

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
City Gateways	Strengthening the City's image and attractiveness by improving entries.
Resource Conservation Areas	Protecting parks and natural resources.
Revitalization Areas	Encouraging reinvestment and sensitive redevelopment in older commercial districts.
Corridor Study Areas	Improving the conditions, character, and quality of primary travel corridors.
Neighborhood Conservation Areas	Improving the quality of life in the City’s mature neighborhoods.
Development/ Redevelopment Areas	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.
Business/Technology & Employment Areas	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.
Scenic Conservation Areas	Conserving the scenic quality of Boonsboro Road, the Lynchburg Expressway, Graves Mill Road, and US Route 460 (future US Route 29 Bypass).



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

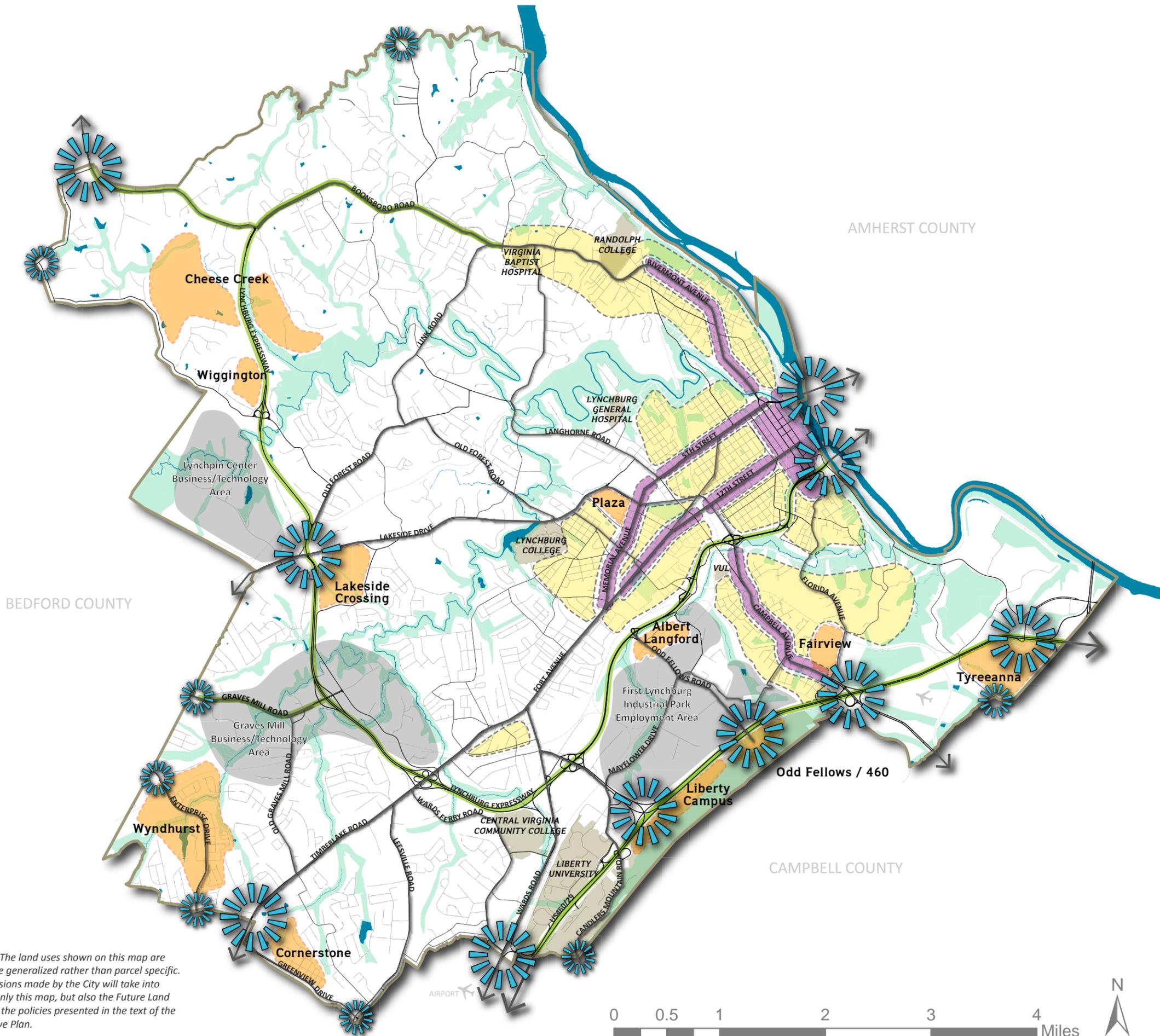


Major Gateways

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)

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**

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.



Prepared by:
Department of Community Development
Planning Works

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

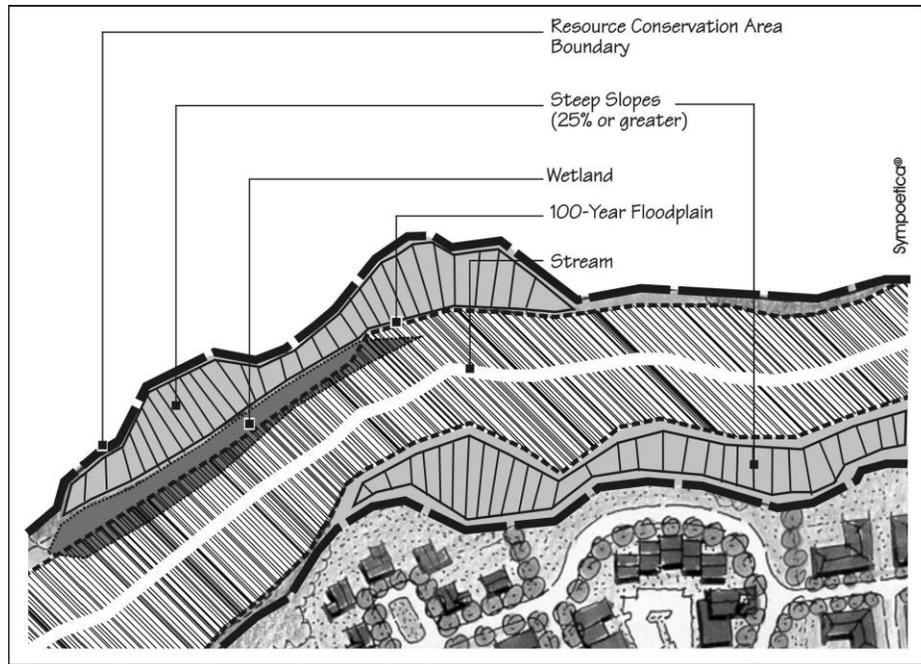
Minor gateways have been designated in locations where secondary (typically two-lane) roads cross City boundaries. Minor Gateways include:

- 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.



Resource Conservation Area Diagram

(source: Barry Carpenter, Sympoetica)

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
- 12th 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

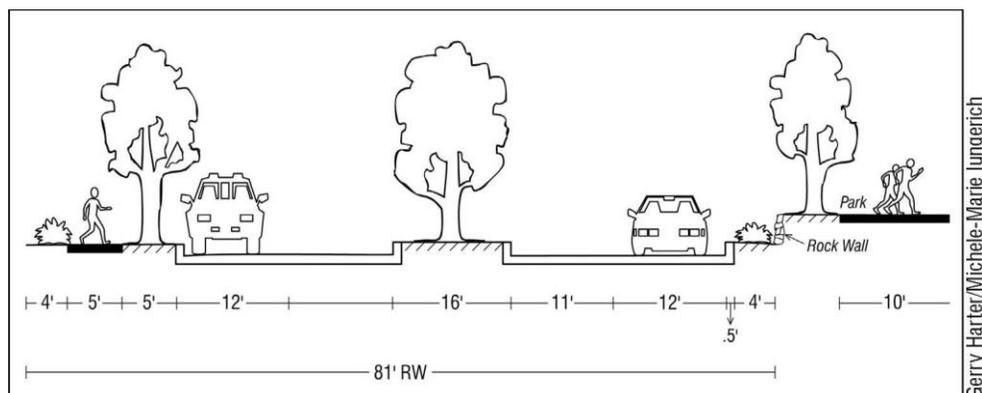
The Plan Framework Map highlights the City's primary commercial and mixed use corridors. As important local and regional travel routes and commercial destinations, these areas strongly influence the City's accessibility, attractiveness, and economic vitality. For each Corridor Study Area, the Plan recommends 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's Mountain / Wards Road
- Fort Avenue
- 12th 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

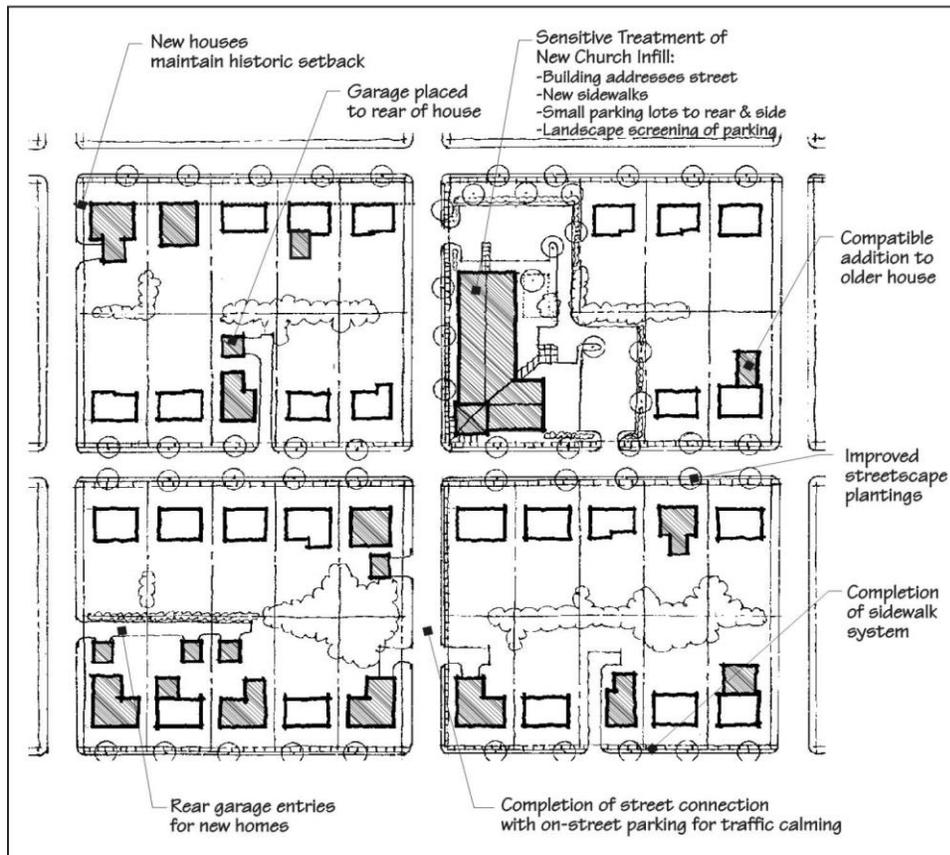
investment that supports neighborhood character is critical to neighborhood stabilization.

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



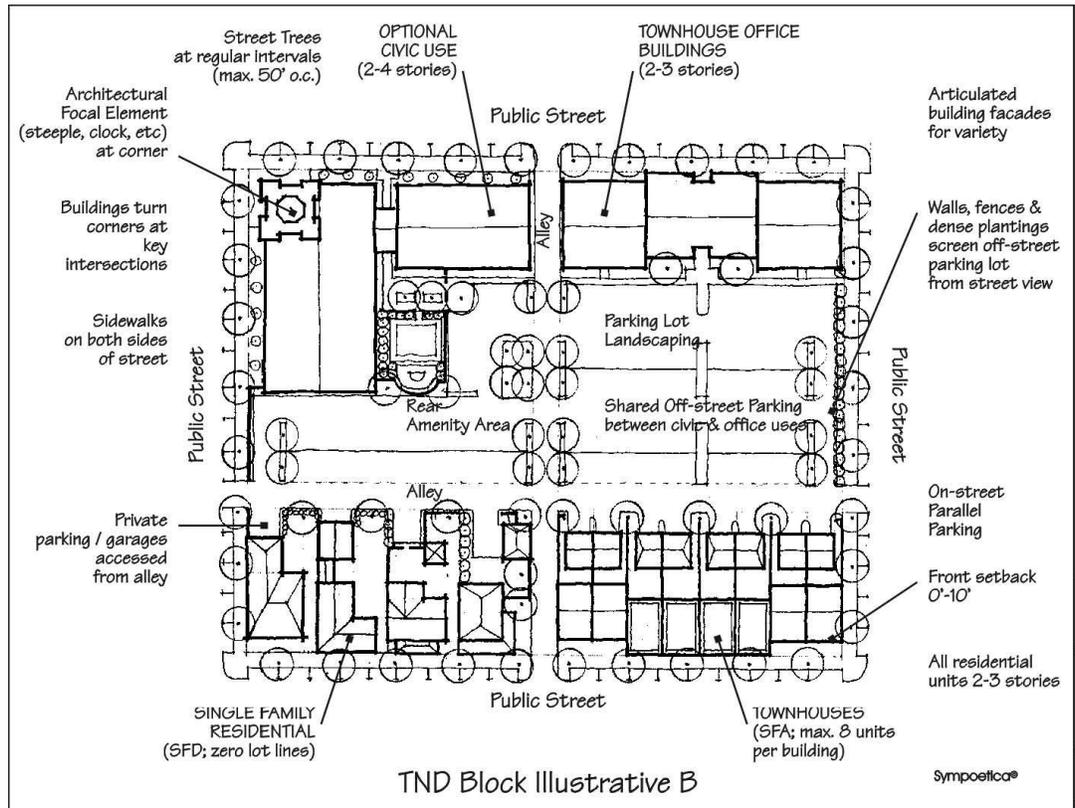
Barry Carpenter, Sympoetica

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.

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

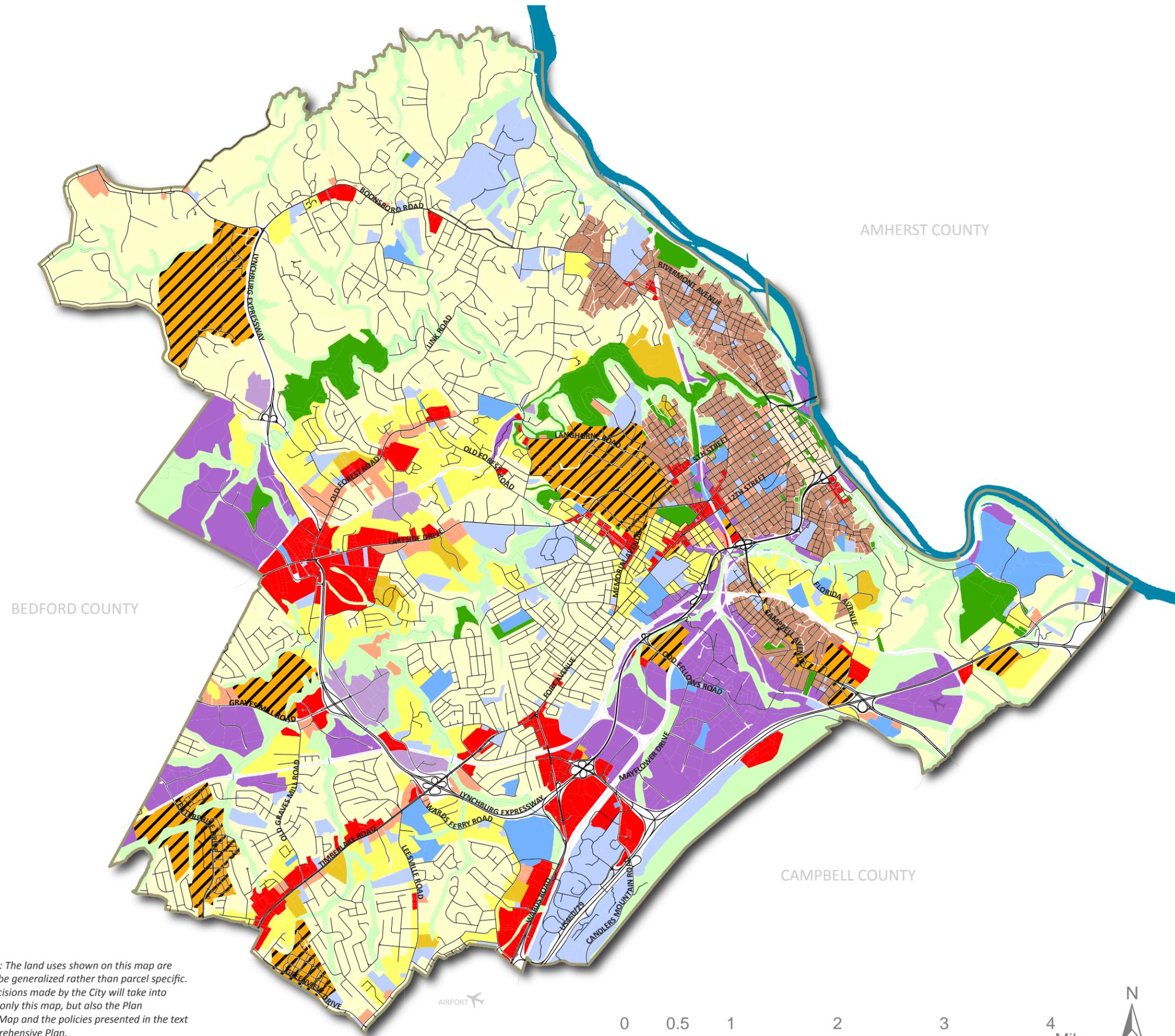
Descriptions of the various land uses provided below should be used to characterize the uses and intensity of uses that either exists or that the City would like to see develop or redevelop, as depicted on the Future Land Use Map. While the map provides for compatible land uses within categories, the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

**Exhibit 6-3
Future Land Use Map
(FLUM)**
October 2013



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

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 Plan Framework Map and the policies presented in the text of the Comprehensive Plan.

Prepared by:
Department of Community Development
Planning Works



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

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. Residential uses may be established on the upper floors of commercial structures or as transitional structures between residential and commercial buildings.

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
Total	6,618	20,958	27,576

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;² 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;

² 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.

- 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;
- 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.