

## CHAPTER 14

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# Transportation

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### Introduction

**T**he City of Lynchburg lies at a significant crossroads of major traffic corridors within the State of Virginia. Nevertheless, it 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, access 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 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; cut-through traffic at the neighborhood

level; integration of various alternative transportation modes including rail, transit, bicycle and pedestrian; access to the City's historic and cultural resource using the various transportation modes and aesthetic design standards for roadway and other transportation improvements.

The City recognizes the critical relationship between transportation and land use planning. The primary goal of this transportation element is to provide the citizens of Lynchburg with safe, efficient, effective and well planned development and redevelopment opportunities while preserving the integrity and character of the affected neighborhoods, historic districts and natural areas.

### ***Guiding Principles for Transportation Policy***

Guiding principles have been established to provide a vision for the City of Lynchburg's transportation policies and support decision making.

- 1)** The City of Lynchburg Transportation Policy shall be coordinated with and directed toward implementing the goals of the Comprehensive Plan, in particular, its future land use element.
- 2)** The City of Lynchburg Transportation Policy acknowledges the unique character of the City's many neighborhoods and the corresponding need to protect the character by ensuring transportation projects fit into and enhance each neighborhood.
- 3)** The City of Lynchburg Transportation Policy acknowledges the multi-modal nature of the City's transportation system and the need to support and develop each element of the system and the intermodal connections between elements.
- 4)** The City of Lynchburg Transportation Policy shall strive to prioritize efforts and projects, acknowledging the compelling need to preserve and maximize the current investment in the system while being fiscally responsible.
- 5)** The City of Lynchburg Transportation Policy shall strive to clearly state the means by

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which the City would like transportation connections to be made for new development and redevelopment, recognizing the impact development can have on the transportation system, and more importantly, the impact development can have helping or hindering the City in its efforts to achieve the goals set forth in the Comprehensive Plan.

6) The City of Lynchburg shall strive to protect and encourage appropriate transportation connections between localities that do not compromise the purpose of the local street system to facilitate movement within the City.

7) The City of Lynchburg Transportation Policy shall endeavor to provide guidelines for decision making that are meant to create a safe, sustainable, connected and efficient transportation system that preserves the City's character and history.

## Context and Recommendations

### *Transportation Planning Efforts*

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 a needs assessment 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 (VDOT), 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.



A concern over the years has been the feeling that the City had very limited input into the development of major transportation initiatives in the region. One focus of this transportation element is to improve the communication between the City and transportation authorities and to influence transportation initiatives affecting the City. Transportation projects of particular interest to the public include the Midtown Connector, U.S. Route 460/U.S. Route 29 corridor, access to redevelopment areas, historic districts, scenic corridors, Kemper Street Station, improvements to existing infrastructure and various transportation projects with impacts on the downtown area.

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.

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### ***Transportation Master Plan***

The City is developing a Transportation Master Plan (TMP) that establishes short- and long-term transportation priorities. The TMP will provide a mechanism for evaluating proposed transportation projects. In addition to street capacity, the evaluation will assess impacts to neighborhoods, economic development and environmentally sensitive areas. The TMP will incorporate alternative transportation modes, such as public transit, bicycle routes and pedestrian routes and will provide the basis for consistency between City and VDOT transportation planning. It will serve as the basis for the LRTP, since the City is the center of the urbanized area covered by the LRTP, and will provide the City with more input as to what projects are needed.

The TMP will also provide a mechanism for developing roadway and design standards to be used in evaluating VDOT and non-VDOT funded improvements. The design standards will provide a technical and aesthetic basis for evaluating transportation improvements and will include provisions requiring such features as on-street parking, landscaping, medians, traffic calming mechanisms, appropriate levels of service, transit stops, system networking and continuity. The TMP will also provide the City with tangible and measurable standards for evaluating development projects and their impacts on the local transportation network.

### ***Streetscape Design***

Although improvements to streets primarily address capacity, safety or efficiency issues, they are also an opportunity to create roadways that are of quality design. The TMP should include design elements such as on-street parking,



**Pedestrian-friendly sidewalk.**

landscaping, medians, traffic calming measures, narrower lanes, sidewalks, and other features as appropriate. It should also include design 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.

### ***Transportation Improvements***

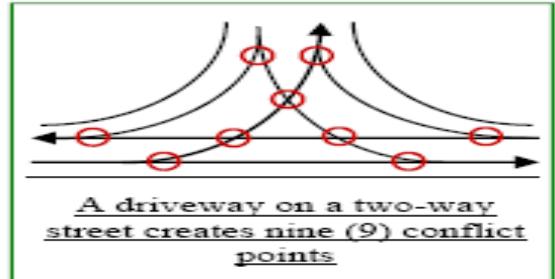
The improvement of transportation corridors is an important focus of the Comprehensive Plan that will be highlighted within the TMP. Many of the corridors in the City are both functioning streets and contributors to the character of the City. These corridors help to define the character of the City and to shape neighborhoods.

When planning improvements to these corridors, it can be difficult to strike an appropriate balance between sufficient traffic capacity and preservation of neighborhood character. Many residents have indicated that they want these corridors to continue looking as they do today; they are concerned that streets will be widened to serve traffic that originates outside the City. The example cited most frequently is the widening of the section of Fort Avenue beginning at the intersection with Memorial Avenue and proceeding south.

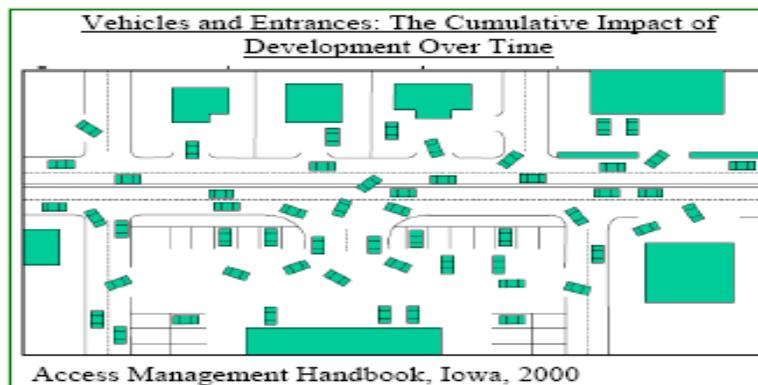
Residents of adjacent neighborhoods are frequently unhappy with the appearance of widened streets, including the loss of the tree canopy and installation of unattractive metal railings. They are also unhappy with the resulting “speedway” effect—the tendency for traffic to speed through the area. To help avoid this type of “improvement,” this Comprehensive Plan delineates those streets that are part of the fabric of the City neighborhoods and recommends that they be widened only as a last resort. A series of alternative methods will be offered to lessen or eliminate the need for widening. The TMP will contain a series of street profiles that feature more appropriate designs.

### 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.



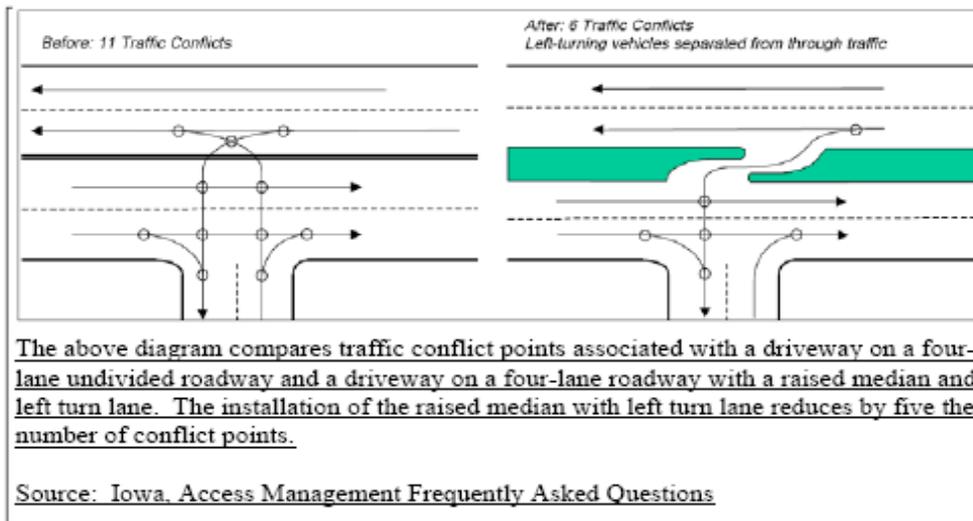
Streets, however, do not exist in segments; they exist as part of a whole. Every island that connects to a street lowers the speed at which vehicles can travel and increases the potential for accidents and delays. Access management is one technique the City can use to reclaim the functionality and safety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



### **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 3 million passenger trips annually with Liberty University students and faculty comprising close to 2 million of those trips. GLTC has embarked on an aggressive fleet replacement/upgrade program to acquire hybrid diesel-electric buses. At the end of 2010, GLTC will have equipped 57% of its fixed route fleet with hybrid diesel-electric buses. GLTC has also initiated a site study to build a new



**GLTC Trolley at Kemper Street Station.**

main transfer center and to consider a new maintenance and operations facility to accommodate its current and planned growth.

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. 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 shuttles between schools, 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, labor savings and an overall cost savings for the schools. Lynchburg City Schools continues to evaluate options to maximize safety and efficiency while ensuring that "the greatest care shall be exercised at all times in the transportation of school children." (8 VAC 20-70-20)

### **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 (TDX) 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.



**Railroads 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. 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***

Another key goal of the TMP encourages greater utilization and continued development of the Lynchburg Regional Airport as the primary commercial air service to the region. The further development of adequate and affordable scheduled airline service will contribute to the economic vitality of the City and region, encouraging economic development and attracting employers to the City. Economic uncertainties faced by the airline industry and the continued challenges faced by smaller commercial service airports are concerns related to the airport.



**Lynchburg Regional Airport.**

The airport's master plan, which is currently being updated, includes a range of Infrastructure and facility improvements designed to meet forecasted demands throughout the planning horizon. Emphasis is being placed on attracting a diversity of aeronautical capabilities and services centered on the further development of passenger airline service, expanded freight services and continued growth in business and general aviation activities. The recent completion of a \$14 million dollar extension of the airport's primary runway 7,100 feet in length should create additional opportunities in these areas. The airport is continuing to pursue becoming a regional, independent airport authority and exploring the potential for the creation of an industrial park adjoining the airport.

## Goals, Objectives & Strategies

**Goal 1. Provide the citizens of Lynchburg with 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 areas.**

**Objective 1.A. Transportation Master Plan (TMP).** Establish short- and long-term transportation priorities through the development of a comprehensive City TMP.

- 1) Include level of service standards, functional classifications and transit services for streets within the City.
- 2) Incorporate the Comprehensive Plan Future Land Use Map and elements. Ensure compatibility between development/preservation goals, current and future transit service and street levels of service.
- 3) Assure consistency between Comprehensive Plan land use and population policies with the traffic model utilized for the LRTP.
- 4) Monitor LRTP and TIP impacts on neighborhoods, economic development and redevelopment areas, historic districts and environmentally sensitive areas. Monitor the implementation of the TIP and evaluate any inconsistencies or conflicts with the Comprehensive Plan or TMP.
- 5) Identify corridors within the City where rights-of-way should be preserved for streets, bikeways, pedestrian ways and future transit operations, such as bus rapid transit (BRT) lines.
- 6) Incorporate GLTC's plans to encourage the coordination of transit service with other transportation modes.
- 7) Priorities for improvements to the transportation system should be based on safety considerations, existing deficiencies, multimodal and environmental considerations,

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physical, economic, and policy constraints, contribution to quality urban design, required right-of-way needs, level of service and appropriate system continuity.

- 8) Include alternative transportation modes in the TMP, including pedestrians, bikeways, trails and transit.
- 9) Review the TMP annually and complete updates at least every five years. Updates should be completed in time for the CVMPO to use them when developing the LRTP and the CVTIP.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 2010

**Objective 1.B. Design of Streets.** Design new streets and improve existing streets in such a way that sufficient mobility is provided while maintaining quality urban design. Prior to the issuance of a development or building permit, address and resolve any issue that would create or exacerbate a significant safety hazard in the transportation system.

- 1) New streets shall be designed to provide capacity efficiently, while maintaining quality urban design. This shall include elements such as on-street parking, landscaping, medians, other green areas, traffic calming, narrower lanes, roundabouts, controlled or limited access, sidewalks, aesthetic accents, bus pull-out bays and other design forms and materials, as appropriate to the function of the street.
- 2) A developer may be required to prepare a traffic study, subject to the approval of the City's Transportation Engineer, to determine whether the proposed development will create or exacerbate a significant safety hazard. The developer shall mitigate adverse impacts, as determined by the study, to provide safe and adequate access.
- 3) Develop a program to identify and monitor high-accident intersections or streets.
  - a) Continue to use collected data to allocate Capital Improvement Program funds for individual projects to improve safety.
  - b) In specific locations of need, implement minor adjustments to signalization, routing, pavement marking, and so on that may improve safety conditions.

- c) Actively pursue grant funds to finance improvements at problem intersections.
- 4) Integrate utilities into the context-sensitive design process.
- 5) Develop access management guidelines for new development, redevelopment and street projects.
  - a) Promote and require shared and joint access between sites.
  - b) Promote adequate driveway and median opening spacing to minimize vehicular conflicts.
  - c) Promote access points on side streets instead of major arterials to preserve capacity on major roadways and require developers to align their driveways with existing adjacent streets/driveways.
- 6) Use urban interchanges and roundabouts to access arterials in lieu of traffic signals.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 2010

**Applicability:** All new public and private streets built within the City.

**Objective 1.C. Preservation of Existing Transportation Corridors.** Preserve the City's cultural and neighborhood assets by maintaining the character of existing transportation corridors.

- 1) The following streets shall not be widened through the addition of through lanes or the removal of existing parking lanes to create a thorough lane unless no other alternatives can be found and the City Council approves the widening:
  - a) Fifth Street from the Lynch Bridge to Memorial Avenue;
  - b) Twelfth Street from Commerce Street to Fort Avenue;
  - c) Rivermont Avenue from the Rivermont Avenue bridge to VES Road;
  - d) Boonsboro Road from VES Road to US Route 501;

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- e) Boonsboro Road from US Route 501 to the western corporate boundary;
  - f) Langhorne Road from Rivermont Avenue to Murrell Road;
  - g) Link Road from Boonsboro Road to Old Forest Road;
  - h) Trent's Ferry Road from Boonsboro Road to the northern corporate boundary;
  - i) Memorial Avenue from Fifth Street to Fort Avenue;
  - j) Fort Avenue, from Park Avenue/Kemper Street to Memorial Avenue.
- 2) Consider Transportation Systems Management (TSM) and Intelligent Transportation System (ITS) techniques to improve traffic flow on these streets before approving additional lanes or removal of parking lanes. Examples of TSM include: signal optimization, turn lanes at intersections, reversible lanes and other measures.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 2010

**Applicability:** Applicable in any planning effort for those streets

**Objective 1.D. Neighborhood Traffic.** Promote walkable neighborhoods and ensure that traffic conditions do not degrade neighborhood quality.

- 1) Consider neighborhood-level impacts of transportation projects during preparation of Neighborhood Conservation Plans (see Chapter 4, Plan Framework) and employ traffic calming techniques to control cut-through and speeding traffic.
- 2) Use the Neighborhood Traffic Management Plan (NTMP) during the development of transportation projects.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 2010

**Applicability:** Applicable on most streets

**Objective 1.E. Access to Downtown.** Improve access to downtown areas from neighborhoods and gateways to the City, per the "Downtown and Riverfront Master Plan 200" and the "Downtown Riverfront Implementation Plan."

- 1) Provide clear direction for traffic flow into downtown from the US Route 29 bypass and from US Route 501, Boonsboro/Rivermont.
- 2) Provide streetscape enhancements along boulevards into the downtown area.
- 3) Encourage greater availability of transit and pedestrian access to the downtown from adjacent neighborhoods, through the use of transit-oriented development principles and other techniques.
- 4) Encourage a connection from the downtown area to the City's greenway, blueway, trail, and bikeway networks.
- 5) Develop adequate parking spaces in the downtown area, as recommended in the "Strategic Parking Plan" and the "Downtown and Riverfront Master Plan 2000," using on-street parking and structured parking, rather than surface lots.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 2010

**Applicability:** Applicable on most streets

**Objective 1.F. Participation & Coordination.** Maximize opportunities for participation by City staff and the public in City and regional transportation planning initiatives.

- 1) Improve coordination of transportation planning efforts with VDOT, Region 2000, GLTC, Amherst County, Bedford County, Campbell County, and the Lynchburg Regional Airport, as applicable.
- 2) Encourage and solicit citizen and neighborhood-level input, including:
  - a) Emphasis on early involvement—prior to the public notice/right-of-way stage of project development.
  - b) Neighborhood outreach through community groups and associations.

**Responsibility:** Community Development, Public Works, Region 2000 and VDOT

**Effective Date:** June 2010

**Applicability:** Any plan and/or project that is adopted or implemented

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**Objective 1.G. Special Consideration for Nondrivers.** Consider, during all transportation planning efforts, the needs of nondrivers, including the young, the elderly, and the disabled, among others.

- 1) This consideration should include installation of amenities such as, but not limited to, audible signals, textured surfaces, crosswalks, pedestrian signals, transit stops and the examination of the connectivity of the sidewalk network.
- 2) Promote the opportunity for alternative transportation connections and provide future bus stop locations by requiring space within new development and redevelopment to be reserved for future transit stops.

**Responsibility:** Community Development, Public Works and GLTC

**Effective Date:** June 2010

**Applicability:** During all planning efforts

**Goal 2. Develop and encourage opportunities for the integration of alternative transportation modes, including public transit, bicycle and pedestrian corridors.**

**Objective 2.A. Intermodal Integration.** In evaluating planned transportation improvements, consider impacts to and opportunities for intermodal integration.

- 1) Compare the CVMPO's Comprehensive Bicycle and Pedestrian Plan and Chapter 5, Citywide Land Use & Development, with development patterns at least every five years to determine if changes are needed.
- 2) Require new development or redevelopment to be coordinated with public transit, bicycle and pedestrian systems where applicable.

**Responsibility:** Community Development, Public Works and GLTC

**Effective Date:** June 2010

**Applicability:** Applied during the planning stage of the transportation improvement process

**Objective 2.B. Enhancement.** Develop opportunities to enhance alternative transportation facilities.

- 1) Create opportunities for improving pedestrian access to the historic districts and the downtown.

- 2) Create opportunities for improving pedestrian access to greenways and blueways.
- 3) Encourage improvement of public transit access to the historic districts and the downtown.
- 4) Develop strategies, such as provision of parking lots, to promote the use of public transit.
- 5) Coordinate with GLTC as necessary for updates to the Greater Lynchburg Transit Development Plan.
- 6) Prepare a citywide pedestrian improvement plan that addresses the need for sidewalks throughout the City and incorporates existing policies on sidewalk maintenance and the provision of new sidewalks and related facilities such as crosswalks and pedestrian signals. During preparation of this plan, evaluate whether existing policies need to be revised. During pedestrian improvement planning, incorporate the Americans with Disabilities Act (ADA) requirements.
- 7) Prepare a citywide bicycle plan, in cooperation with Region 2000.
- 8) Promote taxi, car-sharing and carpooling programs to increase accessibility, as well as augment underserved routes, transportation hubs and specific destinations within the City.

**Responsibility:** Community Development, Public Works and Parks and Recreation

**Effective Date:** June 2010

**Applicability:** Applied on demand basis; comply with ADA requirements

**Objective 2.C. Compatibility.** Ensure the compatibility of the Future Land Use Map with existing rail and public transportation service.

**Responsibility:** Community Development, Public Works and GLTC

**Effective Date:** June 2010

**Applicability:** Apply when changes to either public transit routes or the Future Land Use Map occur

**Objective 2.D. Regional Transit Authority.** Continue to expand formal partnerships (such as the existing partnerships with Amherst County and Liberty University) and be receptive to the creation of a regional transit authority.

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**Responsibility:** Community Development, Public Works, GLTC and Region 2000

**Effective Date:** June 2010

**Applicability:** Apply when changes to either public transit routes or the Future Land Use Map occur.

**Goal 3. Commit adequate resources to the operation and maintenance of existing and future transportation facilities.**

**Objective 3.A. System Needs.** As part of the development and update process for the City TMP, evaluate the condition of the existing transportation facilities and make appropriate recommendations for addressing needs.

- 1) Include recommendations for funding the operation and maintenance of transportation facilities in the TMP and subsequent updates.
- 2) Allocate funding that is fiscally responsible to meet the operation and maintenance needs identified in the TMP.
- 3) Explore the feasibility of developing a regional intelligent transportation system in conjunction with the MPO and VDOT.

**Responsibility:** Community Development, GLTC, Public Works, Region 2000 and VDOT

**Effective Date:** June 2010

**Applicability:** Underway

**Goal 4. Provide increased regional passenger and freight railroad transportation.**

**Objective 4.A. Bus Service.** Continue to work with intercity bus transit providers to extend the service area for bus transportation.

**Responsibility:** GLTC

**Effective Date:** June 2010

**Applicability:** Whenever the opportunity arises

**Objective 4.B. TransDominion Express (TXD), including Northeastern Regional Service.** Support regional rail service, using Lynchburg as a hub for service from Bristol, Virginia to Boston, Massachusetts.

**Responsibility:** City Manager's Office and Chamber of Commerce

**Effective Date:** June 2010

**Applicability:** Whenever the opportunity arises

**Objective 4.C. Rail Freight.** Encourage use of rail freight as a cost-effective means of transporting freight.

**Responsibility:** City Manager's Office, Chamber of Commerce and Department of Rail and Public Transportation (DRPT)

**Effective Date:** June 2010

**Applicability:** Whenever the opportunity arises

**Goal 5. Support efforts to make the Lynchburg Regional Airport more attractive to passenger and freight clients.**

**Objective 5.A. Independent Airport Authority.** Explore the feasibility of establishing an independent airport authority.

- 1) Develop a cost- and revenue-sharing agreement with Campbell County to facilitate creation of the authority.
- 2) Develop existing property adjacent to the airport into an industrial park.

**Responsibility:** City Airport Staff

**Effective Date:** June 2010

**Applicability:** Underway

**Objective 5.B. Airport Use.** Continue to expand and improve airport infrastructure and facilities in order to diversify airport services.

- 1) With the recent completion of a 1,301-foot main runway extension, explore opportunities to attract additional air freight services and activities.
- 2) Continue to pursue opportunities to attract general aviation tenants and customers through the addition of more aircraft parking ramp areas, conventional hangar facilities and T-hangars.
- 3) Continue to pursue opportunities to attract additional scheduled air carriers, with an emphasis on the return of service to a northeastern connecting airport, including Washington, DC, Cincinnati, OH and Philadelphia, PA.
- 4) Continue efforts to keep passenger fares competitive while providing adequate flight frequency and seat capacity to meet regional demand.

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- 5) Explore opportunities to develop non-aeronautical airport land in order to attract non-traditional sources of revenue.

**Responsibility:** City Airport Staff

**Effective Date:** June 2010

**Applicability:** Ongoing

**Goal 6. Improve capacity to assess the impacts of development and to monitor, analyze and report on conditions in the city's natural environment, neighborhoods and commercial and employment districts.**

**Objective 6.A. Impact Assessments.** Encourage public and private developments to avoid, minimize or mitigate negative environmental, community and fiscal impacts.

- 1) Require traffic impact analyses for large-scale retail development projects.
- 2) Recommend that new development projects apply environmental checklists and impact analyses to development projects.
- 3) Incorporate land use, environmental, transportation and community impact assessments in plans for transportation, public facility and utility improvements.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 2010

**Applicability:** This applies to all large scale developments.

**Goal 7. Encourage the improvement of conditions and quality of life along travel corridors and in revitalization areas identified on the Plan Framework Map.**

**Objective 7.A. Corridor Study Areas.** Prepare detailed plans and studies to improve conditions along primary travel corridors, including the Midtown Connector route, Lakeside Drive, Wards Ferry Road, Greenview Drive, Wiggington Road, Wards Road/Candlers Mountain Road, Timberlake Road, Fort Avenue, Old Forest Road, Campbell Avenue, the Lynchburg Expressway and Boonsboro Road.

- 1) Prepare a priority list and schedule for completing corridor study area plans.
- 2) Use the policies outlined in Chapter 4, Plan Framework, for interim decisions on land use and development in these areas.

- 3) Amend the Comprehensive Plan, including the Future Land Use Map, as appropriate, after completing each corridor study area plan.
- 4) Encourage infill development/redevelopment.
- 5) Encourage on street parking where appropriate.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 2010

**Applicability:** This applies to all primary travel routes designated as study areas by the City of Lynchburg Department of Community Development.

**Goal 8. Ensure that development and redevelopment reinforces the City's unique character and sense of place.**

**Objective 8.A. Pedestrian Circulation.** Encourage site and building designs that accommodate the needs of pedestrians, disabled persons and transit-dependent people.

- 1) To create active pedestrian environments, encourage commercial development with sidewalk frontage, non-reflective windows, street entries, canopies, awnings, pedestrian-scale lighting, signs and residential development with shallow front yard setbacks, porches and rear yard parking.
- 2) Require all new development along traditional commercial streets to match the setbacks of adjacent buildings and to locate primary building entries on a sidewalk.
- 3) Require site and building designs that support the safe and convenient circulation of pedestrians and persons with disabilities.
  - a) Through the site plan review process, ensure the adequacy of facilities for pedestrians and persons with disabilities.
  - b) Encourage the provision of cross-parcel pedestrian connections in commercial areas and between commercial areas and adjacent neighborhoods.
  - c) Ensure that transit stops on private properties have adequate pedestrian connections and are located in close proximity to destinations.

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- 4) Include the GLTC in plan review so that existing and proposed bus routes are considered during planning for new developments.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 2010

**Applicability:** This policy applies to all public and private development being rezoned or applying for a conditional use permit application. City staff would like this to be applied to all developments.

**Goal 9. Ensure that the design of streets and public facilities reinforces the City's unique character and sense of place.**

**Objective 9.A. Design of Public Facilities.** Build on existing City efforts to ensure design quality, sensitivity and sustainability in new and renovated public facilities.

- 1) Establish design guidelines for public facilities.
- 2) Ensure that new or renovated public facilities are compatible with their surroundings and, to the extent possible, serve neighborhood needs.
- 3) Provide opportunities for public comment on building and site design for new or renovated public facilities.
- 4) Work with state and federal agencies to ensure compatibility and design sensitivity in new and renovated facilities.
- 5) Ensure that sufficient funding is allocated to capital improvement projects for detailed planning and quality design work.
- 6) Ensure that all public facility projects are reviewed by the Technical Review Committee.
- 7) Incorporate multi-modal accommodations into facility plans.

**Responsibility:** All City departments are responsible for making sure their project is reviewed by the Technical Review Committee. The Technical Review Committee is responsible for ensuring the project's compatibility with the requirements within these goals and objectives.

**Effective Date:** June 2010

**Applicability:** This policy applies to all public and private development being rezoned or for a conditional use permit application. City staff would like this to be applied to all developments.

**Goal 10. To increase the safety of the City street system, to preserve capacity and efficiency by reducing existing and minimizing future conflict points.**

**Objective 10.A. Current and Up-to-Date Ordinances.** To have the City of Lynchburg ordinances regularly updated to reflect changes to street classifications, transit, bicycle and pedestrian facility requirements and access management regulations.

- 1) The City shall review the Ordinances on a regular basis to determine the need for amendments in order to keep the regulations up to date and current.
- 2) The City shall classify public streets according to function. Streets shall be planned, designed and managed to preserve their functional integrity.
- 3) The City shall add a "Cultural and Neighborhood Asset" classification to the functional classification of streets. This classification shall apply to streets specified in the Comprehensive Plan where neighborhood character, including streetscapes, is given priority over vehicular movement. Access management regulations and policies may be modified for these streets.
- 4) The City shall update ordinances to effect goals and objectives relating to access management as found in this chapter.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 2010

**Applicability:** This should be applied on a regular basis with the frequency dependent on the activity. For example, ensuring that developments and redevelopments have appropriate connections will occur when site plans are submitted, but a review of the City Ordinances may need to take place only once every year or two.

**Objective 10.B. Preservation of the Integrity of the Local Streets.** To preserve the safety, function and flow of the regional and local transportation system.

- 1) The City will preserve the movement and function of the major thoroughfare system by facilitating the development of service streets, entrance consolidation, cross access easements and joint entrances to connect parcels as developments are permitted along major streets.
- 2) The City will not permit driveway connections to be located in the physical or functional area of an intersection. If corner clearances cannot be met through joint access, cross access or the use of service streets, the Technical Review Committee, through the site plan approval process, may allow construction of an access connection along the property line farthest from the intersection. In such cases, directional connections (i.e. right in/out, right in only, or right out only) may be required.
- 3) The City may identify specific access management areas and thereby limit private direct access to major streets (expressways, arterials and minor arterials).
- 4) The City will discourage the connection of low density residential driveways directly to the major streets.
- 5) Maintain the grid pattern of the City's streets to provide alternate routes of travel.

**Responsibility:** Community Development as well as the Technical Review Committee when applicable

**Effective Date:** June 2010

**Applicability:** When site plans are reviewed

**Objective 10.C. Access to the Street System.** To continually implement policies and regulations which promote safe and efficient access to adjacent parcels, nearby uses and city streets.

- 1) Commercial properties should establish direct and convenient connections (vehicular, pedestrian and other alternative transportation) to adjacent commercial properties. Encourage a system of shared use driveways, service streets and cross access easements wherever feasible.

- 2) All access to outparcels should be internalized using the shared circulation system of the principal development.
- 3) New city streets (including extensions of existing streets) will connect to existing city streets and be extended to serve undeveloped land.

**Responsibility:** Community Development as well as the Technical Review Committee, when applicable

**Effective Date:** June 8, 2010

**Applicability:** When site plans for development, redevelopment and public projects are reviewed

**Goal 11: Create a sustainable, multi-modal transportation system that minimizes and, where possible, reduces pollution and motor vehicle congestion while ensuring safe mobility and access for all. This multi-modal transportation system shall support a vital and growing local economy. Furthermore, financial responsibility, environmental stewardship, economic development and equal access are integral elements of a multi-modal transportation system.**

**Objective 11.A:** Encourage multiple transportation modes, which decrease trips by single-occupant vehicles (SOV) and increase trips by alternative transportation modes.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 8, 2010

**Applicability:** Whenever the opportunity arises

**Objective 11.B:** Adopt a design perspective in planning transportation infrastructure which incorporates a multi-modal focus and includes issues of walk-ability and neighborhood concerns.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 8, 2010

**Applicability:** Whenever the opportunity arises

**Objective 11.C:** Adopt "green" technologies (i.e. LED stoplights, etc.) in the construction of transportation infrastructure.

**Responsibility:** Community Development, Public Works and GLTC

**Effective Date:** June 8, 2010

**Applicability:** Whenever the opportunity arises

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**Objective 11.D:** Adopt land use design/development policies that encourage use of alternative transportation modes.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 8, 2010

**Applicability:** Whenever the opportunity arises

**Objective 11.E:** Work with transportation stakeholders to increase awareness of the benefits of a multi-modal transportation system.

**Responsibility:** Community Development and Public Works

**Effective Date:** June 8, 2010

**Applicability:** Whenever the opportunity arises.

### **Definitions**

**Arterial:** A major street intended primarily to serve through traffic, where access is carefully controlled. These are streets of regional importance, intended to serve moderate to high volumes of traffic traveling relatively long distances and at higher speeds.

**Blueway:** Rivers, streams and other waterways.

**Bus Rapid Transit (BRT):** bus routes specifically designed to minimize travel time and maximize convenience for passengers. The use of dedicated traffic lanes, automated off vehicle fare collections, level boarding platforms and detailed real-time (minute to minute information) schedule/route information available at the stop are some of the ways in which these routes are created.

**City Street:** A street with the primary function of providing access to adjacent properties and to streets of a higher functional classification.

**Cross Access:** An easement or service drive providing vehicular access between two or more contiguous sites so that the driver does not need to reenter the public street system.

**Connection:** Any driveway, street, turnout or other means of providing for the movement of vehicles to or from the public street system.

**Corridor:** A broad geographical band that follows a general directional flow connecting major sources of trips that may contain a number of streets, highways and transit route alignments.

**Corridor, Transportation:** A combination of principal transportation routes involving a linear network of one or more highways, rail lines or other primary and secondary access facilities which support a development corridor.

**Cut-through:** A path that is taken in order to avoid perceived or real traffic congestion; an alternative route to a destination that usually involves the usage of minor streets (such as residential streets or alleys) in order to avoid traffic on major streets.

**Context-Sensitive Design:** Designing transportation facilities that fit the applicable setting and preserve scenic, aesthetic, historic and environmental resources while maintaining safety and mobility.

**Expressway:** A principal arterial street designed for relatively uninterrupted, high-volume mobility between areas, access to which is limited and may include a mixture of intersections (at grade) and interchanges (grade separated).

**Functional Area:** That area beyond the physical intersection of two controlled access facilities that comprises decision and maneuver distance, plus any required vehicle storage length, and is protected through corner clearance standards and connection spacing standards. These standards are available for review in the Engineering Division located in City Hall.

**Greenway:** A linear park, alternative transportation route or open space conservation area that provides passive recreational opportunities, pedestrian and/or bicycle paths and/or the conservation of open spaces or natural areas.

**Gateway:** An entrance corridor that heralds the approach of a new landscape and defines the arrival point as a destination (American Planning Association).

**Intelligent Transportation Systems (ITS):** The application of advanced electronics, computers, communications and sensor technologies in an integrated manner to increase the efficiency and safety of the surface transportation network.

**Joint Access:** A single access point connecting two or more contiguous sites to a public street that serves more than one property or development, including those in different ownership or in which access rights are provided in legal descriptions.

**Major Streets:** Streets that have been designated as Collector, Principle Arterial or Arterial by VDOT or the City of Lynchburg.

**Median:** That portion of a highway separating opposing traffic flows, not including center two-way left-turn lanes. Medians can be traversable or non-traversable.

**Multi-modal Transportation System:** An interconnected system that includes multiple forms of transportation, such as vehicular, pedestrian, bus, bike lanes, rail, airport facilities and traversable waterways.

**Neighborhood Traffic Management Plan (NTMP):** A community based planning effort for traffic issues involving speeding, cut-through traffic and traffic safety on neighborhood and local streets.

**Outparcel:** A lot, adjacent to a street, which interrupts the frontage of another lot.

**Paratransit (Transit Service):** The use of small buses or vans to provide transit services for transportation-disadvantaged groups, such as people with significant physical disabilities and non-drivers who require medical or social services. Paratransit may also include flexible route, door-to-door transit service to the general public.

**Pedestrian System:** The system of sidewalks, trails and greenways that are designed for pedestrian use.

**Plan Framework Map:** A map that provides an overview of the main ideas and themes addressed in the Comprehensive Plan 2002-2020. The map illustrates the City's general pattern of development and highlights areas where some degree of change is encouraged or anticipated. A copy of the Plan Framework Map is located at the end of Chapter 4, Plan Framework.

**Service Street:** A public or private street auxiliary to an arterial street that provides access to parcels surrounding an arterial street and that typically serves nonresidential development.

**Sustainability:** An approach to progress in which the needs of the present are met without sacrificing those of future generations. The vision for the City of Lynchburg is a diverse community working together to promote a healthy and sustainable City with social, cultural, economic and environmental vitality, now and for future generations.

**Transportation Systems Management (TSM):** An integrated program to optimize the performance of existing infrastructure through the implementation of systems, services and projects designed to preserve capacity and improve security, safety and reliability of the transportation system.

### *Acronyms*

**BRT – Bus Rapid Transit:** See definition for Bus Rapid Transit.

**CTB – Commonwealth Transportation Board:** A seventeen (17)-member board appointed by the Governor of Virginia that establishes the administrative policies for Virginia's transportation system. The CTB allocates highway funding to specific projects, locates routes and provides funding for airports, seaports and public transportation.

**CVMPO – Central Virginia Metropolitan Planning Organization:** The federally designated transportation planning agency for the Lynchburg urbanized area. Also known

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**Transportation**

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as Region 2000, this organization is responsible for planning, programming and coordination of federal highway and transit investments in urbanized areas.

**CVTIP – Central Virginia Transportation Improvement Program:** A three (3)-year schedule of all federally funded and regionally significant transportation projects to be implemented in the urbanized area. To receive federal funding, transportation projects typically originate in the LRTP and must be approved by the CVMPO.

**FHWA – Federal Highway Administration:** A division of the United States Department of Transportation that specializes in highway transportation. Although state, local and tribal governments own most of the nation's highways, FHWA provides financial and technical support to them for constructing, improving and preserving America's highway system.

**GLTC – Greater Lynchburg Transit Company:** A non-profit publicly owned company responsible for providing regional bus service for the City. Its mission is to provide safe, dependable, affordable, accessible and high quality public transportation to the Central Virginia community.

**ITS – Intelligent Transportation Systems:** See definition for Intelligent Transportation System.

**LRTP – Long Range Transportation Plan or Constrained Long Range Transportation Plan:** A document maintained and updated by the CVMPO that is intended to guide the Central Virginia area in creating a more efficient, responsive and environmentally-sensitive transportation system over the next twenty-five years. The plan examines transportation issues and trends and offers a list of specific projects for addressing the area's mobility needs.

**NTMP – Neighborhood Traffic Management Plan:** See definition for Neighborhood Traffic Management Plan.

**SYIP –Six-Year Improvement Program:** Allocated by the CTB, the SYIP provides funds for the Commonwealth's transportation projects that are proposed for construction, development or study in the next six fiscal years. The program is updated annually.

**TDX – Trans-Dominion Express:** A proposed passenger rail service, crossing the Commonwealth of Virginia on existing tracks using modern "European-style" rail cars for maximum safety and comfort.

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**Transportation**

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**TIP –Transportation Improvement Program:** A six (6)-year plan that includes both priorities and funding for projects identified in the LRTP, the City of Lynchburg's Capital Improvement Program, CVTIP and the SYIP.

**TMP – Transportation Master Plan:** A planning tool to aid the City in its evaluation of proposed transportation projects. The plan establishes short and long-term transportation priorities that promote multi-modalism and sustainability.

**TSM – Transportation Systems Management:** See definition for Transportation Systems Management.

**VDOT – Virginia Department of Transportation:** State agency that is responsible for building, maintaining and operating the state's roads, bridges and tunnels. Virginia has the third-largest state-maintained highway system in the country behind Texas and North Carolina.

**VDRPT – Virginia Department of Rail and Public Transportation:** Agency of the Commonwealth whose mission is to improve the mobility of people and goods while expanding transportation choices in the Commonwealth. VDRPT has three primary areas of activity: rail, public transportation and commuter services.

### **References**

The definitions presented here are from or based on the following sources:

- 1) The Transportation Research Board, National Cooperative Highway Research Program Report 548: A Guidebook for Including Access Management in Transportation Planning, © 2005;
- 2) A Planners Dictionary by Moskowitz, Harvey S. and Carl G. Lindbloom, 2007;
- 3) Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities, © 2006 Institute of Transportation Engineers. ISBN No: 1-933452-11-0;
- 4) National Cooperative Highway Research Program Report (NCHRP RPT) 456: Guidebook for assessing social Impacts Part B; ISBN 0-309-06703-0 © 2001 Transportation Research Board;
- 5) Sustainable City Initiative, Adopted by City Council, August 2008