Plan* shows that recreation facilities and park lands are not evenly distributed across the City. The Cheese Creek and Tomahawk Creek-Timberlake areas are underserved, so the Plan recommends establishing new community parks in those areas and in the Tyreeanna/Pleasant Valley area. In addition, since the publication of the Parks and Recreation Master Plan, the City has been able to acquire land in the Lynchpin Industrial Center for a nature park and an environmental education center.
- Large recreation facilities in the plan include a new athletic field complex and an indoor recreation center with gym and, in the future, an indoor pool. Citizens expressed a desire for neighborhood-based recreation, but also supported the construction of a new central indoor recreation center with a gym and pool.

## Shared Use of Facilities

City residents depend a great deal on ballfields, outdoor courts, and gymnasiums in the school system to provide opportunities for general recreation. Many of those facilities show wear due to heavy use and are in need of renovation and improvement. Lynchburg's colleges and universities also provide recreational facilities and their students generate demands for City facilities. The City should continue to coordinate efforts to establish and refine shared use agreements with each of these entities to make efficient use of facilities and to equitably address operations, maintenance and improvement costs.

## Park Master Plans

The *Recreation Facilities Study and Parks and Recreation Master Plan* contains detailed recommendations for improvements to Perrymont, Jefferson, and Peaks View parks. Master plans have been created for many of the City's parks. These master plans are the basis for the Parks & Recreation Department's 10-year capital improvements program, which schedules major improvements for parks, trails and facilities, such as the City's football stadium.

In addition to improving existing parks, citizens support the provision of indoor recreational facilities, additional neighborhood parks, facilities for teens and expansion of the City's greenway system.

## Greenways

Citizens place particular emphasis on protecting existing open space and expanding the City's greenway system. The City should continue to expand its greenway system to extend and create additional connections to the James River Heritage Trail, the Blackwater Creek Natural Area and trails along other City streams. Restoring, preserving and protecting sensitive natural environments along the City's streams is likely to be a high priority in the City's comprehensive water quality plan. The City's Parks & Recreation Department should coordinate greenway trail efforts with water quality initiatives and the City's bikeway improvement plans.

Additionally, greenway planning efforts should be coordinated with the development review process to facilitate efforts to purchase or accept donations of open space in fee simple or by easement. To maximize planning efforts and develop a comprehensive greenway system, the City should coordinate its greenway planning efforts with on-going regional efforts.

## Water Recreation

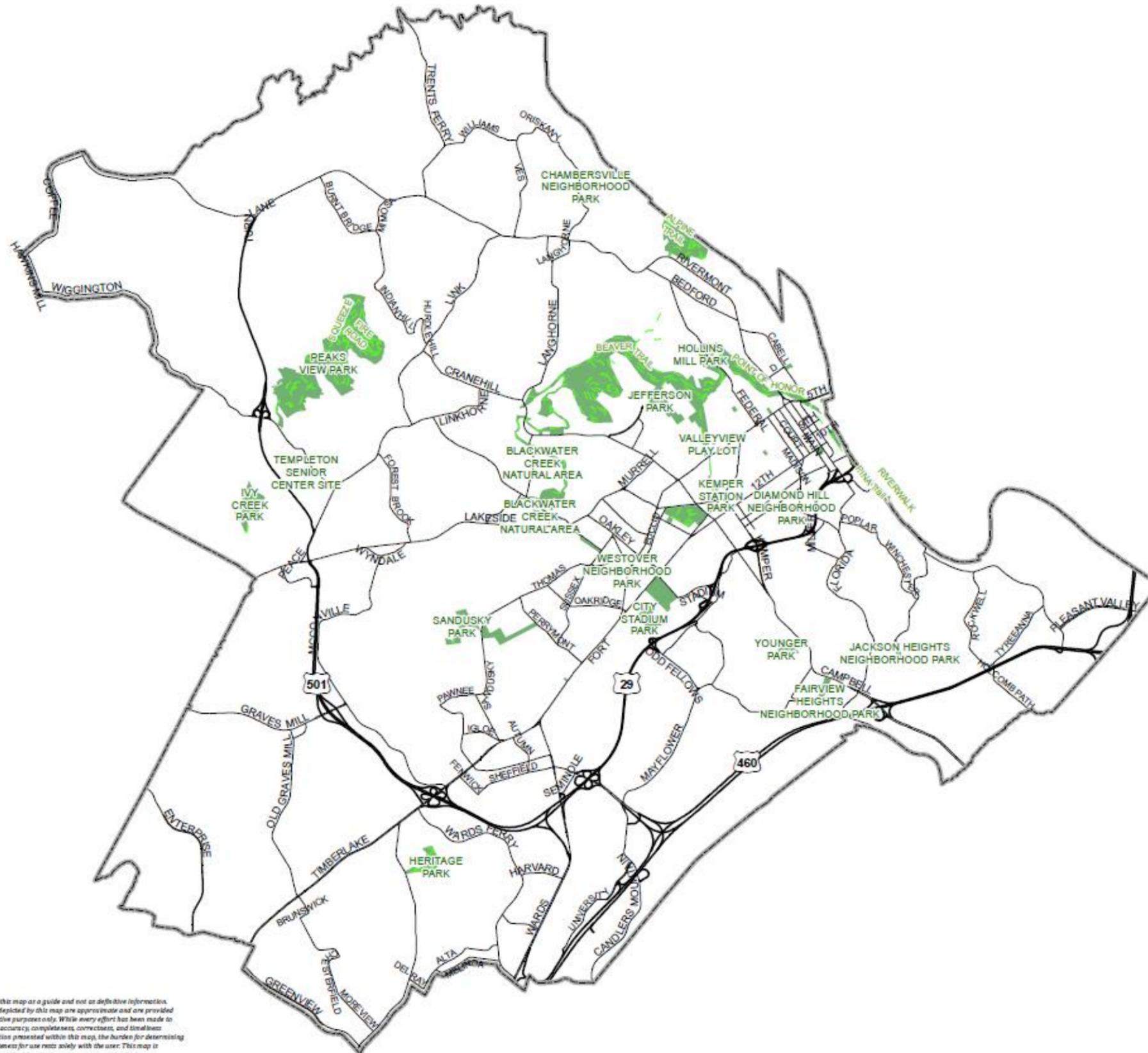
Citizens attending the public forums also favored water recreation and improved access to the James River. Connected to this interest in the James River was support for the recreational and community event spaces of the *Downtown and Riverfront Master Plan 2000*.

## Funding

Additional sources of funding, both public and private, must be explored in order to pay for all the recommended park and recreation improvements, as well as maintenance and operations costs. The City needs to evaluate fee structures on an annual basis to ensure delivery of quality recreational programs and to seek funds from all available state and federal resources to support facility and program improvements. The City should also pursue donations and sponsorships from private individuals, businesses, industries, and others.

# Exhibit 11-1 Parks & Recreation

September 2013



- Trails
- Park
- Highway
- Major Arterial
- Minor Arterial
- Collector

Please use this map as a guide and not as definitive information. The areas depicted by this map are approximate and are provided for illustrative purposes only. While every effort has been made to ensure the accuracy, completeness, correctness, and timeliness of information presented within this map, the burden for determining appropriateness for use rests solely with the user. This map is provided "as is" with no warranties, express or implied.

Prepared by:  
Department of Community Development  
Planning Works

# Chapter 12: Transportation

## Chapter Overview

The City of Lynchburg lies at a significant crossroads of major traffic corridors within the State of Virginia. The Heartland Corridor, which includes US Route 460 is considered a corridor of statewide significance. Nevertheless, Lynchburg is the largest metropolitan area in the Commonwealth without interstate access. Primary highways to the City include US Route 29, US Route 460 and US Route 501. Historically, these traffic corridors have been focused on routing traffic through the City of Lynchburg rather than around it. Such traffic patterns and trends can have profound impacts, both positive and negative, on neighborhoods, corridors, and the economic viability of the City and the region.

The City also has a long history of providing mass transit for its residents, beginning in the 1890s. Today, the Greater Lynchburg Transit Company (GLTC) provides bus service from a central hub at the Plaza Shopping Center.

During the development of this Plan, public input on transportation issues focused principally on certain specific aspects of the existing and projected transportation system: "gateway" issues related to the US Route 29 bypass and its effect on access to downtown and the City in general; isolated areas of congestion during high traffic periods; neighborhood traffic levels; integration of various alternative transportation modes including rail, transit, bicycle, and pedestrian; access to the City's historic and cultural resources using the various transportation modes; and aesthetic design standards for street and other transportation improvements. <sup>1</sup>

The City recognizes the critical relationship between transportation, and land use planning. The primary goals of this transportation element are to provide the citizens of Lynchburg with safe, efficient, effective, and well planned transportation systems and facilities that are sustainable, enhance economic development and redevelopment opportunities and preserve the integrity and character of the affected neighborhoods, historic districts, and natural areas.

This chapter includes:

- Guiding principles to provide a vision for the City of Lynchburg's transportation policies and support decision making;
- The City's Better Streets policy;
- The Transportation Improvements Map (see Exhibit 12-1) to identify needed transportation system improvements;
- A description of the interrelated regional and local transportation planning programs; and
- Discussions of design issues related to different elements of the City's transportation system.



## Guiding Principles for Transportation

**Consistency.** Transportation planning efforts shall be coordinated with and directed toward implementing the goals of this Comprehensive Plan. The City acknowledges the unique character of the City's many neighborhoods and the corresponding need to protect this character by ensuring that transportation projects fit into and enhance the neighborhoods in which they are located. The Plan is also consistent with VTrans2035 (Virginia's Long-Range Multimodal Transportation Plan) and the Commonwealth's Six-Year Improvement Plan (SYIP).

**Multi-modal Support.** The City supports the expansion of modal choices for residents with different needs and preferences. It also recognizes the importance of coordinating design to provide connectivity between modes and to ensure safety for motorists, transit riders, bicyclists and pedestrians. The City is in the process of preparing Multimodal System Design Guidelines to support its Better Streets policy and help achieve the goals of VTrans2035 Corridors of Statewide Significance.

**Connectivity.** The City supports improved connectivity between neighborhoods and the uses served by those neighborhoods to facilitate mobility between the places where residents live, work and play.

**Efficiency.** The City will capitalize on current investments in the system through effective maintenance and management while targeting funding for improvements that contribute the most to the safe and efficient movement of people and goods.

**System Design.** The City of Lynchburg Transportation Policy shall endeavor to create a safe, sustainable, connected and efficient transportation system that preserves the City's character and history.

## Better Streets Policy

A Better Street in Lynchburg combines the principles of Complete Streets and Green Streets, and meets multiple Comprehensive Plan goals by improving the quality of life in Lynchburg for all citizens. Lynchburg's Better Streets will be designed and built to strike a balance between all users, regardless of physical abilities or mode of travel. They will attend the needs of people first, prioritizing pedestrians, bicyclists, transit, street trees, stormwater, utilities, and livability, as well as vehicular circulation and parking. Through this policy, the City of Lynchburg intends to ensure that all agencies within the City shall routinely plan, fund, design, construct, operate, and maintain its streets according to this

**Better Streets** serve all modes of transportation and are designed to support the delivery of all services while enhancing neighborhood character, providing sustainable infrastructure, improving energy efficiency, improving stormwater quality and protecting natural resources.



Source: Complete Streets flickr photostream

Comprehensive Plan, the TMP, the Multi-Modal System Design Guidelines, the Region 2000 Bike Plan, and best practices in environmental planning and pedestrian-oriented, multimodal street design.

In support of the Better Streets Policy, the City of Lynchburg will develop and adopt Multimodal System Design Guidelines and evaluate the need for established processes to aid implementation.

By adopting this policy in Comprehensive Plan, the City of Lynchburg:

- Affirms its commitment to improve both Lynchburg's image and its transportation system function by providing a safe and attractive environment for street users of all ages and abilities such as pedestrians, bicyclists, transit riders and motorists.
- Recognizes that the development of pedestrian, bicycle, transportation, and stormwater infrastructure supports The Region 2000 Bike Plan and the City's Comprehensive Plan goals because it increases accessibility, enhances recreational opportunities, reduces effects of human activity on the environment and provides well-designed streetscapes, thus promoting a high quality of life for all citizens.
- Appreciates the positive role that good pedestrian, bicycle and transit facilities play in attracting population growth and sustainable economic development.
- Values the long-term cost savings of developing pedestrian, bicycle, and green stormwater infrastructure as they relate to improved public health and environmental quality, improved environmental stewardship, reduced fuel consumption, and the decreased demand for motor vehicle infrastructure.
- Recognizes that Better Streets may be achieved through single projects or incrementally through a series of smaller improvements or maintenance activities over time, or projects requiring rebuilding of transportation facilities, and that transportation-related funding sources be drawn upon to implement Better Streets.
- Intends to maximize the number of transportation options available within the public right-of-way.
- Recognizes that Green Streets offer the capability of transforming a significant stormwater and pollutant source into an innovative treatment system. Green Streets optimize the performance of public space and will allow the city to coordinate the implementation of stormwater control efforts in meeting water quality goals.

## **Transportation Planning Coordination**

The primary mechanism for transportation planning in the region is the Long Range Transportation Plan (LRTP). Developed and updated by the Central Virginia Metropolitan Planning Organization (CVMPO), the LRTP includes the City of Lynchburg and the urbanized areas surrounding the City. Identified transportation needs for the metropolitan area that can be funded within the next 25 years, based on needs

assessments performed every five years, are outlined in the fiscally constrained portion of the LRTP (referred to as the "Constrained Long Range Plan"). Computer models of the metropolitan area's growth patterns, as well as traffic forecasts, serve as the foundation for the needs assessment. The LRTP includes projects for streets, transit, bicycle and pedestrian facilities, air transportation, passenger rail service and the movement of freight. Virginia's Region 2000 Local Government Council (Region 2000), the Virginia Department of Transportation CVDOT), the Virginia Commonwealth Transportation Board (CTB), the Virginia Department of Rail and Public Transportation (VDRPT), the Federal Highway Administration (FHWA) and the other Region 2000 communities are also heavily involved in the regional transportation planning process.

The LRTP is implemented through the Transportation Improvement Plan (TIP). This is a six-year plan that includes both priorities and funding for projects identified in the LRTP, the City of Lynchburg's Capital Improvement Program, the Central Virginia Transportation Improvement Program (CVTIP) and the Commonwealth's Six-year Improvement Program (SYIP). Once a project has been included in one or more of these documents, it is scheduled for implementation.

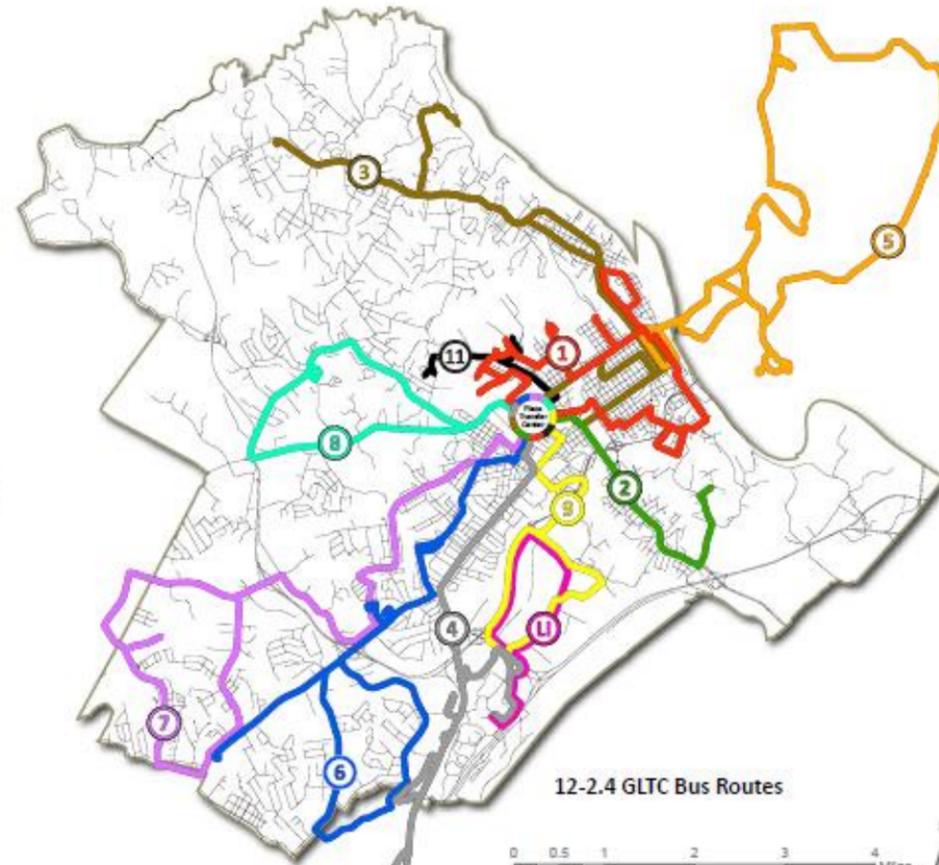
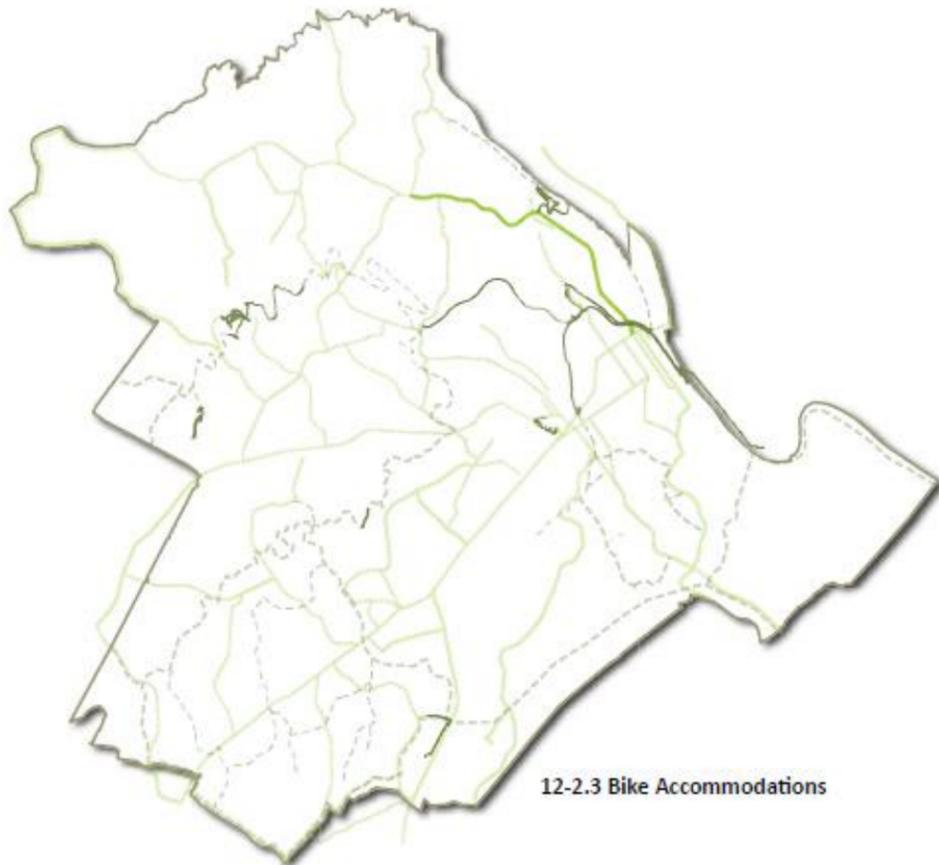
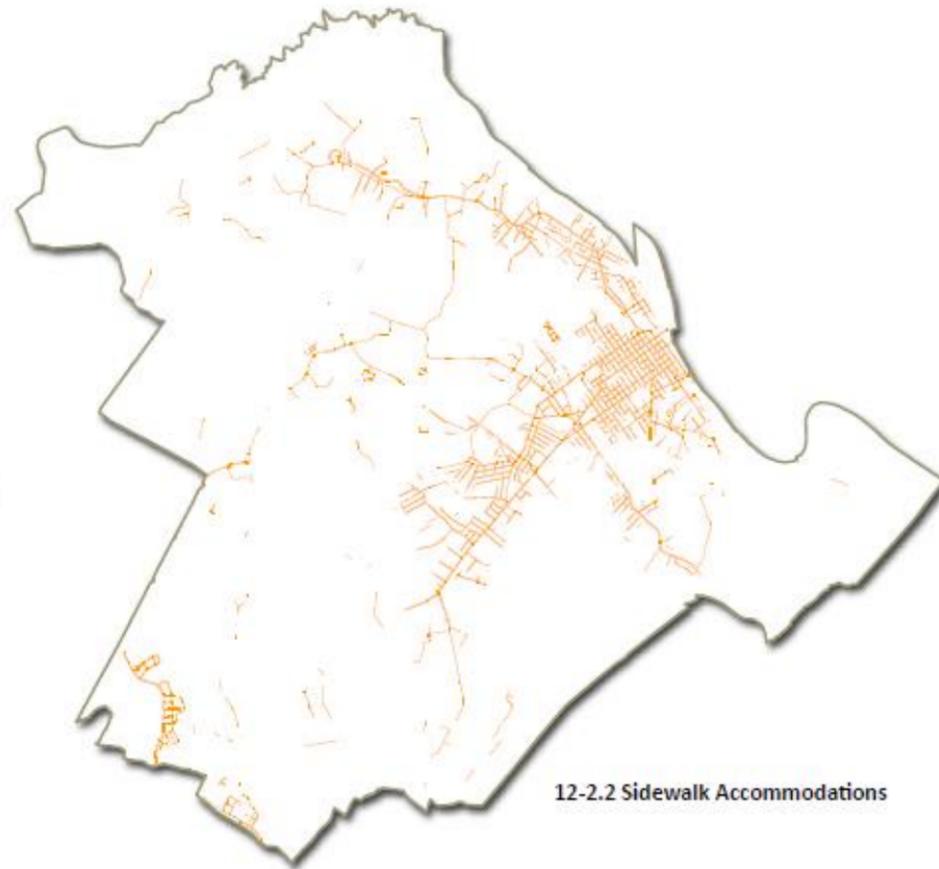
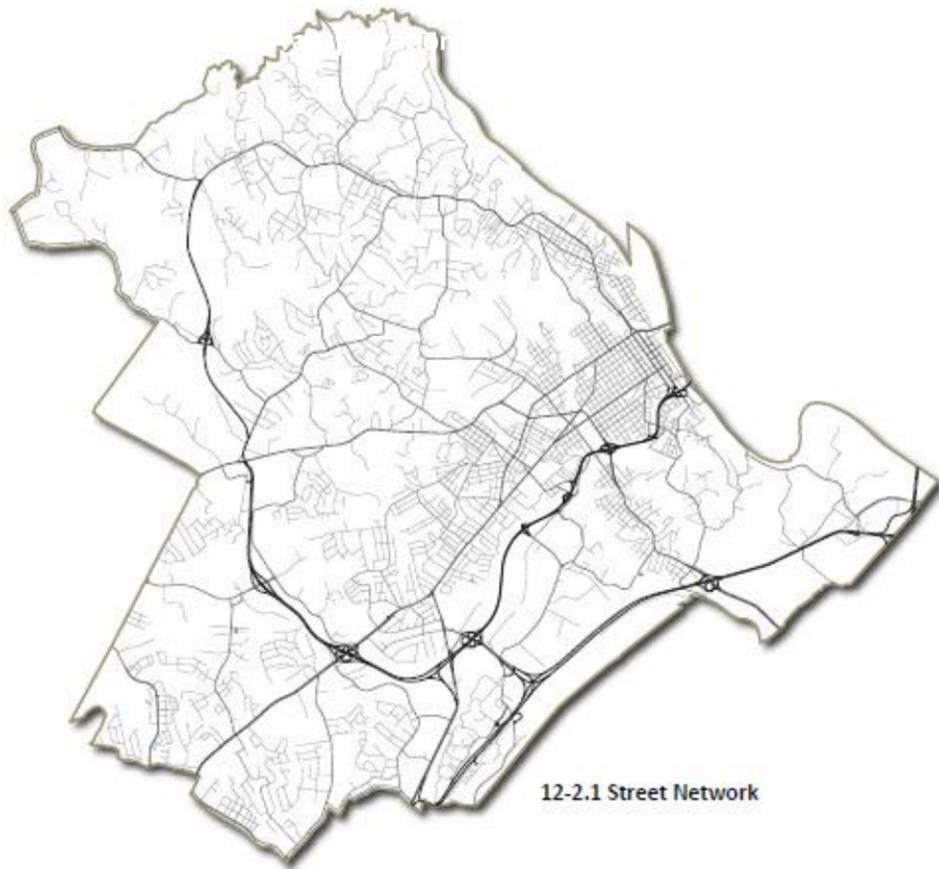
One focus of this Transportation Element is to improve the level of communication between the City and transportation authorities and to influence transportation initiatives affecting the City.

The City will continue to participate in regional transportation planning efforts, collaborating with the CVMPO, Region 2000 and the Region 2000 communities, VDOT, the GLTC and the Lynchburg Regional Airport Authority.

## **Transportation Improvements**

Exhibit 12-1 is an illustrated inventory of the existing transportation system, distinguishing transportation improvements by type. Exhibit 12-2 distinguishes streets based on their function in the system. Exhibit 12-3 lists planned transportation system improvements, their costs and their funding status. Exhibit 12-4 maps planned transportation improvements. These improvements include upgrades to existing streets, intersections and interchanges, bicycle and pedestrian trails, new street connections and other capital projects. Together, these exhibits are intended to be used and updated on an annual basis to reflect the City's accomplishments, as well as its capital improvement priorities and resources. The City should monitor traffic conditions and evaluate significant development initiatives such as the potential convention center to identify the need for future updates.

### Exhibit 12-1 Transportation Inventory September 2013



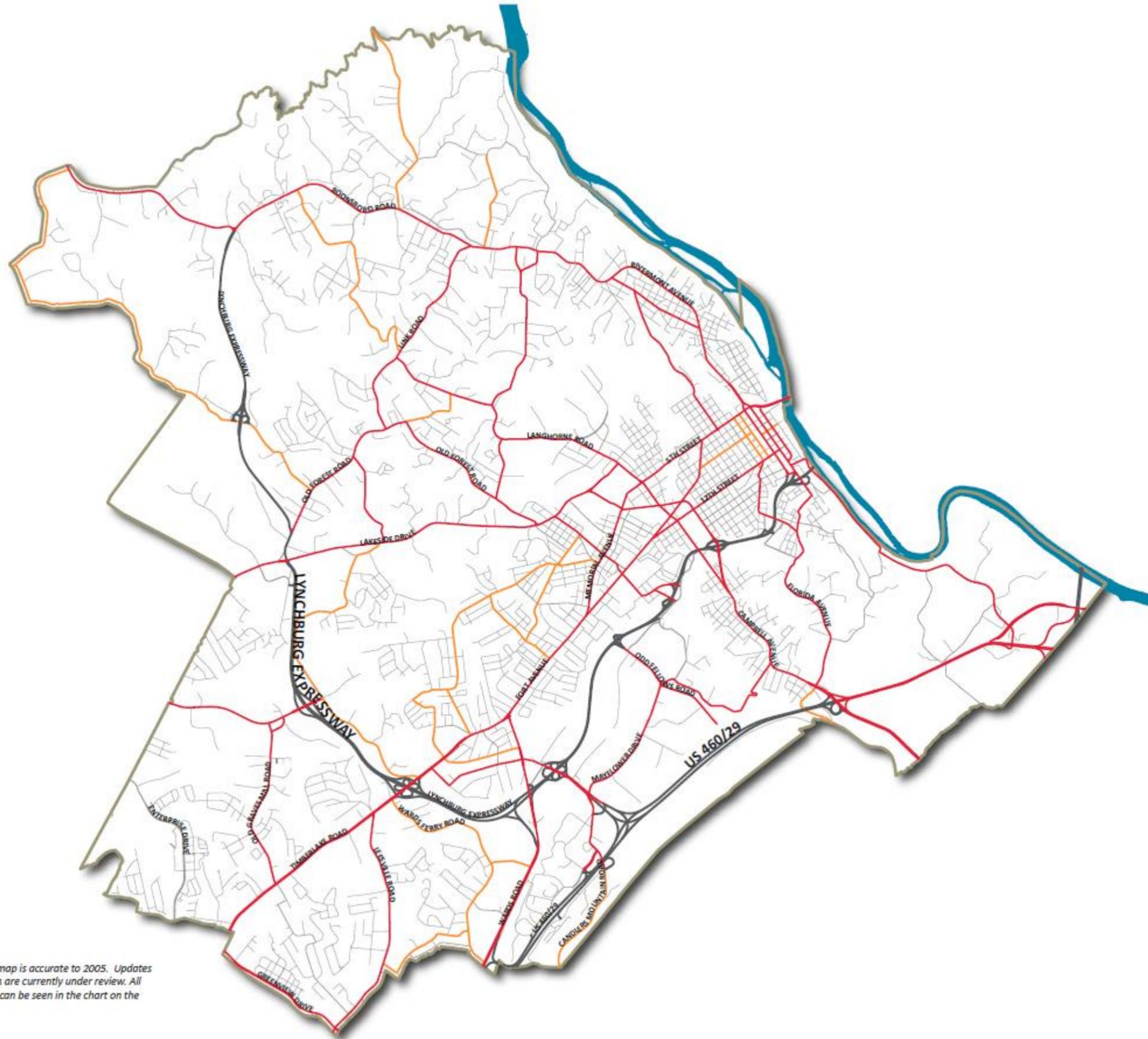
- Streets
- Sidewalks
- Bus Routes (color varies)
- Existing On-road Bicycle Facility
- Existing Multi-use Trail
- - - Proposed On-road Bicycle Facility
- - - Proposed Multi-use Trail



### Exhibit 12-2 VDOT Functional Classification

September 2013

-  Urban Freeway / Expressway
-  Urban Arterial
-  Urban Collector
-  Local



*DISCLAIMER: This map is accurate to 2005. Updates to the classification are currently under review. All proposed changes can be seen in the chart on the following pages.*

Prepared by:  
Department of Community Development  
Planning Works



**City of Lynchburg**  
COMPREHENSIVE PLAN  
*Planning for the Future 2013-2030*

Note: the existing transportation system inventory on the previous page does not yet reflect the following list of changes adopted by the MPO. When the MPO approved changes have been approved by VDOT, the Existing Transportation System Inventory map on the previous page will be updated.

**Functional Classification Changes with VDOT and CVMPO Comments**

Jurisdiction	Route #	Route Name	From	To	Length	Exist. Class	Prop. Class	Reason	Locality Recommendation	Locality Comments	CVMPO/VDOT Lynchburg District Recommendation
Lynchburg	967	8TH STREET	COURT STREET	PARK AVENUE	0.6	Major Collector	Minor Collector	Lower CI score; lower volume			Minor Collector
Lynchburg	964	9TH STREET	CHURCH STREET	JEFFERSON STREET	0.2	Major Collector	Minor Collector	Lower CI score; lower volume			Minor Collector
Lynchburg	501	BOONSBORO ROAD	LYNCHBURG EXPRESSWAY	WCL LYNCHBURG	1.8	Other Principal Arterial	Minor Arterial	Principal Arterial must form a closed loop			Minor Arterial
Lynchburg	501	CAMPBELL AVENUE	SCL LYNCHBURG	RTE 460 NORTH	1.1	Other Principal Arterial	Minor Arterial	Principal Arterial must form a closed loop			Minor Arterial
Lynchburg	911	COMMERCE STREET	5TH STREET	MAIN STREET	0.6	Minor Arterial	Major Collector	Lower CI score	Minor Arterial	Our main truck route downtown, volumes likely down due to downtown construction, connects the City to Amherst and Campbell counties..	Minor Arterial
Lynchburg	912	CONCORD TURNPIKE	JEFFERSON STREET	RTE 460 BYPASS	2.9	Minor Arterial	Major Collector	CI score; volume	Minor Arterial	Our main connection from the City to the Tyreanna/Pleasant valley area and connecting to 460/29, again a major truck route providing relief to 460/29 and connection of Campbell and Amherst Counties.	Minor Arterial
Lynchburg	913	COURT STREET	5TH STREET	12TH STREET	0.5	Major Collector	Minor Collector	Lower CI score			Minor Collector
Lynchburg	914	CRANEHILL DRIVE	LINK ROAD	LANGHORNE ROAD	1.0	Minor Arterial	Major Collector	CI score			Major Collector
Lynchburg	915	EDGEWOOD AVENUE	FORT AVENUE	WARDS ROAD	0.7	Major Collector	Minor Collector	Volume; CI score			Minor Collector
Lynchburg	916	ELDON STREET	LANGHORNE LANE	MEMORIAL AVENUE	0.1	Major Collector	Minor Collector	Volume; CI score			Minor Collector
Lynchburg	918	FEDERAL STREET	HOLLINS MILL ROAD	5TH STREET	0.4	Minor Arterial	Major Collector	Volume; CI score			Major Collector
Lynchburg	919	FENWICK DRIVE	FORT AVENUE	SHEFFIELD DRIVE	0.2	Minor Arterial	Minor Collector	CI score; volume; continuity with network			Minor Collector
Lynchburg	920	FLORIDA AVENUE	MAIN STREET	CAMPBELL AVENUE	2.2	Minor Arterial	Major Collector	Lower CI score; lower volume; continuity in network	Minor Arterial	Again a major truck route and major connection from Campbell County to downtown Lynchburg beginning at 460/29/501.	Minor Arterial
Lynchburg	921	FOREST BROOK ROAD	OLD FOREST ROAD	LAKESIDE DRIVE	0.9	Minor Arterial	Major Collector	Continuity with network			Major Collector
Lynchburg	922	FORT AVENUE	PARK AVENUE	12TH STREET	0.4	Minor Arterial	Major Collector	CI score; volume	Minor Arterial	This will be shortly reconnected to the balance of Fort avenue due to the ongoing construction; volumes will increase significantly when the new road opens.	Minor Arterial
Lynchburg	923	GRACE STREET	12TH STREET	FLORIDA AVENUE	0.9	Minor Arterial	Major Collector	Lower CI score; lower volume; continuity in network			Major Collector
Lynchburg	927	HARVARD STREET	WARDS FERRY ROAD	WARDS ROAD	0.4	No Change	No Change	Match adjacent link; high volume			No Change
Lynchburg	929	HILL STREET	OLD FOREST ROAD	LANGHORNE ROAD	0.6	Minor Arterial	Major Collector	CI score; volume			Major Collector
Lynchburg	930	HOLLINS MILL ROAD	BEDFORD AVENUE	FEDERAL STREET	1.2	Minor Arterial	Major Collector	Volume; CI score			Major Collector
Lynchburg	933	JEFFERSON STREET	9TH STREET	WASHINGTON STREET	0.4	Major Collector	Minor Collector	Lower CI score; lower volume			Minor Collector
Lynchburg	936	LANGHORNE LANE	RICHMOND ST	ELDON STREET	0.1	Major Collector	Minor Collector	Volume; CI score			Minor Collector

Jurisdiction	Route #	Route Name	From	To	Length	Exist. Class	Prop. Class	Reason	Locality Recommendation	Locality Comments	CVMP/VDOT/Lynchburg District Recommendation
Lynchburg	968	LANGHORNE ROAD	RIVERMONT TERRACE	RIVERMONT AVENUE	0.3	Minor Arterial	Major Collector	CI score; volume	Minor Arterial	Still part of the connection to Rivermont, volumes on this stretch are increasing.	Minor Arterial
Lynchburg	969	LONG MEADOWS DR	FORT AVENUE	PAWNEE DRIVE	0.7	Major Collector	Minor Collector	Volume; CI score			Minor Collector
Lynchburg	501	LYNCHBURG EXPRESSWAY	BOONSBORO ROAD	BOONSBORO ROAD	0.1	Other Freeway or Expressway	Minor Arterial	Downgrade prior to at grade intersection			Minor Arterial
Lynchburg	940	MAIN STREET	LYNCHBURG EXPRESSWAY	FLORIDA AVENUE	0.3	Minor Arterial	Major Collector	Lower CI score; lower volume; continuity in network	Minor Arterial	This portion connects Florida Ave to the balance of Main St. and also to Commerce St. again part of the truck route here in the City connecting Campbell and Amherst counties through the City.	Minor Arterial
Lynchburg	941	MARTIN STREET	CAMPBELL AVENUE	ECL LYNCHBURG	0.6	Major Collector	Minor Collector	Volume			Minor Collector
Lynchburg	128	MAYFLOWER DRIVE	ODD FELLOWS ROAD	CAMPBELL AVENUE	1.3	Minor Arterial	Major Collector	Volume	Minor Arterial	Major truck route from the new Oddfellows interchange to Campbell Ave. Will be a parallel reliever to 460 when the interchange opens. Connects to industrial park and major recycling facility, both large truck producers to and from other communities.	Minor Arterial
Lynchburg	947	ODD FELLOWS ROAD	MAYFLOWER DRIVE	DEAD END	0.7	Minor Arterial	Major Collector	CI score; volume	Minor Arterial	This piece will connect the new interchange on 460 to the expressway and Mayflower Dr. Will be a major truck and economic development corridor for Liberty and the City volumes already increasing significantly.	Minor Arterial
Lynchburg	946	OLD GRAVES MILL ROAD	GRAVES MILL ROAD	TIMBERLAKE ROAD	1.7	Minor Arterial	Major Collector	CI score	Minor Arterial	Significant volumes and provides connection from Campbell County through the city to Bedford County.	Minor Arterial
Lynchburg	948	PARK AVENUE	KEMPER STREET	5TH STREET	0.7	Minor Arterial	Major Collector	CI score; volume	Minor Arterial	Connects the new midtown connector, the Expressway and Memorial Ave. to the City multi-modal facilities (rail, interstate transit and local transit), volumes will increase significantly upon completion of the midtown project.	Minor Arterial
Lynchburg	949	PAWNEE DRIVE	LONG MEADOWS DRIVE	SANDUSKY DRIVE	0.3	Major Collector	Minor Collector	Volume; CI score			Minor Collector
Lynchburg	977	PLEASANT VALLEY RD	CONCORD TNPK	ECL LYNCHBURG	0.8	Minor Arterial	Major Collector	CI score; volume			Major Collector
Lynchburg	460	RICHMOND HIGHWAY	RTE 501 SOUTH	RTE 501 SOUTH	0.1	Other Principal Arterial	Other Freeway or Expressway	Downgrade just prior to at grade intersection or driveway			Other Freeway or Expressway
Lynchburg	952	RIVERMONT AVENUE	BEDFORD AVENUE WEST	BEDFORD AVENUE EAST	1.0	Minor Arterial	Major Collector	Volume; not path of travel	Minor Arterial	Connects Bedford County via 501 to the City and west to I-81 volumes are down due to CSO construction over the past year.	Minor Arterial
Lynchburg	954	SHEFFIELD DRIVE	FENWICK DRIVE	WARDS ROAD	0.7	Minor Arterial	Minor Collector	CI score; volume; continuity with network			Minor Collector
Lynchburg	970	SUSSEX STREET	PERRYMONT AVENUE	THOMAS ROAD	0.8	Major Collector	Minor Collector	Volume; CI score			Minor Collector
Lynchburg	971	UNIVERSITY BOULEVARD	CANDLERS MOUNTAIN ROAD	LIBERTY MOUNTAIN ROAD	0.4	Minor Arterial	Minor Collector	downgrade minor arterial for better continuity	Minor Arterial	Connects the City and 460 to Liberty University - a growing campus of 12000+ students with significantly increasing volumes.	Minor Arterial
Lynchburg	959	WASHINGTON STREET	MAIN STREET	JEFFERSON STREET	0.1	Minor Arterial	Major Collector	CI score; volume	Minor Arterial	Part of the truck route connection from Campbell County and us 460 via Concord Turnpike through the City to Amherst County.	Minor Arterial
Lynchburg	NA	Regents Pkwy	Demoss Dr	Wards Rd	0.1	Local	Minor Collector	upgrade local due to Liberty University			Minor Collector
Lynchburg	NA	13th St	Floyd St	Fillmore St	0.1	Local	Minor Collector	Access to school			Minor Collector

Jurisdiction	Route #	Route Name	From	To	Length	Exist. Class	Prop. Class	Reason	Locality Recommendation	Locality Comments	CVMP/VDOT/Lynchburg District Recommendation
Lynchburg	NA	Turn Lane	Boonsboro Rd	PFC Desmond Moss Mem	0.1	Local	Minor Collector	Downgrade prior to at grade intersection.			Minor Collector
Lynchburg	NA	Atherholt Rd	Dead End	Tate Springs Rd	0.8	Local	Minor Collector	Traffic generator - hospital			Minor Collector
Lynchburg	NA	Berkshire Pl	Sheffield Dr	Glenfield Dr	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Bradley Dr	Odd Fellows Rd	Mayflower Dr	0.6	Local	Minor Collector	Traffic generator - industry			Minor Collector
Lynchburg	NA	Breckenridge St	Jubal St	College Dr	0.1	Local	Minor Collector	Traffic generator - Lynchburg College			Minor Collector
Lynchburg	NA	Caroline St	Hillcrest Ave	Smyth St	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Carroll Ave	Exit 6/Carroll Ave	On Ramp/Carroll Ave	0.1	Local	Minor Collector	Continuity and connect ramps			Minor Collector
Lynchburg	NA	Carroll Ne In N Rd	Carroll Ave	Lynchburg Expwy	0.1	Local	Other Frwy/Expwy	Classify ramp			Other Frwy/Expwy
Lynchburg	NA	Church St	Pearl St	Church St	0.1	Local	Minor Arterial	Continuity			Minor Arterial
Lynchburg	NA	College Dr	Lakeside Dr	Vernon St	0.4	Local	Minor Collector	Traffic generator - Lynchburg College			Minor Collector
Lynchburg	NA	College St	McCausland St	Vernon St	0.3	Local	Minor Collector	Traffic generator - Lynchburg College			Minor Collector
Lynchburg	NA	Concord Tpke	Pleasant Valley Rd	Richmond Hwy	0.2	Local	Major Collector	Continuity with network; finish connection			Major Collector
Lynchburg	NA	Demoss Dr	Regents Pkwy	University Blvd	0.4	Local	Minor Collector	upgrade local due to Liberty University			Minor Collector
Lynchburg	NA	Dunbar Dr	Federal St	Monroe St	0.2	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Enterprise Dr	Bedford CL	Campbell CL	1.5	Local	Major Collector	Traffic generators - businesses			Major Collector
Lynchburg	NA	Federal St	Dunbar Dr	12th St	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Fillmore St	13th St	12th St	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Floyd St	13th St	12th St	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Glenfield Dr	Berkshire Pl	Kenwood Pl	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Grayson St	Bedford Ave	Monsview Pl	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Harvey St	Poplar St	High St	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Hillcrest Ave	Caroline St	Langhorne Rd	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Holcomb Path Rd	Richmond Hwy	Campbell CL	0.5	Local	Minor Collector	CI score			Minor Collector
Lynchburg	NA	Jefferson Ridge Pkwy	Lynchpin Ln	Lakeside Dr	1.0	Local	Minor Collector	Traffic generator - industry			Minor Collector
Lynchburg	NA	John Capron Rd	Mayflower Dr	Dead End	0.4	Local	Minor Collector	Traffic generator - industry			Minor Collector
Lynchburg	NA	Kenwood Pl	Glenfield Dr	Fenwick Dr	0.2	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Locksview Rd	Locksview Rd	Trents Ferry Rd	0.8	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Mansfield Ave	Talbot St	Oakley Ave	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	McCausland St	Thomas Rd	College St	0.1	Local	Minor Collector	Traffic generator - Lynchburg College			Minor Collector

Jurisdiction	Route #	Route Name	From	To	Length	Exist. Class	Prop. Class	Reason	Locality Recommendation	Locality Comments	CVMP/VDOT Lynchburg District Recommendation
Lynchburg	NA	Miller St	Grace St	Exit 2	0.1	Local	Major Collector	Continuity with network; connect ramp			Major Collector
Lynchburg	NA	Monocan Ln	Dead End	Sanhill Dr	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Monroe St	12th St	Dunbar Dr	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Monsview Pl	Fauquier St	Grayson St	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Monticello Ave	Bristol St	Lakeside Dr	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Morningside Dr	Indian Hill Rd	McGuffey Ln	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Murray Pl	Odd Fellows Rd	Candlers Mtn Rd	1.4	Local	Minor Collector	Traffic generator - industry			Minor Collector
Lynchburg	NA	Nationwide Dr	Peggy Bowen Dr	McConville Rd	0.1	Local	Minor Collector	Traffic generator - health service building			Minor Collector
Lynchburg	NA	Poplar St	Florida Ave	Harvey St	0.2	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Robins Rd	Grace St	Exit 2	0.1	Local	Major Collector	Continuity with network; connect ramp			Major Collector
Lynchburg	NA	Sanhill Dr	Monocan Ln	Pawnee Dr	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Seabury Ave	Campbell Ave	Dead End	0.3	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Shawnee Ln	Dead End	Sanhill Dr	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Smyth St	1st St	Caroline St	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	Stadium Sw Ex S Rp	Lynchburg Expwy	Stadium Rd	0.1	Local	Other Frwy/Expwy	Classify ramp			Other Frwy/Expwy
Lynchburg	NA	Tate Springs Rd	Tate Springs Rd	Langhorne Rd	0.2	Local	Minor Collector	Traffic generator - hospital			Minor Collector
Lynchburg	NA	Turn Lane	Pawnee Dr	Sanhill Dr	0.1	Local	Minor Collector	Access to school			Minor Collector
Lynchburg	NA	University Blvd	Demoss Dr	Liberty Uni. Dr	0.3	Local	Minor Collector	upgrade local due to Liberty University			Minor Collector
Lynchburg	NA	Vernon St	College St	Richmond St	0.1	Local	Minor Collector	Traffic generator - Lynchburg College			Minor Collector
Lynchburg	NA	Williams Rd	Trents Ferry Rd	VES Rd	0.7	Local	Major Collector	Continuity with network			Major Collector
Lynchburg	NA	Church St	Church St	12th St	0.1	Local	Minor Arterial	Continuity			Minor Arterial

*Additional Comments:*

- (Lynchburg) Enterprise Dr. connecting Campbell County through the City to Bedford County with significantly increasing volumes.
- Connects 221 through Enterprise Dr. to 460 businesses then through Greenview Drive to 460/29.
- (Lynchburg) Coffee Rd. from the City out into Bedford County connecting 501 to 221 to 43 to 81 and beyond.

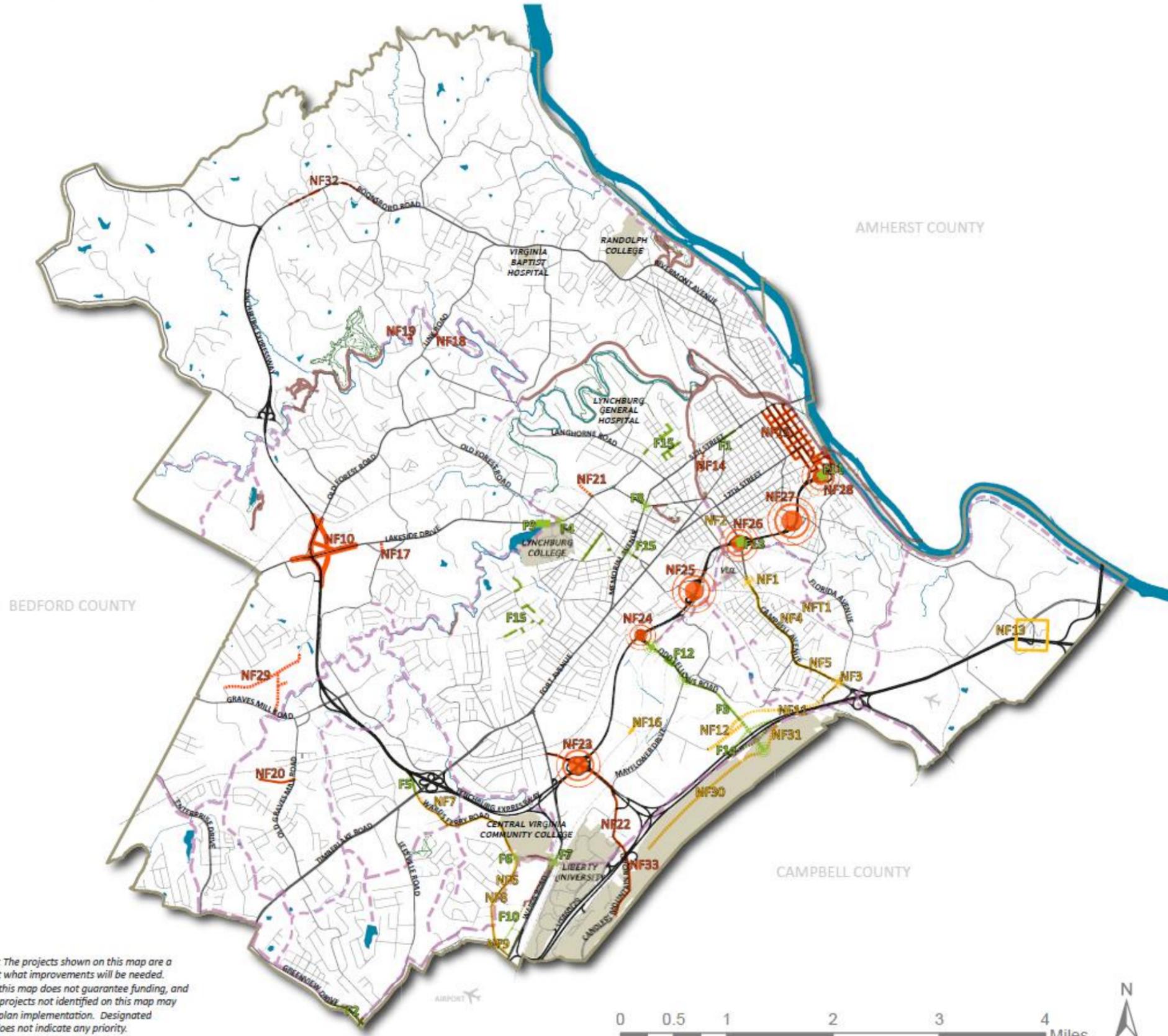
**Exhibit 12-3: Transportation Improvements List**

Project Number	Estimated Cost	Project Description	Notes
Number Does Not Indicated Project Priority	Rough Estimates In 2013 Dollars		(Colors Relate to Project Status on the Following Map)
<b>Funded Projects (in CIP)</b>			
F1	\$1,000,000	5th Street Phase III	Streetscape Improvements Jackson Street to Taylor Street
F2	\$14,000,000	Greenview Drive / Leesville Road Intersection Improvements.	4 Lane from City Limits to existing 4 lane.
F3	\$13,000,000	Odd Fellows Road Improvements	Roundabouts at Odd Fellows Road / Mayflower Drive and Albert Lankford Drive / Murray Place
F4	\$1,600,000	Lakeside Drive / College Drive Roundabout and Pedestrian Improvements	
F5	\$3,765,000	Timberlake Road at Logans Lane / Wards Ferry Road Ramp Realignment	
F6	\$1,100,000	Wards Ferry Road / Harvard Street Roundabout	
F7	\$ 750,000	Wards Road / Harvard Street Turn Lane / Signal Improvements	
F8	\$1,750,000	Memorial Avenue / Lakeside Drive / Park Avenue Intersection Improvements	
F9	\$ 10,000,000	College Lake Dam	
F10	\$ 800,000	Wards Road Pedestrian / Bicycle Improvements Phase III	
F11	\$1,700,000	Main Street Bridge Repairs	
F12	\$ 690,000	Odd Fellows Road / Norfolk Southern Bridge Repair	
F13	\$ 4,850,000	Kemper Street Bridge Repair	
F14	\$32,000,000	Odd Fellows Road / U.S. Route 460/29 Interchange	
F15	\$ 376,000	Safe Routes to School Phase I	(Dearington, T.C. Miller, Perrymont)
<b>Nonfunded Projects (Planned and Potential)</b>			
NF1	\$ 2,500,000	Campbell Avenue Plan Phase 1	VUL Roundabout, Road Diet Construction Edmunds to Fairview, Road Diet striping to Florida
NF2	\$ 1,100,000	Campbell Avenue Plan Phase 2a	VUL Rail to Trail
NF3	\$2,500,000	Campbell Avenue Plan Phase 2b	Campbell/Florida Ave Roundabout
NF4	\$ 1,100,000	Campbell Avenue Plan Phase 3	Road Diet Fairview to King
NF5	\$ 755,000	Campbell Avenue Plan Phase 4	Road Diet King to Florida
NF6	\$1,900,000	Wards Ferry Road Plan (Sidewalk / Bicycle Improvements)	
NF7	\$ 683,000	Wards Ferry Road Plan (Adams Drive)	
NF8	\$ 495,000	Wards Ferry Road Plan (Atlanta Avenue Turn Lanes)	
NF9	\$ 66,000	Wards Ferry Road Plan (Pedestrian accommodations at Simons Run)	
NF10	\$15,000,000	Lakeside Drive / Old Forest Road One Way Pairs	
NF11	\$10,000,000	Odd Fellows Road / Campbell Avenue Connector	
NF12	\$ 800,000	John Capron Road Extension	
NF13	\$15,000,000	Tyreeanna Improvements	
NF14	\$1,000,000	Buchanan Street Extension	
NF15	\$22,500,000	Downtown Streetscape Improvements	in conjunction with waterline replacements
NF16	\$15,000,000	Murray Place Bridge	over railroad lines
NF17	\$1,500,000	McConville Road Extension	
NF18	\$1,500,000	Link Road Bridge at Ivy Creek	
NF19	\$1,500,000	Indian Hill Road Bridge at Ivy Creek	
NF20	\$500,000	Tomahawk Industrial Park Upgrades Curb & Gutter / Sidewalk	
NF21	\$1,500,000	Atherholt Road Extension	
NF22	\$1,000,000	Candlers Mountain Road Improvements	
NF23	\$20,000,000	Ramp Improvements Lynchburg Expressway / Candlers Mountain Road	
NF24	\$20,000,000	Ramp Improvements Lynchburg Expressway / Odd Fellows Road	
NF25	\$20,000,000	Ramp Improvements Lynchburg Expressway / James Street / Stadium Road	
NF26	\$20,000,000	Ramp Improvements Lynchburg Expressway / Kemper Street / Campbell Avenue	
NF27	\$20,000,000	Ramp Improvements Lynchburg Expressway / Miller Street / Robins Road	
NF28	\$20,000,000	Ramp Improvements Lynchburg Expressway / Main Street / Church Street	
NF29	\$8,000,000	Stonemill Drive / Lillian Lane Connector	
NF30	\$8,000,000	Liberty University Connector West	
NF31	\$1,000,000	Liberty University Connector East	
NF32	\$1,000,000	Boonsboro Road Traffic Calming Measures	
NF33	\$327,250	Candlers Mountain Road Sidewalks to Snoflex	
<b>Nonfunded Trail Projects</b>			
NFT1	\$4 (earthen) - \$17 (paved) /ft depending on trail type	Campbell Avenue / Odd Fellows Road Trail Network	12 miles, in Campbell Avenue   Odd Fellows Road Plan
NFT2 (long dashed purple lines on map)		Miscellaneous Proposed Trails	42 miles, from Parks & Recreation Department and Region 2000 plans

Exhibit 12-4: Transportation Improvements Map

### Exhibit 12-3 Transportation Projects Map

September 2013



#### Transportation Projects

- Funded Projects (F#)**  
Projects that are in the Capital Improvement Plan (CIP)
- Planned Projects (NF#)**  
Projects that have been approved by City Council but are not in the CIP
- Potential Projects (NF#)**  
Projects that would benefit the city yet do not exist in an area plan or in the CIP

- Intersections**  
Bullseyes denote an intersection only improvement (color changes based on funding status)
- New Roads**  
Short dashed lines represent new roads (color changes based on funding status)

#### Trails

- Existing Primary**  
Paved trails for both recreation and transportation
- Existing Secondary**  
Unpaved trails primarily used for recreation
- Proposed Trails (NFT#)**  
Predominately earthen single-track trails Proposed by City and Region2000 No funding identified at this time

#### Street Classification

- Highway
- Major Arterial
- Minor Arterial
- Collector
- Local

Prepared by:  
Department of Community Development  
Planning Works



## City of Lynchburg

### COMPREHENSIVE PLAN

Planning for the Future 2013-2030

*DISCLAIMER: The projects shown on this map are a best guess at what improvements will be needed. Inclusion on this map does not guarantee funding, and the need for projects not identified on this map may arise during plan implementation. Designated numbering does not indicate any priority.*



## Streetscape

Although improvements to streets primarily address capacity, safety, or efficiency issues, they are also an opportunity to create streets that are of quality design. Transportation projects within the City should include design elements such as on-street parking, street trees, landscaping, medians, traffic calming measures, narrower lanes, sidewalks, and other features that improve the quality and character of streets as appropriate. The Better Streets policy reinforces the need for quality design as well designed streetscapes can improve a city's economy, public health, environment, and accessibility, as well as establishing streets as important public spaces that define the character of the City and its neighborhoods. The policy calls for the development and adoption of Multimodal System Design Guidelines as such guidelines are a key component to creating Better Streets. Planning efforts going forward should include design standards such as these, and include standards for trails and bikeways, as well as strategies to improve safety conditions, such as developing a program to monitor high-accident intersections or streets and developing access management guidelines for development.

**Pedestrian-friendly sidewalk**



## Multimodal System Design Guidelines

Multimodal System Design Guidelines were created by the Virginia Department of Rail and Public Transportation (DRPT) and are meant to be adapted to individual localities within the state of Virginia. The City is developing Lynchburg's Multimodal System Design Guidelines that establish short- and long-term transportation priorities that promote multi-modalism and sustainability. The guidelines will help the City accommodate all transportation modes per the Better Streets Policy, by incorporating public transit, bicycle routes, and pedestrian routes into its larger system planning and into its sample street designs. The guidelines are intended to assist projects within City right of way by providing a vision for a street's final layout and illustrating how an individual street function within a larger multimodal transportation system. While focusing on transportation, the guidelines will also provide a catalog of infrastructure improvements that help mitigate the environment impacts of urban development (i.e. stormwater runoff) and can seamlessly be incorporated into transportation projects.

Consistently building responsible infrastructure can be a cost effective, albeit incremental, way to meet new stormwater regulations. Lynchburg's Multimodal System Design Guidelines will be an integral piece in moving Lynchburg towards being a city of Better Streets (see previous section on Better Streets).

Once approved by both the City and VDOT, the document will provide consistency between City and VDOT transportation planning efforts and help inform discussions of the updates to the LRTP, providing the City with more input as to what type of projects are needed. The guidelines will provide a technical and aesthetic basis for evaluating transportation improvements in both VDOT and non-VDOT funded improvements.

## Bikeways

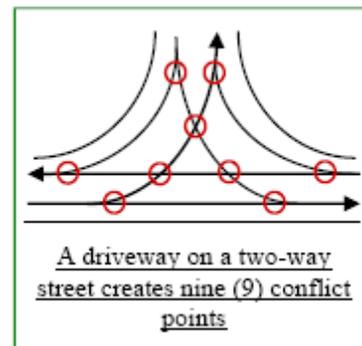
Citizens favor expanding the City's bikeway system. The Regional Bikeway Plan was adopted in October 2010 by the Region 2000 Regional Commission. The plan included off-road bicycle trails along greenways as well as on-road facilities, throughout the region. The Transportation Improvements Map in Exhibit 12-3 identifies regional and City projects contributing to the development of an interconnected system of walking and biking routes. New trails and improvements should be included in the capital improvement plan and the development review process. Bikeway planning efforts should also be included in the Metropolitan Planning Organization's Transportation Improvement Plan and in the LRTP.

## Access Management

Access management is the process of providing and managing access to development while preserving the regional flow of traffic in terms of safety, capacity and speed. It is implemented through policy, statutes, administrative rules, engineering standards, ordinances, permitting, the budget process, and other mechanisms.

Streets, however, do not exist in segments; they exist as part of a whole and every island that connects to a street lowers the speed at which vehicles can travel and increases the potential for accidents and delays. Access management is one technique the City can use to reclaim the functionality and safety of the street system.

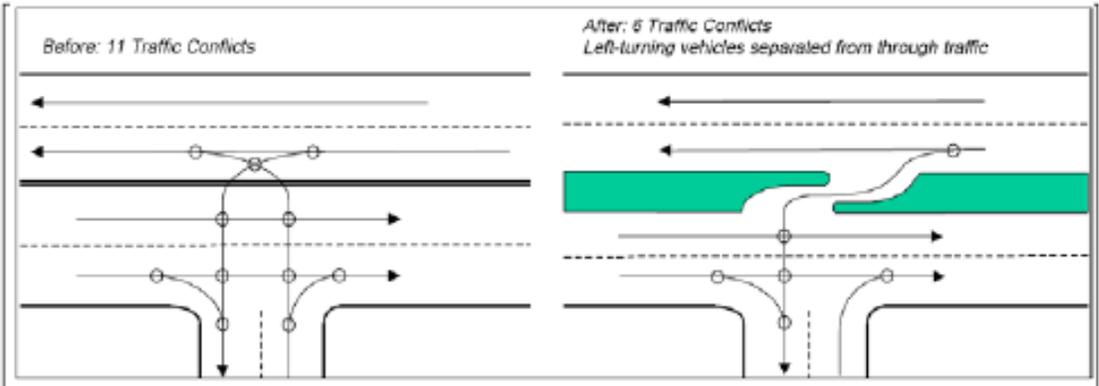
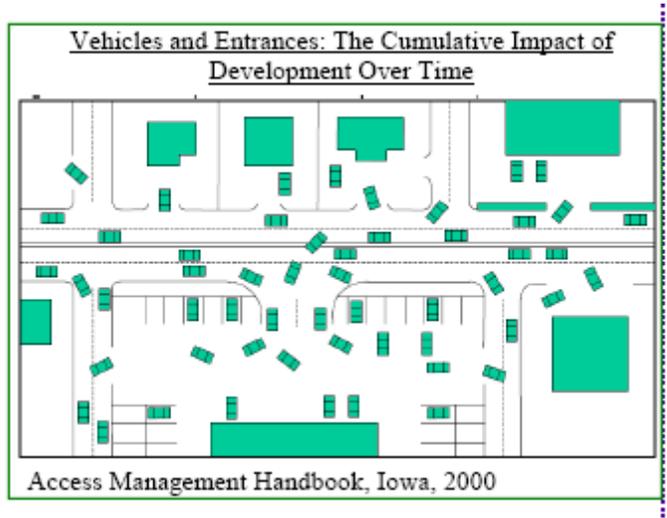
A conflict point is an area where intersecting traffic merges, diverges or crosses. They slow and sometimes stop traffic, increasing the likelihood of accidents and lower street capacity. A single driveway on a two-way street produces nine conflict points. The City should establish access management regulations and policies to increase the safety of the city street system and to preserve the capacity and efficiency by reducing existing and minimizing future conflict points.



Some of the basic principles that are used in access management are:

1. Maintain a hierarchy of streets by function;

2. Reduce and limit the total number of conflict points;
3. Separate access points;
4. Encourage circulation between properties;
5. Limit direct access on higher speed streets;
6. Locate traffic signals, or roundabouts to facilitate traffic movement.



The above diagram compares traffic conflict points associated with a driveway on a four-lane undivided roadway and a driveway on a four lane roadway with a raised median and left turn lane. The installation of the raised median with a left turn lane eliminates five potential conflict points but also prevents left-turn egress to the driveway.

## Mass Transit

The Greater Lynchburg Transit Company (GLTC) is the region's public transportation provider. It serves the City of Lynchburg, portions of Amherst County and has specific routes to accommodate the transportation needs of Liberty University. GLTC provides fixed-route and paratransit services, and through the provision of these alternative transportation modes, contributes to a more sustainable region.

Public transit removes several hundred vehicles from the region's streets on a daily basis, lowering vehicle emissions, reducing traffic congestion and providing accessible mobility options for all citizens of the region. GLTC provides over 2.3 million passenger trips annually, with Liberty University students and faculty comprising just over 1.3 million of those trips. GLTC has embarked on an aggressive fleet replacement/upgrade program to acquire hybrid diesel-electric buses and has equipped 87% of its fixed route fleet with hybrid diesel-electric buses. By the end of 2014 GLTC will have completed the construction and have begun operation of a new main transfer center. This transfer center is located by the Amtrak, Greyhound, and a Lynchburg bike and walking trail head, thus making this area a true multi-modal operation. In addition, by the end of 2014, GLTC will be well underway on the design and engineering of a new maintenance-operations facility to accommodate its current and planned growth.

**GLTC Trolley at  
Kemper Street  
Station**



Public transit is an integral part of the transportation network and, much like roads, the City must strike a balance through the coordination of the GLTC route planning and the City's land use planning to provide for the successful growth and development of the City. In addition to transit stops, a variety of features including sidewalks, trails, pedestrian and vehicular tunnels, carpool and ride sharing areas may be incorporated into the design of new developments to increase accessibility. Transit pull-off areas may be appropriate for construction along some routes, though they are not appropriate along all transit corridors. Private taxi and van services should be encouraged as a means to augment underserved routes, transportation hubs and specific destinations within the City.

Lynchburg City Schools also maintains a number of school buses to serve their student population. The City School system has implemented software to coordinate routes for the various elementary, middle and high school buses, as well as activity, special education and magnet school services. The use of this software, coupled with the

elimination of the early morning class option for high school students, has provided for a reduction in fuel usage, time savings and an overall cost savings for the schools. Lynchburg City Schools continues to evaluate options to consolidate routes and improve the efficiency of their bus fleet.

## Rail Service

Three rail lines provide passenger and freight service to the City. Norfolk Southern Railway provides freight service extending north/south and east/west from the City, while CSX Railway carries freight along the James River. Amtrak, operating on Norfolk Southern tracks, provides passenger service. Industrial development has benefited from and still relies on rail service to ship raw and finished products. The City should encourage the use of rail as a cost-effective means of transporting goods. Kemper Street Station serves as the City's main transfer point for Amtrak passenger rail service. In October 2009, intercity passenger rail service, the first leg of the planned Northeastern Regional Service began from Lynchburg to Boston. Ultimately, the Trans-Dominion Express (CTDX) will use existing rail lines to take passengers from Bristol throughout the Commonwealth with the goal of easing highway congestion and providing new travel options for residents and visitors.

**Railroad in Downtown  
Lynchburg**



Kemper Street Station serves as a significant multi-modal transportation hub for the City. In addition to rail service, Kemper Street also serves as the City's Greyhound Lines® station for intercity bus service and GLTC has proposed plans to locate their passenger transfer facility on the site to add an intracity connection service. The site includes a connection point to the Blackwater Creek Trail System with sidewalk connections and bike rental stations located at the trail head.

## Lynchburg Regional Airport

Lynchburg Regional Airport is the primary commercial service airport serving the west-central region of Virginia. It is a full-service airport, offering a wide array of aviation products and services to the traveling public. Airline service is currently provided by US Airways which offers a combination of 50-seat regional jet and turbo-prop flights on a scheduled basis. A total of six departures to US Airways' Charlotte hub are offered daily, with convenient connections to more than 140 nonstop destinations both domestically and internationally.

The Lynchburg Regional Airport Master Plan was last updated in 2010 in order to identify the future role of the airport in the community and to provide a plan for the orderly development of the airport. As such, the Master Plan incorporated the following goals and objectives for implementation within a 20-year time horizon:

- Optimize the operational efficiency, effectiveness and safety of the airport.
- Establish a schedule for the implementation of an updated airport capital improvement plan.
- Identify and coordinate a financial plan for the implementation of the Master Plan.
- Evaluate the Airport Layout Plan for conformance with FAA Advisory Circular 150/5300-13 “Airport Design.”
- Meet the long-range aviation needs of the community.

Throughout its 20-year planning period, the Master Plan Update identified a total of \$88.3 million in capital improvement needs for Lynchburg Regional Airport.

### **Strategic Goals**

Oversight of the airport is provided through a City Council appointed airport advisory commission comprised of nine members. In November 2012, the Lynchburg Regional Airport Commission developed an airport strategic plan that incorporated the following goals:

- Secure a second global network air carrier.
- Explore aeronautical growth opportunities (passenger and non-passenger).
- Explore integration of Brookneal Airport in Campbell County into Lynchburg Regional Airport.
- Capitalize on Liberty University’s expansion of aeronautical programs.
- Explore additional non-aeronautical growth opportunities.
- Eliminate City of Lynchburg required operating subsidy to the airport on an accelerated basis.

### **Lynchburg Regional Airport**



# Chapter 13: Public Utilities

## Chapter Overview

The City of Lynchburg through the Department of Water Resources has made large capital investments to create a safe and reliable water supply, treatment, and distribution system, wastewater collection and treatment system, and stormwater management services that meet the goals of providing safe reliable drinking water and protecting the environmental systems. While the City's sewer rate is significantly higher than the state average as a result of the CSO program, for the last several years the combined water and sewer rates have been below the state average. The combination of a highly dependable water supply and competitive rates serve as an attraction to economic development. Through the stormwater utility the City is working on developing and implementing a comprehensive stormwater management program.

For the most part the City's systems are capable of handling current and projected water, and sewer needs, however, isolated areas, the City must continue to maintain and upgrade its facilities. The goals, objectives, and strategies of this element are intended to enhance the City's ability to provide its citizens with safe, reliable, and cost-effective public utilities.

## Water Treatment and Distribution

The City of Lynchburg has one of the oldest municipal water systems in the nation and the quality of its water has long been a source of community pride. With two sources of raw water and two water filtration plants, there is adequate supply and treatment capacity to serve the entire City. The primary raw water source for the City is the Pedlar Reservoir, with additional supplies coming from the James River during periods of greater demand. Possessing rights that can be traced back to colonial times, the City has rights to one-fifth of the flow from the James River at Lynchburg for current and future use. The City has a complex water distribution system, due to its hilly terrain. The water system includes seven primary pressure zones with several additional small zones, two water treatment plants, nine water storage tanks, and several pump stations. Water is currently treated at the College Hill Water Treatment Plant (WTP), located in the City, and at the Abert WTP, located in Bedford County. The College Hill WTP was completed in 1958, upgraded to a high rate facility in the 1980s, and now has a rated capacity of 14 million gallons per day (mgd). The Abert WTP was constructed in 1974 and has a rated capacity of 12 mgd. Both plants have recently been upgraded. Despite the growing population in Lynchburg, overall water consumption is declining significantly. Over the past 5 years overall consumption has decreased by nearly 10% with average household consumption dropping by a staggering 17%. This decline in consumption is due to several factors including: installation of low flow fixtures and appliances and customers being more conservation minded.



By far the largest portion of the cost to operate a water system is fixed. In Lynchburg, 91% of the operational costs are fixed while only 25% of the corresponding revenue is fixed. Going forward the City should focus more on shifting more of the revenue to the fixed monthly charge instead of the volumetric charge. This will help stabilize future revenues and adequately fund the water system infrastructure needs.

Lynchburg's water sources are both excellent and as noted in the Region 2000 Local Government Council Regional Water Supply Plan should serve Lynchburg's needs well into the future. A recent evaluation of the raw water transmission line from the Pedlar Reservoir, which was installed in the mid 1930s, indicated that the pipe condition was overall very good, however, we expect to continue to have periodic leaks at the pipe joints which will be repair as they occur.. Additionally, the Pedlar Dam has been upgraded to meet all new dam safety regulations. It was recently received the award for the Best Maintained Publicly Owned Dam from the Virginia Lakes and Watersheds Association. As mentioned above, Lynchburg possesses a Crown Grant for water rights of 20% of the flow in the James River. A right the Lynchburg should diligently work to protect.

The primary concern for the water system is the aging infrastructure. Over 135 miles of water lines are over 80 years old and have essentially reached the end of their reliable service life. A plan to address the water system in the Central Business District has been developed and should be implemented over the next decade in order to ensure the reliability and safety of the water infrastructure in this area. Other areas of the City need to continue to be addressed as well; over 46 miles of projects have been identified as needing to be replaced immediately. Another concern that needs to be considered is providing adequate redundancy o the southwestern portion of the City, specifically the 1061 pressure zone. Water rates should be set to fully fund the cost to operate the water system.

Additionally, the City should continue to adequately invest in the water system because not only is water an essential service, the availability and quality of City water is a significant economic development tool— a major benefit to attract new businesses and industries. Several industries have located in Lynchburg because of the water it offers.

In addition to serving the City, the system supplies water to portions of Amherst, Bedford, and Campbell counties. One significant unknown at this time is whether Bedford County will proceed to develop its own source to supply the Forest area. If this occurs, it will result in a significant loss of revenue to the Water Fund. If it appears that this will occur, water rates should be incrementally increased in order to avoid a future significant rate increase. In the meantime, the City should continue to pursue an agreement with Bedford to keep them as a customer. A regional approach to water services is the most economical way to deliver services.

## Wastewater Collection and Treatment

Lynchburg constructed its wastewater treatment plant in 1955. The Lynchburg Regional Wastewater Treatment Plant (LRWWTP), located on the Concord Turnpike, provides secondary treatment, has a capacity of 22 million gallons per day (mgd), and treats an average of 13-13.5 mgd. A recent \$9 million upgrade has improved the plants performance including nutrient removal while increasing the wet weather capacity to at least 44 mgd. This is important in the long term plans for the CSO program. The LRWWTP currently participates in the Virginia Nutrient Credit Exchange Association and at present is selling both nitrogen and phosphorous credits due to the combination of a high level of plant performance and available capacity. The outcome of the James River Chlorophyll-A study and associated regulations could have a significant impact to the LRWWTP, possibly resulting in a major upgrade to further reduce the nutrient discharges. The results should be known around the year 2016 or 2017.

The collection system consists of approximately 430 miles of sewer lines ranging in size from 4 inches to 84 inches in diameter. Approximately 2.1 square mile of the City is still served by combined sewers that transport both sanitary and stormwater flows to the LRWWTP.

The City provides wastewater service to portions of Amherst, Bedford, and Campbell counties. These counties collectively own a total of 4.5 million gallons per day (mgd) capacity in the LRWWTP, and costs for plant improvements are shared proportionally based on capacity ownership. Bedford and Campbell counties also pay for capacity in the sewer lines that connect them to the WWTP, while Amherst County pumps directly to the plant. This is based on a perpetual agreement.

The sewer collection system is aging and as such adequate resources need to be devoted to its maintenance and renewal. Particular attention needs to be paid to eliminating sanitary sewer overflows (not CSOs) and areas where capacity may be an issue by way of increased resources for maintenance and capital projects. Inadequate sewer capacity could essentially halt development in the areas upstream. Programs such as the Fats, Oil, and Grease Program should be fully implemented and enforced to help avoid sewer blockages caused by grease.

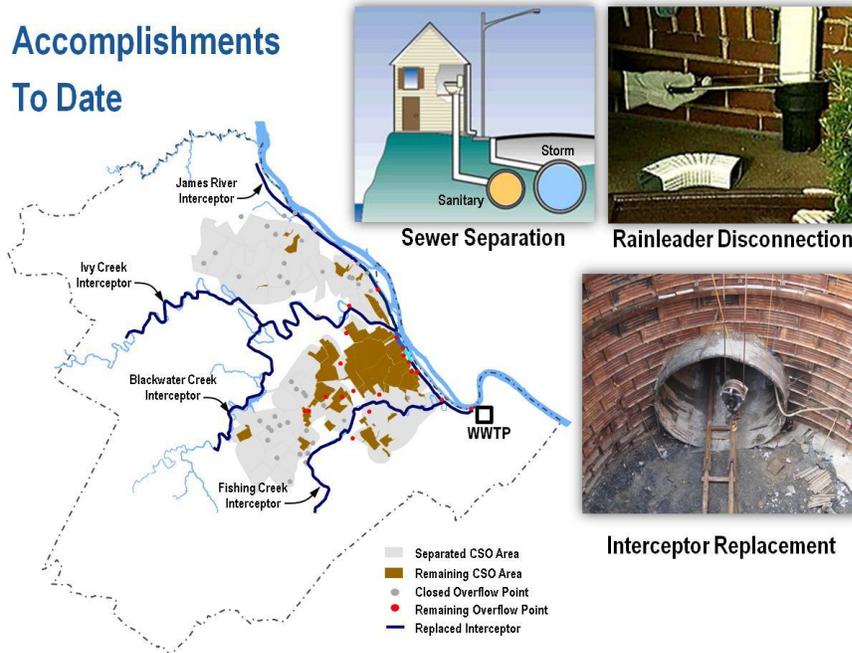
Many areas of the City are not currently served by sewer. At risk is the long term sustainability of these neighborhoods as well as impacts to water quality. Policies need to be developed that address this issue in the most economical and equitable way possible.

As with its water system, the City has used the availability of wastewater treatment as an economic development tool—a major benefit to attract new businesses and industries. Several industries have located in Lynchburg because of the combination of available water and wastewater treatment.

## The Combined Sewer Overflow (CSO) Project

Over the last 20 years, we have made significant progress in eliminating combined sewer overflows (CSOs). As of 2013, we have spent \$234.5 million, closed 112 of 132 overflow points, separated 67% of the CSO Area, replaced 30.6 miles of interceptors, disconnected 70% of rooftops connected to sanitary sewers, and reduced 80% of the annual average overflow volume. However, many of the remaining combined sewers were in Lynchburg’s central business district, where separation construction would be particularly disruptive and expensive. The City could spend another \$280 million over the next 30+ years to complete remaining work in its existing CSO Long-Term-Control Plan (LTCP). Implementation of the proposed plan will potentially enable Lynchburg to complete its CSO program within the next decade contingent upon anticipated state funding and save over \$200 million. If approved, the new plan will focus on primarily capturing and treating at the LRWWTP the remaining combined area. Some overflow points will remain, however, overall water quality goals will still be achieved and for the most part the new plan will result in overall better water quality than the existing plan.

### Accomplishments To Date



## Stormwater Management

The City is beginning its third Municipal Separate Storm Sewer System (MS4), Phase II, stormwater permit cycle. Each subsequent permit cycle becomes more aggressive towards meeting water quality requirements. The current permit includes requirements to meet various TMDL load reduction goals, more public outreach and education, enhanced mapping requirements, and other specific measurable goals. Additionally, over the next three (including the current permit) permit cycles; there are specific pollutant reduction goals associated with meeting the Chesapeake Bay TMDL WIP requirements. As a result of the increasing regulatory and stormwater infrastructure

needs, the City implemented a stormwater utility and associated fee in July, 2012 in order to have a dedicated funding source to meet the stormwater program goals and requirements. The City is taking a comprehensive approach to managing its stormwater program and has selected a consultant to assist with the development of a stormwater master plan. Additionally, the City has received a number of grants that help towards the progress of meeting water quality goals. Additional grants will be pursued in order to help reduce the burden of compliance on the citizens of Lynchburg.

## Solid Waste

Region 2000 is operating a regional landfill that serves Lynchburg and surrounding counties. The City provides residential trash collection and recycling collection sites for its residents. The City plans to update the Tyreeanna Neighborhood Plan including planning for the Concord Turnpike landfill site after it closes.

### City of Lynchburg Landfill



To serve its residents and to reduce the potential for “midnight dumping” of unwanted and possibly toxic items, the City has several programs for disposal of waste in addition to regular household waste. The City provides a collection program for brush and bulk items. In addition the City is disposing of leaves and yard waste at private composting sites. White goods are collected separately and recycled at the Region 2000 Solid Waste Facility.

Three times per year, the City schedules household hazardous waste collection days, when residents can bring to the landfill those items that are too toxic to be poured down a drain or disposed of in the landfill. A few examples of these materials are oven cleaners, furniture strippers, pesticides, photo chemicals, and used motor oil.

At the present time, the City is landfilling sludge from the wastewater treatment plant. As a result of the Concord Turnpike landfill closing, sludge must be hauled a much greater distance to the Campbell County facility increasing the cost of disposal. The City has explored options including land application and has developed a long term master plan for sludge disposal which should be implemented as resources allow.



# Chapter 14: Public Facilities

## Chapter Overview

The City's public facilities and associated activities provide a high level of service to residents and businesses and serve as an economic benefit by attracting new residents and businesses. As the City grows, its population shifts, or demands for service change, new public facilities and improvements to existing facilities will be needed. A number of issues related to the maintenance and management of public facilities and services have been identified as important to sustaining neighborhood livability and promoting economic vitality.

Beyond providing an appropriate level of service to meet current needs, the City must consider the impact of future development and investment on existing facilities and plan accordingly. The management and maintenance of the City's public facilities directly influence investment decisions by future residents, local institutions, and commercial enterprises. The goals, objectives, and strategies of this element reinforce the high level of service standards currently in place and are consistent with the City's long-range goals of economic development and neighborhood livability.

## Level of Services

Capital expenditures to improve public facilities are often limited by fiscal constraints, and needed building improvements are deferred to meet other pressing needs. Facility and service planning would benefit from a comprehensive approach to assessing needs, identifying opportunities for coordination, and improving services. The City should develop a procedure for the annual assessment of facility needs and service adequacy to determine how well the City is meeting the needs and wishes of its citizens. Following the assessment, the City should develop level of service standards or other performance measures for all public facilities and services and incorporate them into the Capital Improvement Plan and annual operating budget. In some cases it may be more cost-effective to provide services on a regional basis. A Public Facilities Work Group, comprised of representatives from each City department, should be established to assist in identifying opportunities for coordinating facility and service operations throughout the City, as well as the region. This group would meet annually to review capital improvement projects.

## Consolidation of Services

City government is among the largest owners of land and buildings with operations and departments that occupy over 100 buildings or complexes, including City Hall, eight fire stations, police and court facilities, social services and administrative offices, libraries and museums, and other general government buildings.

City investments in public facilities should lend support to existing neighborhood and commercial improvement efforts by improving citizen access to City services and



facilities. Level of service standards may identify areas of the City in need of additional resources such as meeting space or access to computers that could be accommodated in existing facilities or through multi-use facilities. For this reason, the City should consider co-locating new facilities or providing multiuse facilities to address identified community needs. Consolidating services into one facility may result in more efficient service delivery. Efforts to improve access to public facilities through bike trails and sidewalks should be considered with every new development or redevelopment plan, thereby creating safe connections between neighborhoods and facilities.

## **Educational Facilities**

The citizens of Lynchburg are proud of Lynchburg City Schools and feel that it is one of the best assets the City has to offer. The school system is comprised of eleven elementary schools, three middle schools, two high schools, three specialized schools, an administrative building and support facility. There also are numerous high-quality preparatory, private, and parochial schools located in the City, in addition to five colleges and universities. A sixth college, Sweet Briar, is located a short distance away in Amherst, Virginia.

Within the region, the City's schools are held in high regard. Many residents gave examples of people moving from the counties into the City in order to enroll their children in City Schools. The school system's educational resources are a tremendous asset to residents, business owners, and employers, as well as the City itself. A high quality education system and access to higher education opportunities are a major factor for families considering relocation to the region; often school quality is the most important issue in choosing where to live in the City or the surrounding counties.

The City and School Division have begun a joint effort to revitalize the physical condition and maintenance of school buildings. The 2014-19 Capital Improvement Plan lists numerous school related projects focused on increasing efficiencies, completing deferred maintenance and building renovation. The largest project in the Capital Improvement Plan is a new building to replace the current Heritage High School building constructed in 1976. The City should continue to invest in public schools and facilities and to advertise the City's commitment to high quality education by preparing and distributing accurate and timely information on school quality. The City should continue to provide a wide range of post-secondary educational opportunities and expand efforts to develop and coordinate training and continuing education programs among existing institutions.

## **Healthcare**

Lynchburg is a regional health care center and an increasingly important regional center for health care education. CentraHealth, through Lynchburg General Hospital and Virginia Baptist Hospital, is the major provider of healthcare services for residents. The City is home to a variety of medical training programs, including Lynchburg College's Doctor of Physical Therapy, Centra Nursing School, Liberty University Nursing School,

and Lynchburg College Nursing School. Additionally, Liberty University is in the process of constructing a medical school in Campbell County.

The City should continue to encourage the development of partnerships between major health care providers and institutions of higher education to address work force development by meeting regularly with representatives from these partners to discuss possible joint projects.

### Virginia Baptist Hospital



## Public Safety

The Lynchburg Police Department, a nationally accredited law enforcement agency, provides community policing services with current staffing of 170 sworn officers and 32 civilian employees. The Police Department is headquartered within the Public Safety Building at 905 Court Street, but also operates out of three additional office facilities. . The Police Department operates according to a “community policing” operational philosophy, through which police employees maintain daily interactive contact with a diverse spectrum of community members for purposes of identifying and solving community problems. Police officers are assigned to geographically defined areas of responsibility: their operational focuses include preventing crime and disorder, investigating criminal activity, prosecuting criminals, educating the public, maintaining a positive community environment, and other public safety functions. Maintaining close connections to the City’s neighborhoods provides the Police Department with a great deal of knowledge about neighborhood needs and means to improve the overall quality of life within neighborhoods. As the City begins to prepare the neighborhood conservation area plans and revitalization area plans recommended in Chapter3, Goals and Policies, the Department of Community Development will continue to work with the

Police Department in the areas of information sharing and plan development.

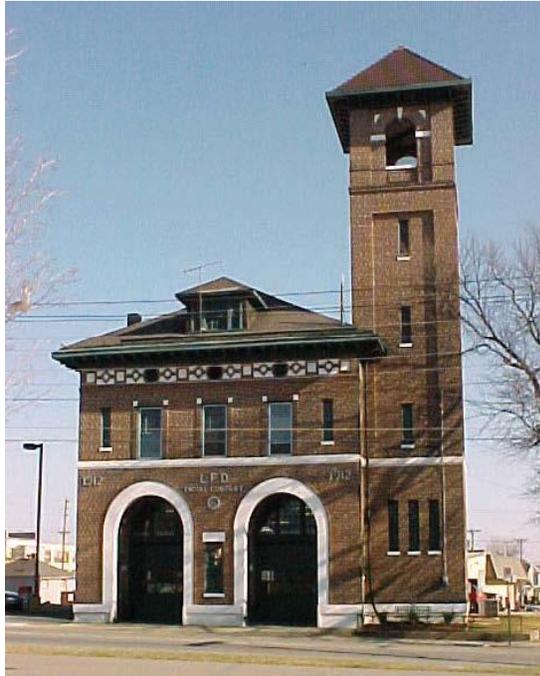
In addition to highlighting community partnerships and means of interaction, the Lynchburg *Police Department Strategic Plan FY2014-16* identifies key infrastructure and facility needs. Meeting these needs will require consolidating and replacing existing facilities, and exploring future use of smaller, collocated “precincts” throughout the City to improve response times and promote enhanced operational efficiency.

**Lynchburg  
Police  
Department  
West Building**



The Lynchburg Fire & EMS Department provides emergency services for the residents of Lynchburg and those who enter the area to work or shop. The quick response times and excellent coverage have been identified as assets to both residents and business owners within the City. Twenty-five response zones are served by eight fire and rescue stations. The *Fire Department Strategic Plan 2011-2013* highlights the importance of developing a Facilities Plan to provide adequate space and furnishings for existing and future facilities. Two (Miller Park and Grace Street) have been identified as in need of replacement or relocation. The Department also continues to evaluate the need for additional fire stations to improve response times.

**Lynchburg Fire Department  
Station No. 6**



The City is a member of the Blue Ridge Regional Jail Authority, created in November 1994 by member jurisdictions for the purpose of developing and operating a regional jail system; which was established by acquiring, renovating, and expanding existing jail facilities and constructing additional jail facilities. The Lynchburg Adult Detention Center, located on Clay Street, serves as the Regional Jail Authority's central administrative facility. Additional facilities are located in the Town of Bedford and in Amherst, Campbell and Halifax Counties. The Authority also serves the County of Appomattox, employs 410 persons and has a average daily inmate population in excess of 1,100.

The Department of Emergency Services, located at 3621 Candler's Mountain Road, is the primary Public Safety Answering Point (PSAP) for the City of Lynchburg. The Emergency Communications Center serves as the central point of contact for citizens of Lynchburg to request emergency and non-emergency public safety assistance. The department also provides a full array of public safety dispatch/communications services and oversees the City-wide Emergency Management program. The Emergency Operations Plan, which is a component of the Emergency Management Program, provides the framework to mitigate, prepare for, respond to, and recover from any emergency or disaster.

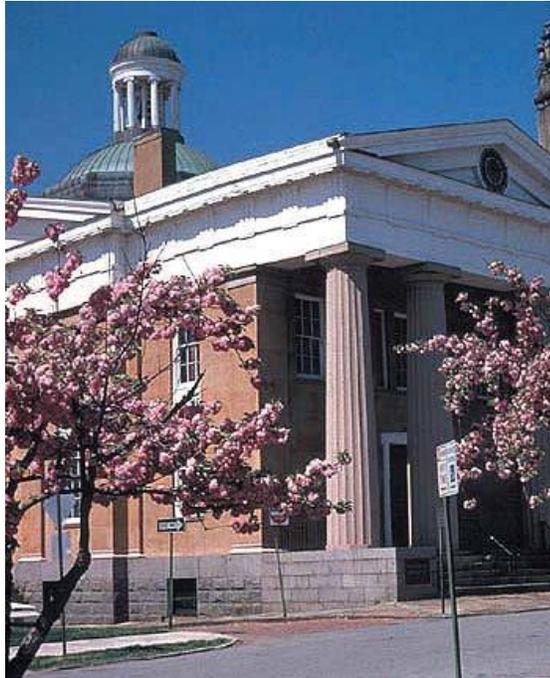
EOC Facility



## Library & Museums

The Public Library headquarters, located at the Plaza Shopping Center, and the Downtown Branch Library in City Hall, provide the City and region with educational and historical materials, information, recreation, and cultural activities. The Jones Memorial Library, a private research library, shares quarters with the main branch of the City library on Memorial Avenue. The City also is exploring a Regional Library initiative with Bedford and Campbell counties with the goals of increasing the efficiency and effectiveness of service delivery.

The City's Museum System is part of the City's Parks & Recreation Department and comprised of the Old Court House Museum, Point of Honor, and other sites throughout the City. Other private museums and historic sites and attractions, including Amazement Square, the Legacy Museum, Old City Cemetery, Anne Spencer House, Sandusky House, the Academy of Music, Fort Early, the Lynchburg Fine Arts Center, the Daura Gallery at Lynchburg College, and the Maier Museum of Art at Randolph College serve the City and region. Chapter 11, History, Culture, Education, & the Arts, provides additional information about preserving and promoting the City's historic resources.

**Old Court House Museum**

The City also has a wealth of additional material that reflects the history of Lynchburg, including firefighting and public works equipment. This material offers an opportunity to showcase the City's history, especially its pioneering role as one of the first localities in the United States to construct a sewer system. It is also an opportunity to educate visitors about public safety, hazardous conditions in their homes, the origin of their drinking water, and related matters.



## Chapter 15: Next Steps

The adoption of this Comprehensive Plan is an early step in the planning process. The City of Lynchburg has a long history of planning and bringing those plans to reality. Chapter 4 of this Plan includes a detailed plan implementation program (PIP) that should be followed and updated annually to reflect changing conditions and priorities. The tasks in this PIP are not the only actions required to be pursued to implement the Plan, the policies in Chapter 3 provide operational guidance on a wide range of issues for departments throughout the City. This Plan will be most valuable if the City Council, Planning Commission and administration focus on the vision and goals as they prepare annual updates to the PIP through the budget process and the City's administration continuously follows and works with the community to refine the policies to improve delivery of the services that best meet the community's needs.

