



JULY 23, 2018

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CITY OF LYNCHBURG | HILL STUDIO | ARNETT MULDROW | ALTA PLANNING | HURT & PROFFITT

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A VISION FOR DOWNTOWN 2040

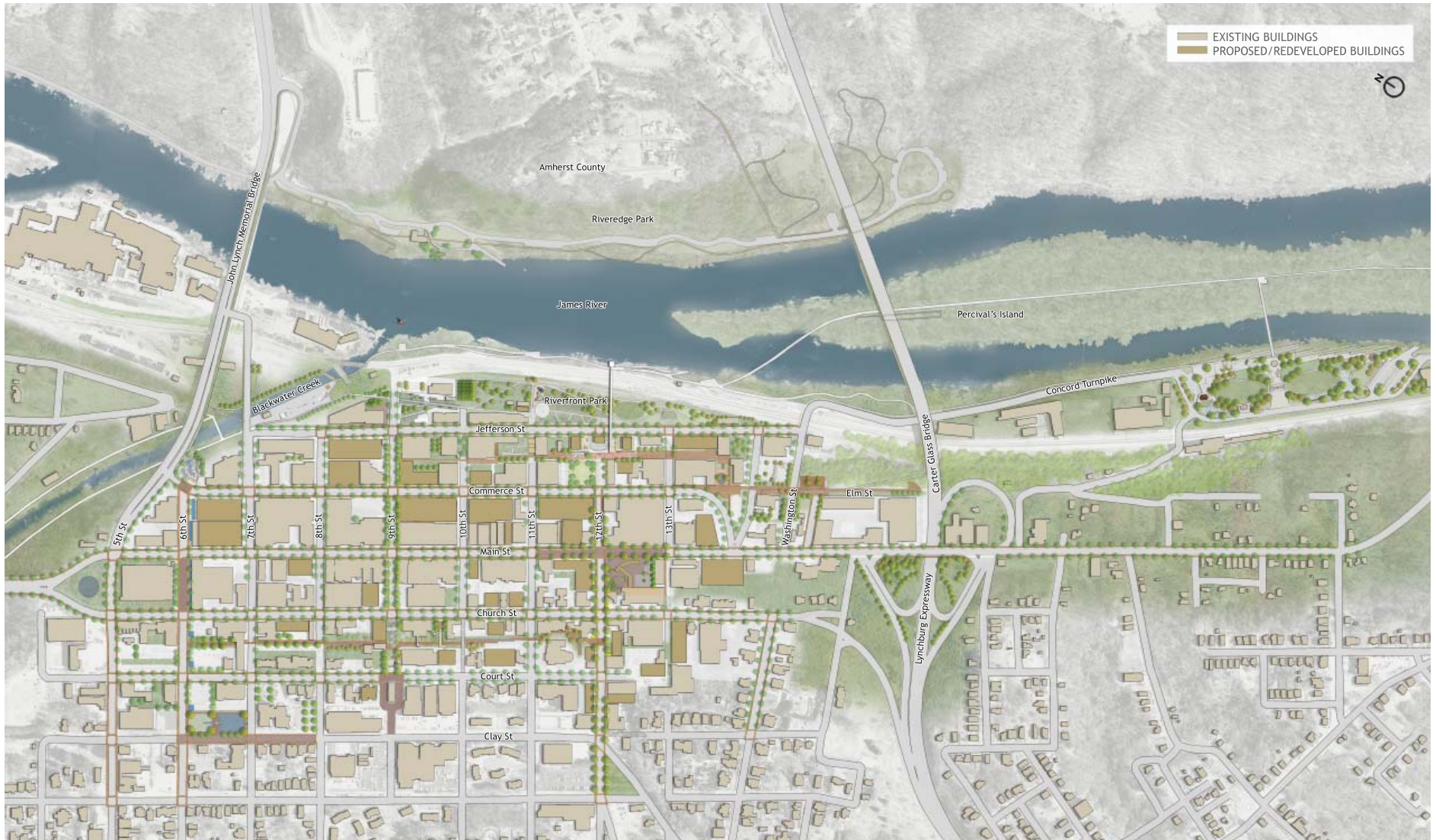
In 2040, Downtown Lynchburg will be a bustling and thriving urban core; the economic, social, and cultural hub of Central Virginia – a destination for visitors and a livable neighborhood for residents. Both locals and tourists alike will enjoy a diverse offering of retail, restaurants, and recreational activities set in a downtown rich with historic architecture, unique topography, and vibrant public spaces. This is the exciting atmosphere that makes Downtown Lynchburg the heart of the region.

In 2000, the vision developed for Downtown Lynchburg set a high bar for revitalizing the historic central business district. Since then, much has been accomplished and invested by both the public and the private sectors. Over \$50 Million has been invested in Downtown public park and infrastructure projects since 2002. This public investment has more than doubled real estate values in the Central Business District (\$115 Million in 2000 to \$267 Million in 2017).

As of 2017, Downtown hosts over 430 businesses and has added more than 900 residential units. The City has seen substantial growth in tax revenues in the last five years; over \$12.7 Million was generated from 2012-2017 by business license, meals, lodging, amusement, and utility taxes. Indeed, it is again a commercial hub for the region with unique offerings sited within an authentic historic and architectural core. A majority of this revitalization success has occurred as a result of capital improvements to the Riverfront and Lower Bluffwalk areas of Downtown.

Building on that success, this plan sets higher goals and integrates public engagement and previous planning efforts to chart growth and prosperity for the next 20 years.

A VISION FOR DOWNTOWN 2040



Illustrative Master Plan

GOALS FOR DOWNTOWN 2040

The following goals provide direction for achieving the future vision for development and investment in Downtown:

■ LAND USE AND URBAN DESIGN

- > Encourage investment and development up the terraces of Downtown towards Main Street, Church Street, and Court Street.
- > Ensure that new development and public improvements complement the historic and architectural character of Downtown streets while also providing opportunities for modern architecture that embraces the continued growth of Downtown Lynchburg as an urban commercial center.
- > Foster a balance of land uses (commercial, residential, institutional, and public spaces) that will sustain Downtown as a lively, attractive, and economically vibrant central business district.

■ HISTORIC AND ARCHITECTURAL RESOURCES

- > Preserve and enhance the architectural and historic integrity of Downtown.
- > Increase awareness of Lynchburg's historic and architectural assets as a tool for economic development.
- > Encourage the adaptive reuse of vacant historic buildings.

■ PUBLIC SPACE AND RECREATION

- > Provide a network of parks and open spaces that celebrates the James River and the unique scenery of Lynchburg.
- > Enhance Downtown as a destination that provides citizens with exceptional opportunities for social interaction and recreational experiences.
- > Boost economic growth and tourism by developing a signature venue in Downtown that can support large-scale outdoor events.
- > Weave high-quality public spaces into the fabric of Downtown to create a more livable neighborhood.
- > Provide access and strengthen connections to the James River.

■ CONNECTING COMMUNITIES

- > Enhance gateway entrances into Downtown.
- > Improve connectivity between Downtown and its surrounding neighborhoods through parks, public spaces, transportation, and streetscape improvements.
- > Attract students and staff from Lynchburg's universities and colleges to Downtown by providing amenities and transportation options.
- > Connect to regional transportation hubs to better attract Lynchburg visitors to Downtown.

■ MOBILITY AND ACCESSIBILITY

- > Create great Complete Streets in and to Downtown that result in effective transportation circulation and accommodate all modes of travel: vehicular, transit, bicycle, and pedestrian.
- > Prioritize the movement of pedestrians Downtown to fully capture the health, safety and economic benefits of pedestrian activity.
- > Remove or mitigate barriers to walking and biking such as high vehicle speeds, network gaps, and steep grades.
- > Foster a downtown that allows residents to live car-free.

■ PARKING

- > Share parking resources with other Downtown interests by fostering public / private partnerships.
- > Improve parking resources in Downtown using solutions that are attractive, convenient, manageable, and financially feasible.
- > Connect parking areas to destinations through street, transit, pedestrian, bike, and wayfinding networks.
- > Communicate clear and concise information about parking.
- > Capitalize on premium on-street spaces, creating turnover, while providing lower cost, long-term options nearby.
- > Create a Downtown where visitors only need to park once.

■ WAYFINDING

- > Improve wayfinding into and within Downtown using a consistent, functional, and easily maintained signage system.
- > Monitor wayfinding signs to ensure accuracy.
- > Develop temporary wayfinding solutions that effectively communicate detours and foster a positive perception during construction.

■ BUSINESS DEVELOPMENT AND MARKETING

- > Identify and recruit new retail investment and grow small businesses in Downtown by strengthening anchors, capitalizing on the James River and outdoor amenities, and enhancing restaurant and cultural attractions.
- > Pursue office and employment growth that continues to establish Downtown as a destination for national firms.
- > Attract additional residential development to Downtown, including renovated loft apartments, as well as owner-occupied housing products.
- > Market Downtown using an integrated branding system and coordinated marketing messages.

■ UTILITIES AND INFRASTRUCTURE

- > Manage, prioritize, and look for opportunities to accelerate the Downtown Utility and Streetscape Project.
- > Minimize disruption to businesses and continuously inform the public of construction schedule and programs.
- > Ensure clean public parks, streets and facilities.
- > Improve public perception of Downtown safety.

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1. BACKGROUND

- 1.1 STUDY AREA BOUNDARIES
- 1.2 DOWNTOWN DEVELOPMENT CHARACTER AREAS
- 1.3 INTEGRATION OF PREVIOUS DOWNTOWN PLANNING
- 1.4 OPPORTUNITIES FOR CONTINUED DEVELOPMENT
- 1.5 COMMUNITY INVOLVEMENT AND DIRECTION
- 1.6 PUBLIC REVIEW AND ADOPTION OF MASTER PLAN

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1.1 STUDY AREA BOUNDARIES

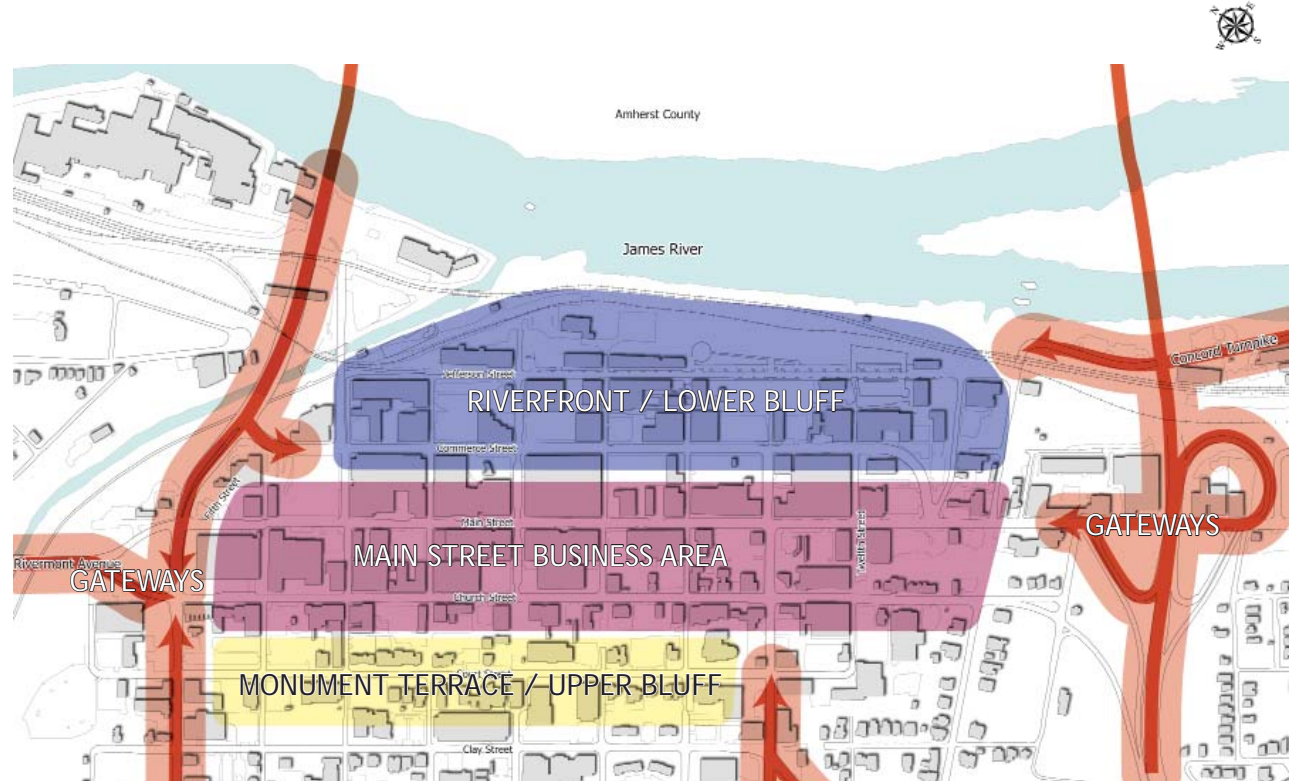
Boundaries for the Downtown Study Area were the James River to the northeast, Fifth Street to the northwest, Court Street to the southwest, and the Lynchburg Expressway to the southeast. The project team also looked beyond this specific area as Downtown both impacts and is impacted by the surrounding area.



1.2 DOWNTOWN DEVELOPMENT CHARACTER AREAS

As the historic center of commerce since the mid-1700s, Downtown Lynchburg has evolved over time. Its growth and transition reflect the community's history in trade and manufacturing along the James River. Over the past twenty years, planning and investment in Downtown has been successful in stabilizing historic buildings, revitalizing public infrastructure, and encouraging business investment.

As of 2018, Downtown retains a special sense of place that celebrates significant architectural buildings sited on prominent terraces that overlook the James River. In general, the revitalization and growth of Downtown has occurred in four specific areas that share common development characteristics, and architectural and environmental features. Each area is discussed here and depicted on the map to the right:



Downtown Character Areas

Riverfront / Lower Bluff – Area between the James River and Commerce Street. It includes Riverfront Park, Jefferson Street, the Lower Bluffwalk, and both sides of Commerce Street. This area exhibits public and private investments that feature Riverfront Park, large historic warehouses, industrial design elements (iron, brick, and stone), cobblestone streets, green infrastructure (flood zone), and enhanced pedestrian access with river views along the Lower Bluffwalk. The buildings on Commerce Street include smaller, one and two-story commercial buildings.

Main Street Business – Area that includes both sides of Main and Church Streets. Development in this area has been facilitated by supporting development in the Riverfront/Lower Bluff District, streetscape improvements to 9th and 12th Streets, enhancements to the Lynchburg Community Market, and growing business investment. This area exhibits primarily multi-story, masonry commercial buildings (both large and small), many with elaborate architectural detailing.

Monument Terrace / Upper Bluff– Area above Church Street, mainly Court Street. Traditionally, this area served as the center for government, institutions (e.g., churches, museums, schools), and other small businesses and services in Downtown. Monument Terrace is a distinctive landscape and historic feature. This area hosts a steep, climbing topography and includes the planned Upper Bluffwalk. Many of the buildings in this section of Downtown are large, multi-story masonry commercial, institutional, or civic buildings with distinctive architectural and character-defining features (elaborate entrances, massive columns, patterned windows, and decorative building masonry). Established, historic neighborhoods surround the outer edges of this district (College Hill, Diamond Hill, Garland Hill).

Gateways – Areas that serve as entrances into Downtown. These gateways include the Lynchburg Expressway Exit to Main Street, Concord Turnpike, 12th Street, and 5th Street. These important portals contain key businesses that signal a visitor's arrival Downtown. Improvements should help emphasize this arrival for pedestrians or motorists Downtown and/or the connecting neighborhoods. They are good locations for directional or welcome signage that is in context with the specific area.



Riverfront / Lower Bluff



Monument Terrace / Upper Bluff



Main Street Business

1.3 INTEGRATION OF PREVIOUS DOWNTOWN PLANNING

The Downtown 2040 Master Plan design team reviewed and considered over twenty relevant studies and capital improvement projects for Downtown, including the following:

- > Downtown & Riverfront Master Plan (Sasaki, 2000)
- > Downtown Implementation Plan (Nelson Byrd Woltz, 2007)
- > 2030 Comprehensive Plan (2013)
- > Lynchburg Historic District, Commercial Design Review Guidelines (Thomason, 2007)
- > Central Business District Water Main Replacement Program, Preliminary Engineering Report (Whitman Requardt, 2011)
- > Downtown Parking Deck Feasibility Study (Desman Associates, 2012)
- > Strategic Parking Plan (Carl Walker, 2007)
- > Region 2000 Blueways and Greenways Plan (2012)
- > Region 2000 Bike/Pedestrian Plan (2012)
- > Region 2000 Wayfinding Study 2012
- > Main Street Gateway Preliminary Bridge Design (2014)
- > Clay Street Reservoir Reports (1997, 2002)
- > TIGER Grant Application / Transportation and Infrastructure Improvements (2016)
- > Canal Park Plan (Kennon Williams, 2014)
- > Community Market Studies and Updated Master Plan (2004, 2006, Wendel 2016)
- > “The Hopper” Downtown Circulator (2016)
- > Downtown Speed Study (EPR, 2016)
- > Fifth Street Corridor Master Plan (Sympoetica, 2006)
- > Tyreeanna/Pleasant Valley Neighborhood Plan (Sympoetica, 2003)
- > Tyreeanna Sewer Study (2005)
- > Solids Management Handling and Capital Improvement Plan (Brown & Caldwell, 2010)
- > Growing Tinbridge Hill (Clarion Associates, 2014)

The Downtown 2040 Master Plan builds on these past studies and identifies additional projects and strategies to foster continued prosperity and development. For reference, the following paragraphs summarize some of the most important studies that influenced the transformation and revitalization of Downtown and directed the public and private investment to date.

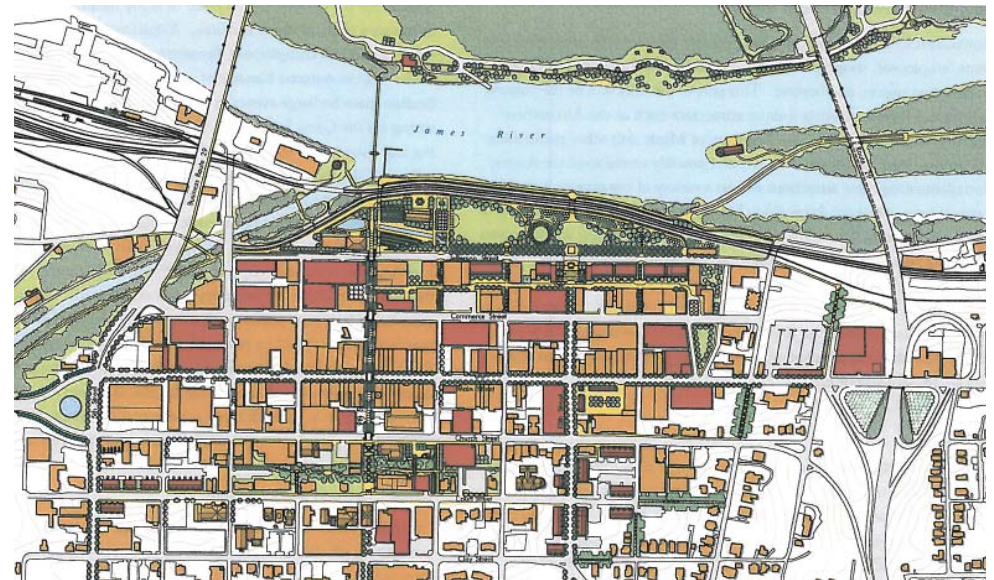
LYNCHBURG DOWNTOWN & RIVERFRONT MASTER PLAN 2000 (SASAKI ASSOCIATES)

This initial plan for Downtown was adopted by City Council on May 22, 2001. It focused on successfully establishing a downtown core to serve the City and the region by offering unique uses in culture, entertainment, housing, retail, and services. Key recommended initiatives include:

- > **Create Downtown Walking Loop** – Improve the streetscape on 9th Street, Main Street, 12th Street, Jefferson Street.
- > **Celebrate the Stairs** - Establish a system of stairs and bluff walks.
- > **Connect Neighborhoods with Downtown** – Strengthen pedestrian connections and extend the residential fabric into the heart of Downtown.
- > **Reinvent the River as a Place** – Interpret the City, develop water-related activities, and link the trail system.
- > **Acknowledge Gateways** – Define gateways and create a sequence of arrival experiences into Downtown and at key destinations.
- > **Intertwine Programmed Activities, Park Design, and Economic Development** – Balance these elements and focus on programmed activities and capital investment.

Downtown and Riverfront Vision (2000 Plan)

Downtown Lynchburg will be a vital district enlivened by additional resident, employees, shoppers, tourists, and other visitors from the City, the surrounding region, and beyond. This part of the City will be the cultural hub for the region, offering unique attractions such as the Amazeement Square children's museum, the Academy of Music and other performing arts venues, the Community Market, and possibly recreational ice-skating. Complementing these attractions will be a variety of restaurants, a possible movie theater and retail shops along Main Street, with other destinations in key locations along the riverfront. The history of Lynchburg will be woven into all aspects of downtown, embracing the Old Courthouse Museum, the historic hill neighborhoods, notable architecture, interpretive markers and signage along the riverfront, and gateways into downtown. New residences on the bluff overlooking the river and throughout downtown will provide critical mass that complements the historic hill neighborhoods and engenders an 18- to 24-hour city.



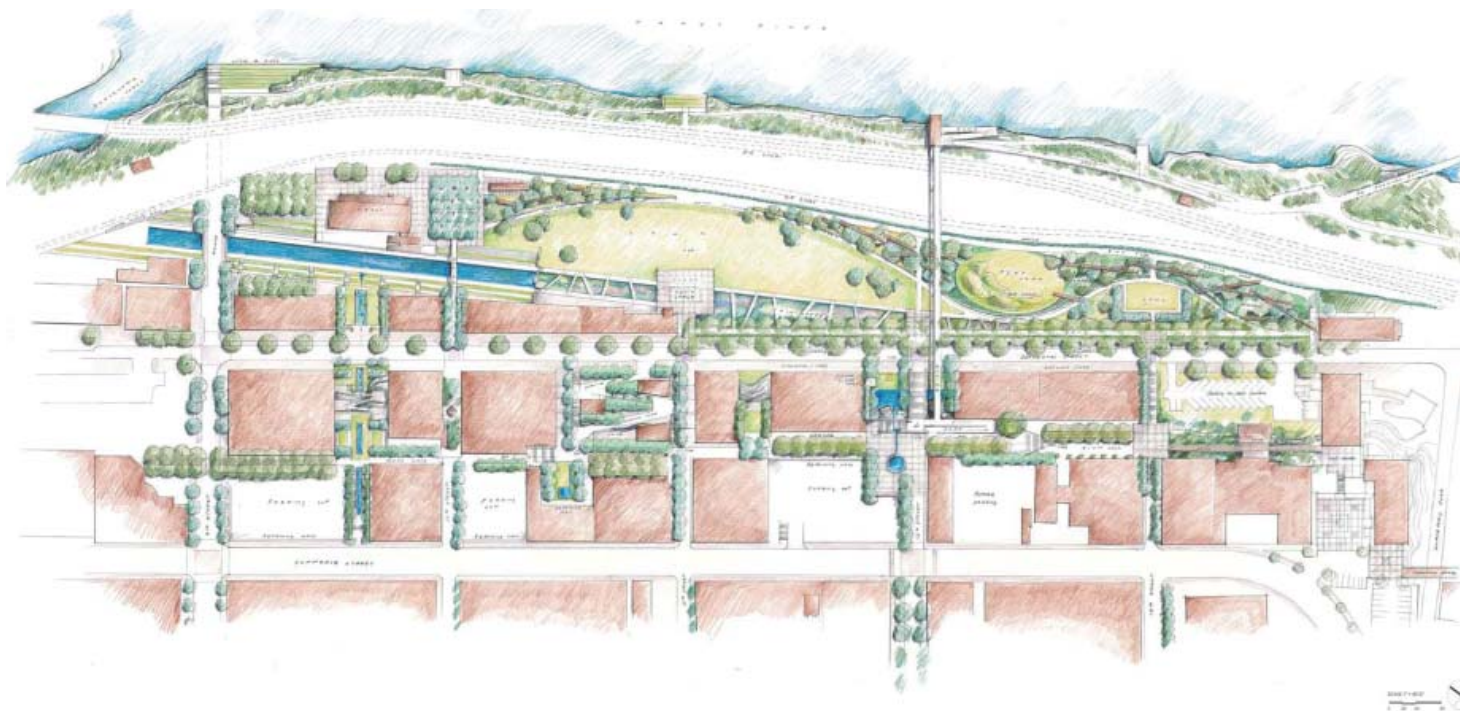
Illustrative Master Plan, 2000 Downtown & Riverfront Master Plan, Sasaki Associates

RIVERFRONT IMPLEMENTATION PLAN 2006 (NELSON BYRD WOLTZ)

In 2006, the City worked with downtown stakeholders to refine direction for downtown projects recommended by the 2000 Sasaki Plan for Downtown. The Riverfront Implementation Plan recommended the following changes to the Lower Bluffwalk and to Riverfront Park:

- > **Bluffwalk** – Add service and vehicle access to the pedestrian walk and move the pedestrian bridge (and tower terminus) from 12th Street to 13th Street.

- > **Riverfront Park and Jefferson Street** – Make the “great lawn” the centerpiece of Riverfront Park and add a portable stage oriented to the river. In addition, extend the canal feature into the park and provide a wide, raised walk on the south side of Jefferson Street.
- > **Riverwalk** – Add pedestrian connections at 9th and 12th Streets, as well as more overlooks for interest and activities.

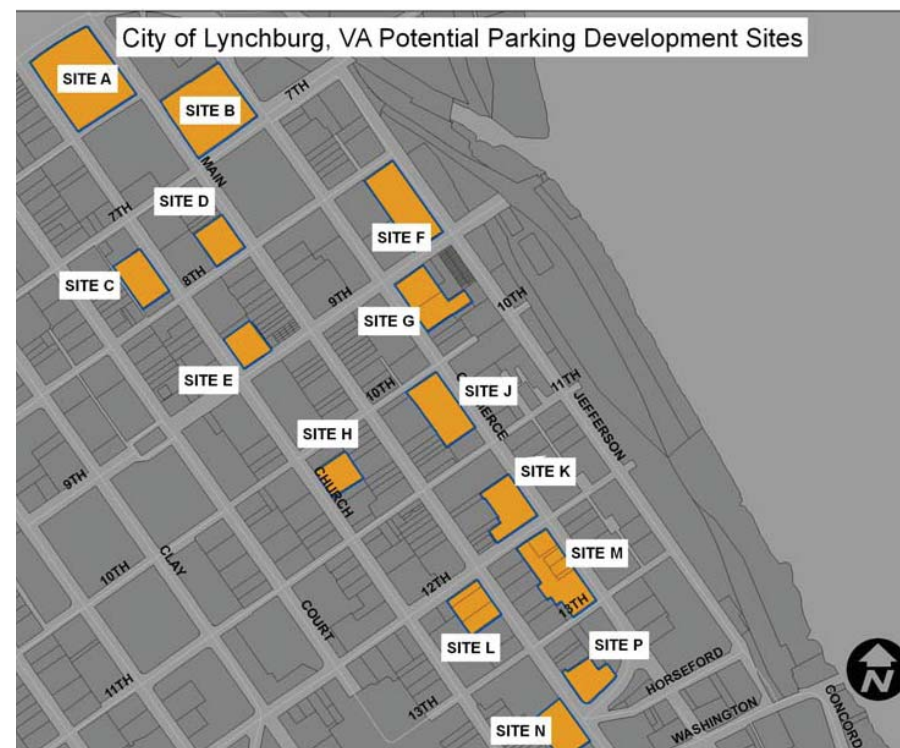


Updated Riverfront Implementation Plan, 2006, Nelson Byrd Woltz. (Not formally adopted by City Council)

DOWNTOWN PARKING STUDIES

Since 2007, the City has completed two Downtown parking studies. Brief summaries of these studies are shared below and additional details are discussed in Chapter 5, Parking.

- > **Strategic Parking Plan (Carl Walker 2007)** - The plan concluded that there was not a parking capacity issue in Downtown. The plan recommended various strategies to improve parking including paid parking options, parking management changes, requiring parking for new residential development, and a new parking garage.
- > **Downtown Parking Deck Feasibility Study (Desman Associates 2012)** - This study investigated twelve development sites for a public parking garage and identified a preferred site at 12th and Commerce Streets, which is Site K on the adjacent map. A parking inventory identified approximately 7,000 available parking spaces in Downtown under public and private ownership. The study concluded that on-street parking was misused for long-term use by employees and residents.



Suggested Sites for Public Parking Garages from Downtown Parking Deck Feasibility Report (Desman Associates 2012)

STREETSCAPE AND UTILITY IMPROVEMENTS

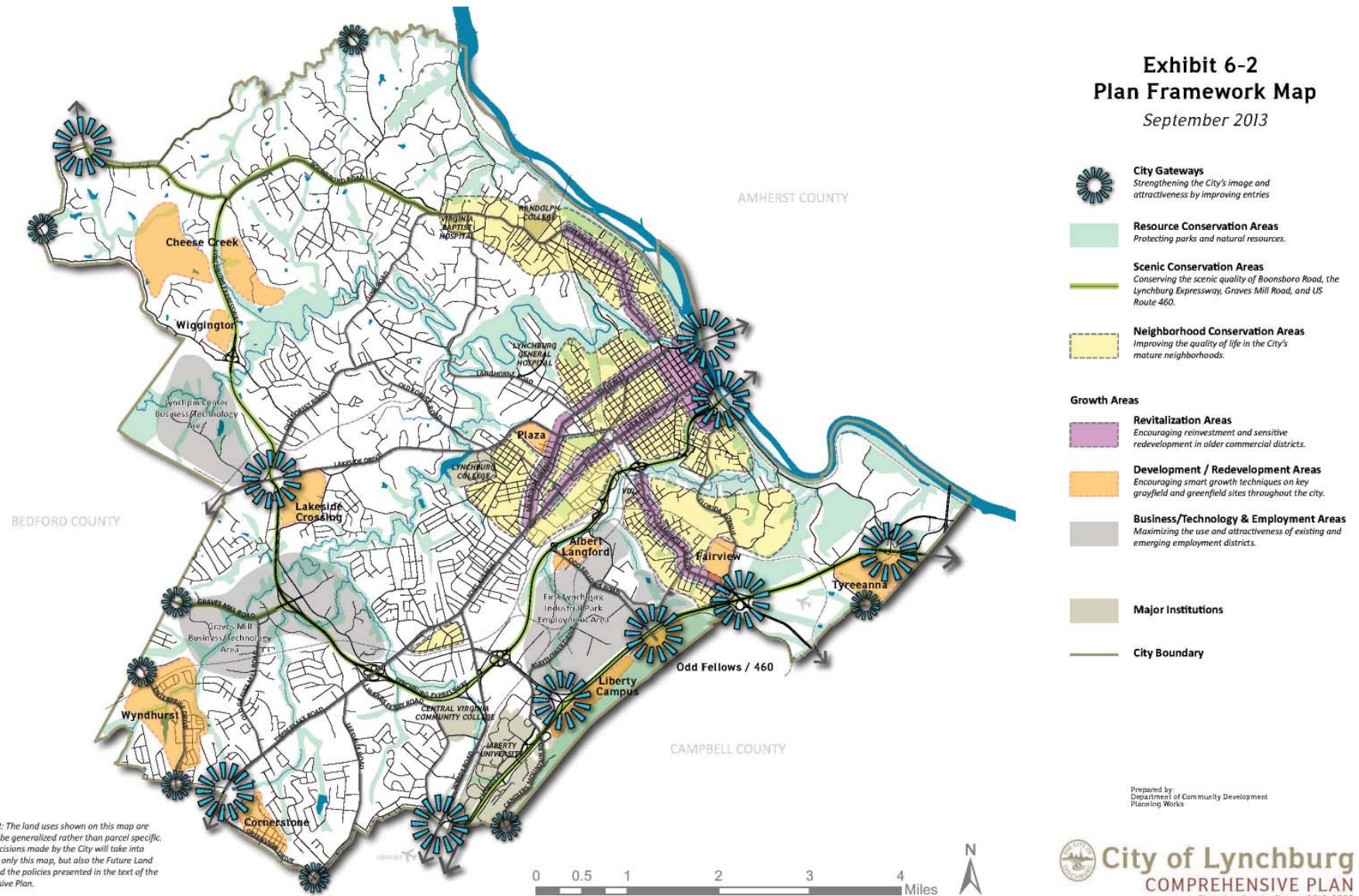
In addition to completion of public improvements to the Downtown streetscape, Bluffwalk, and Riverfront Park, the City has embarked on the complete replacement of aging water and sewer lines in the Central Business District. This replacement was necessary to protect businesses and residents against main line breaks and to provide sufficient water and fire flow to Downtown. As of 2017, main lines have been replaced on Main and Church Streets between 5th and 8th Streets, as well as lines at in-between side streets (7th Street and 8th Street). This construction has been accompanied by continued streetscape improvements (i.e., new sidewalks, crosswalks, parking, and landscaping). The next phase of utility construction will be coordinated with the recommendations of this updated Downtown Plan.

2030 COMPREHENSIVE PLAN

In the Council-adopted 2030 *Comprehensive Plan for Lynchburg, Virginia*, Downtown is a designated revitalization area and city gateway (James River). In general, the Comprehensive Plan recommends restoring historic centers; eliminating vacancy and blight; providing retail and employment opportunities in close proximity to city neighborhoods; reusing and adapting existing buildings; promoting sensitive design to development in historic areas; and encouraging public investment and incentives to spur revitalization. The plan establishes the following development goal and future land use provisions for Downtown:

- > **Development Goal:** Maintain a strong, mixed-use downtown that is a focus for civic, business, residential, entertainment, art, culture, and recreational activities. Celebrate and strengthen connections to the James River.
- > **Future Land Use:** 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 replacement with suburban style, low-density development is inappropriate.

Exhibit 6-2 Plan Framework Map September 2013



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.

The 2030 Comprehensive Plan Framework Map illustrates recommended connections and development strategies.

1.4 OPPORTUNITIES FOR CONTINUED DEVELOPMENT

PROGRESS TO DATE

Since 2000, there has been substantial capital investment in Downtown. Over \$50 Million has been invested by the City in public park and infrastructure projects since 2002. This has generated substantial private investment in Downtown and City tax revenue from 2012-2017 amounted to over \$12.7 Million. As of 2017, there are over 430 businesses in Downtown that employ approximately 5,600 persons, and there are over 900 residential units.

Public projects that have been completed in Downtown include:

- > Streetscape improvements to Jefferson Street (8th Street to Washington Street);
- > Streetscape improvements to 9th Street (Monument Terrace to Jefferson Street);
- > Streetscape improvements to 12th Street (Main Street to Bluffwalk);
- > Utility line replacement and upgrades (water, sewer, stormwater, etc.) and streetscape improvements to Main Street and Church Street and side streets (from 8th Street to 5th Street);
- > Construction of the Lower Bluffwalk between 10th Street to Craddock Terry Hotel near Horseford Road;
- > Riverfront Park improvements (open lawn, spray fountain, Riverwalk Trail (James River Heritage Trail), public parking areas, landscaping and green solutions for stormwater management);
- > Gateway directional signage in Downtown, as well as a wayfinding study (2012);
- > 5th Street improvements (roundabout gateway and streetscape improvements to the neighborhood business district);
- > Downtown Expressway bridge improvements (construction in 2018);
- > Community Market improvements (former parking deck infrastructure shoring and additional communal space);
- > Regularly scheduled events in Riverfront Park including concerts, movies, holiday activities, summer events, and festivals (Downtown Lynchburg Association and other event partners);



5th Street



12th Street



Lower Bluffwalk



Riverfront Park



Jefferson Street



9th Street

Examples of Completed Public Projects

1.5 COMMUNITY INVOLVEMENT AND DIRECTION

Community outreach and participation was a fundamental component in developing the new Downtown 2040 Plan. The Downtown Lynchburg Association was very involved in assisting the project design team and coordinating public engagement events and outreach tools. Engagement included the following outreach efforts:

- > Project webpage;
- > Kick-off event with guest speaker;
- > On-line survey of conditions and development opportunities (over 900 responses);
- > Public listening sessions (5);
- > Pop-up events (9); and
- > Design workshop (3 days).

Some of the common themes revealed through the various public outreach efforts included:

James River - The James River is a great asset for Downtown and the City of Lynchburg. Access to the river is important, as are public views to the river. Citizens desired additional park improvements and trails connections, as well as protected views, more attractive green spaces and gathering areas, and enhanced public facilities and amenities for events and activities (restrooms, better event space, and children's playground).

Riverfront, Jefferson Street and Lower Bluffwalk - The development and improvements along the Riverfront, Jefferson Street and the Lower Bluffwalk have been very successful in terms of private investment and increased Downtown activity. All three of these investments were identified as the most successful Downtown improvements. Citizens are attracted to the eclectic mix of businesses (especially the restaurants), the Lower Bluffwalk and the pleasant pedestrian atmosphere, the historic character and architecture, trails and the river, culture and events, and appealing residential loft housing.

Businesses - Citizens desired additional shopping choices and more retail businesses in Downtown. They specifically noted a need for a grocery store, drug store, and more places for entertainment. The Community Market was frequently mentioned as a destination.

Parking - Parking was identified most frequently as the issue needing change and improvement. Citizens expressed a need for improved and expanded parking options, as well as better information and directional signage to public parking. Many liked having free parking; however, they felt that parking was challenged by the increasing residential population in Downtown and employees who used the free parking spaces.

Transportation and Mobility – Citizens wanted improved accessibility in Downtown and safe, attractive pedestrian connections. They specifically mentioned improved sidewalks, expanded trails, increased directional signs, and better bicycle and bus/shuttle options (hours and loop times). Traffic flow was identified as one of the top issues facing Downtown in the future. There was considerable discussion of one and two-way traffic patterns. Citizens wanted easy access to businesses and parking; businesses wanted accessible service delivery; and developers wanted the best circulation for traffic and pedestrians to further successful business investment.

Buildings, Architecture and Art – Citizens responded that the retention and rehabilitation of the historic buildings are important to the future of Downtown. The historic buildings celebrate the unique identity of Downtown Lynchburg. Many citizens would welcome more art to public spaces.

Physical Maintenance of Public and Private Properties – Citizens noted that additional maintenance was needed for public infrastructure and vacant buildings in Downtown. They cited increasing problems with trash, overgrown landscaping, damaged sidewalks and fixtures, and deteriorating buildings. The much needed utility upgrades to the 100+ year old waterlines on Main and Church Streets have been a challenge for businesses, residents, and citizens maneuvering in and through Downtown; yet, there is recognition that those same projects also serve as a catalyst for the future upgrades that further plan goals.

Special Places in Downtown – Citizens highlighted many destinations in Downtown of special cultural value. These included Monument Terrace, Community Market, Academy Center of the Arts, City Hall, the Courthouse, historic homes and neighborhoods surrounding Downtown, Riverfront Park, Blackwater Creek, Percival's Island, and several individual historic buildings (e.g., Armory, Old City Auditorium, Allied Arts Building, Krise Building, YMCA, Craddock Terry Hotel, and various buildings on Main Street).

PROJECT WEBPAGE

A project webpage provided detailed information on the project, the planning process and opportunities for public input and review of preliminary design initiatives.

PROJECT KICK-OFF EVENT

A special project kick-off event on August 9, 2017 provided interested citizens an opportunity to meet the project team; learn about previous plans for Downtown; share their thoughts on downtown assets, challenges, and improvement needs; and hear a special guest speaker and author, Melody Warnick, talk about why place matters and “loving the place where you live.” The event was attended by approximately 300 people.

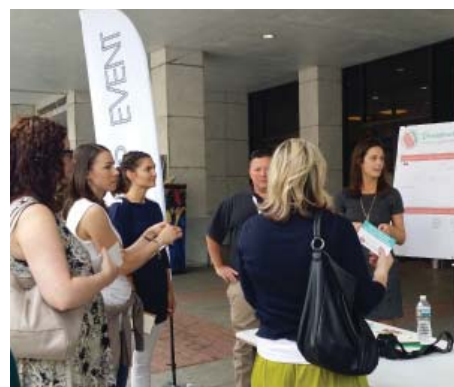
DOWNTOWN SURVEY

The project team developed a survey to engage citizens in their vision for Downtown. Using Survey Monkey, an on-line tool, the survey asked approximately ten questions regarding downtown assets, special places, improvement needs, future issues facing Downtown, thoughts about public investments, and opportunities for future development and growth. The survey received over 900 responses. Some common response themes are illustrated in the word clouds shown here.

Pop-Up Events at Locations Across Lynchburg



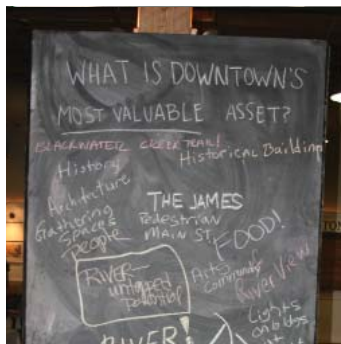
Kick-off Event



PUBLIC LISTENING SESSIONS

The project team hosted a full day of “public listening sessions” to allow citizens the opportunity to share more specific insight and concerns about various downtown topics, such as Doing Business in Downtown, Transportation and Parking, Quality of Life, and Doing Development in Downtown. In addition, an Open Topic session was held in the evening.

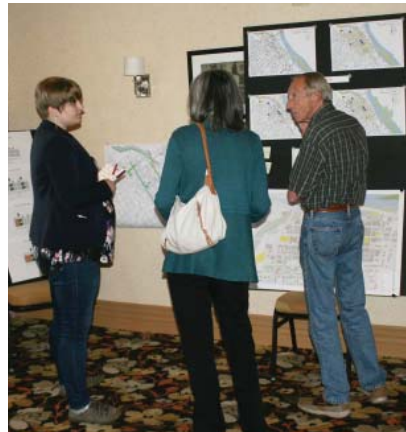
Listening Sessions



POP-UP EVENTS

Nine impromptu information and listening sessions were held in August at various locations around Lynchburg. Event sites included several retail centers, area colleges, the library, the Community Market, and Riverfront Park. These pop-up gatherings allowed citizens outside the central business district to engage in the future plan for Downtown.

Design Workshop



DESIGN WORKSHOP

After review of relevant Downtown planning documents, projects and consideration of the information gathered from the public outreach tools, the project team hosted a three-day design workshop to develop potential design initiatives that would encourage further growth and development in Downtown. Two evening sessions provided opportunities for public review and comment on proposed initiatives for Downtown 2040. Using the feedback received, the project team refined the initiatives and developed the recommended strategies and projects discussed in Chapters 3-8 of this updated Master Plan.

Project Logo



Downtown 2040

Downtown Lynchburg
Master Plan

#DT40

1.6 PUBLIC REVIEW AND ADOPTION OF MASTER PLAN

(to be updated with PC recommendation and CC adoption)

2. LAND USE AND URBAN DESIGN

- 2.1 EXISTING CONDITIONS
- 2.2 FUTURE LAND USE AND DEVELOPMENT
- 2.3 FUTURE URBAN DESIGN
- 2.4 LAND USE AND URBAN DESIGN: GOALS
- 2.5 LAND USE AND URBAN DESIGN: RECOMMENDATIONS

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2.1 EXISTING CONDITIONS

The 2030 Comprehensive Plan adopted by City Council includes recommendations for future land use and community design. Downtown is identified as a “revitalization area” that is the central commercial core of the City. Consequently, the plan recommends that Downtown retain its urban character, density, and historic qualities in any future development. The following sections provide additional direction and guidance for future land development and urban design features in Downtown.

LAND USE

Downtown consists of a mix of defined future land uses including retail, entertainment, restaurant, office, employment, residential, public, park, and institutional. This mixture of uses is important to the vibrancy and continued success of Downtown as a central commercial core. Future development initiatives should foster the appropriate balance of all of these mixed uses, as each is fundamental to sustaining a central business district that is a destination and an exceptional place to work, live, and play.

URBAN DESIGN

Much investment has been made in Downtown that complements the unique historic features, encourages safe pedestrian movement, and enhances the appearance of natural and physical assets. Future development projects in Downtown must maintain this attention to quality design and pedestrian scale.



The Bluffwalk provides a great public space and connection between the Craddock Terry Hotel and 10th Street



Ninth Street

2.2 FUTURE LAND USE AND DEVELOPMENT

Future land use and development in Downtown must achieve an appropriate balance of mixed uses (commercial, residential, institutional, recreational, public, etc.). Careful consideration must be given to new projects and investment to ensure that they strengthen the land use dynamics and prosperity of Downtown as a whole.

DENSITY

Downtown must continue to develop with substantial density, mass, and scale to maintain the built commercial core and development context that distinguishes Lynchburg.

FIRST FLOOR USE

Because Downtown is the Central Business District, the floors located at street level should be actively used by businesses. This maintains the integrity of Downtown and furthers its sustainability as a commercial core. Many cities address uses for the first floor in their downtown through their zoning code and restrict permitted uses to retail, office, or commercial; residential uses are permitted above the ground floor. Lynchburg should amend the zoning code to limit first floor land uses to business; the code could include a provision for first floor residential as a special exception/conditional use.

MIXED LAND USES

Downtown must continue to develop with a balanced diversity of uses that encourage activity and economic vitality. Large buildings should consider a mixture of uses, where possible. For example, a parking garage should not just be for parking, but should include other uses such as retail, office, and/or residential. Since the Zoning Code does not regulate the mixture of uses, it is critical that board and administrative review of new development projects encourage mixed-uses.



Active street level use with outdoor cafe seating along Jefferson Street

2.3 FUTURE URBAN DESIGN

The following design guidelines for public spaces and streets, site development, and buildings should apply to new development in Downtown. These guidelines should be considered when discussing potential public and private projects. Ideally, they can be expanded to be more specific and used in conjunction with development and building approvals by City administrators and decision-making boards. In addition, certain design parameters could be established as development standards in the zoning code or as part of an adopted design review platform.



Quality public spaces, such as the Lower Bluffwalk, provide accessible and pleasant areas in Downtown Lynchburg for residents, workers, and visitors.

PUBLIC SPACE AND STREETS

- > Public spaces and streets in Downtown should provide pleasant, safe, and reasonably accessible experiences for pedestrians and cyclists who shop, work, live, and visit there.
- > Street crossings should be prominently marked for safety and intersections constructed to enable safe, convenient, and attractive pedestrian access.
- > Streetscape improvements should retain, restore and preserve the authentic architectural and historic features of Downtown. If authentic materials are not available, then compatible materials with similar architectural features and detailing may be used. (See additional recommended palette details for the streetscape in Chapter 6, Mobility and Accessibility.)
- > Urban spaces and sidewalks should be sufficiently landscaped (using native shade and ornamental trees, decorative planters, green spaces, etc.) and include pedestrian-scale lighting, benches, bike racks, and interesting elements, such as interpretive markers or public art.
- > Public art and interpretive signage should be included in strategic locations in Downtown to enliven the streetscape and encourage additional pedestrian traffic. In particular, public art should be added to neighborhood entrances and gateways to better link adjacent neighborhoods to Downtown.

SITE DEVELOPMENT

- > Buildings should be constructed close to the street, adjacent to the pedestrian sidewalk, to create consistent street views and setbacks.
- > Where possible, development should consider provisions for wide sidewalks, pedestrian gathering areas, and landscaping to enliven the space between the building and the street. (Examples of enlivened streetscape spaces include outdoor dining areas and parklets.)
- > Parking should be located on the street, behind the building, or preferably located in a shared parking garage or facility that contains a mixture of structured parking and business and/or residential uses.
- > New surface parking lots should not be located on the main streets in Downtown (i.e. Court Street, Main Street, Church Street, Commerce Street, and Jefferson Street). Existing surface parking lots should have minimal, coordinated entrance/exit points and be landscaped with shade trees at the street edges and within the interior.
- > Lighting should be of a pedestrian scale, 12-15' maximum, and shielded to prevent light overflow.
- > Important views of the James River should not be substantially obstructed by new infill development. These landscape views are considered a community asset that is significant to the ambience and architectural character of Downtown. Dense infill can be designed to preserve portions of views.

BUILDINGS

- > Historic buildings should be preserved and renovated appropriately to maintain their distinguishing architectural features.
- > Demolition of historic buildings should be considered only as a last resort because of structural conditions that cannot be alleviated.
- > The first floor of buildings in Downtown should be used for commerce or public space.
- > New infill buildings should complement the historic and architectural character of Downtown (i.e., building materials and exterior architectural detailing) and include articulated entries, storefront display windows, pedestrian-scaled lighting and signage. New infill buildings should be compatible in mass and scale with surrounding buildings. Consistent density and site development (i.e., floor area ratio) is essential to the continued growth of Downtown.

2.4 LAND USE AND URBAN DESIGN: GOALS

- > Encourage investment and development up the terraces of Downtown towards Main Street, Church Street, and Court Street.
- > Ensure that new development and public improvements complement the historic and architectural character of Downtown streets while also providing opportunities for modern architecture that embraces the continued growth of Downtown Lynchburg as an urban commercial center.
- > Foster a balance of land uses (commercial, residential, institutional, and public spaces) that will sustain Downtown as a lively, attractive, and economically vibrant central business district.



51 11th Street Lofts on the Lower Bluffwalk.

2.5 LAND USE AND URBAN DESIGN: RECOMMENDATIONS

Corridor Overlay Districts – Entrance corridors into Downtown and scenic corridors that overlook the James River are very important to sustaining the revitalization that Lynchburg has experienced. In Virginia, local regulation of these corridors is permitted only in conjunction with designated historic districts (Downtown is a National Register Historic District - see Chapter 3 for discussion on establishing a Local Historic District).

- > **Gateway Entrance Corridors** - Provisions for protecting gateway entrance corridors should be adopted to provide design controls on development along key entrances into the historic Downtown (e.g., Main Street, 12th Street, 5th Street, and Concord Turnpike). The City Zoning Code could include an “overlay district” that contains specific design standards that address mass, scale, and architectural features for modifications and new development (from a sign to a new building).
- > **Lower and Upper Bluffwalk Corridors** – During development of this Plan, protection of views to the James River along the Bluffwalk were identified as very important to citizens. These corridors should be included in any adopted regulatory provisions.

Public Activity Spaces – Increased public activity on the sidewalk and in public spaces (i.e. outdoor plazas, seating, sidewalk cafe dining, outdoor performance spaces, etc.) can enliven Downtown, making it a desirable destination for people and events. Using public property for gatherings, vendors, and dining requires local ordinances with carefully thought out policies and procedures for operation. Typically, a permit is required and a fee established for use of the public space. Many cities in Virginia have example ordinances including Roanoke, Charlottesville, and Richmond.

To accommodate additional streetscape elements within limited sidewalk space, Section 19.1 (c) of the Streets and Sidewalks Ordinance should be revised to allow items placed within 4 feet of curb edges. As long as 4 foot clear zones are maintained from travel lanes, there is no reason to limit this space as it is the ideal location for many streetscape elements to create a vibrant sidewalk environment.

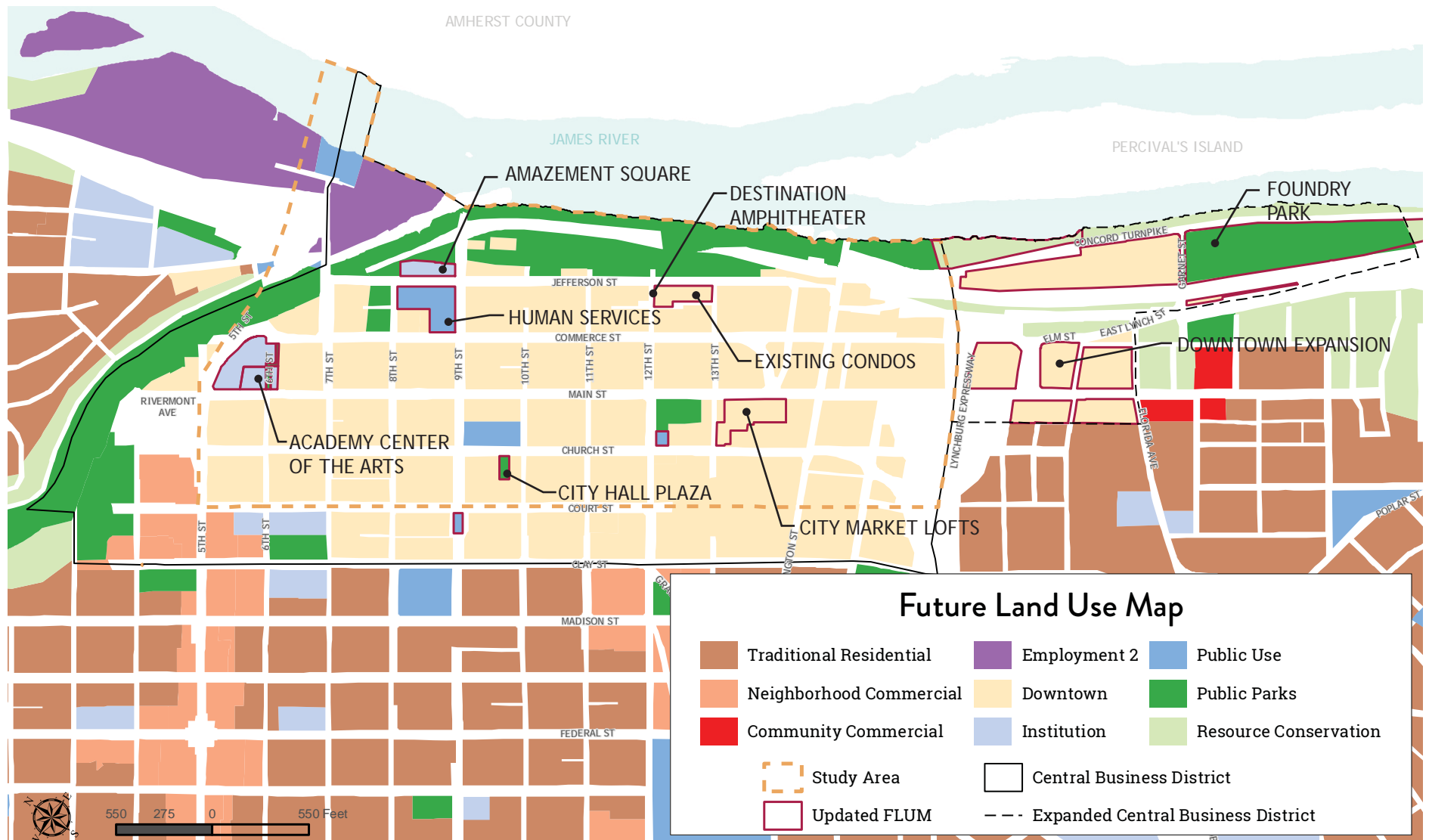
Future Land Use Map – To appropriately plan for the long-term development of Downtown, the Future Land Use Map should be updated to reflect the future public land uses and facilities recommended in this Master Plan. Recommendations for map amendments are listed below and shown on the accompanying Downtown Future Land Use Map.

- > *City Hall Plaza* – this area, which contains the elevator, connects City Hall to the Upper Bluffwalk. It is shown as a Public Park.
- > *Downtown Amphitheater* – this recommended location for a central amphitheater near Riverfront Park is shown as a Public Park. However, its success greatly depends on a collaborative private and public development effort.



Urbavore's sidewalk seating is a good example of how adjacent businesses can increase public activity on sidewalks.

- > *Expanded Downtown Central Business District (CBD)*– there are areas adjacent to Downtown that should be included in the CBD to ensure consistency in land development and use goals. The expanded CBD includes a portion of Main Street (to Florida Avenue) and a portion of Concord Turnpike. These properties should be designated Downtown, rather than Community Commercial and Employment 2.
- > *Foundry Park* – the James River is an outdoor and natural destination asset for Downtown. This Master Plan recommends active connection to the River via a connected river trail and park system. A new park discussed in this Master Plan will provide access to the river. Foundry Park on Concord Turnpike is shown as a Public Park.



Proposed Future Land Use Map

LAND USE AND URBAN DESIGN

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
<ul style="list-style-type: none"> • Land Use Map - Update and revise the adopted Future Land Use Map to identify and plan for future public spaces and facilities. Specifically those recommended in this master plan. 		
<ul style="list-style-type: none"> • Change Section 19.1 (c) of the Streets and Sidewalks Ordinance to allow items placed within 4 feet of curb edges. Review all of Streets and Sidewalks for other necessary revisions. 	<ul style="list-style-type: none"> • Outdoor Dining and Retail - Develop administrative policies and permit procedures for using suitable right-of-way spaces (i.e. wide sidewalks, street parking spaces, etc.) for outdoor vendors and dining. 	
<ul style="list-style-type: none"> • Review Zoning Ordinance and create a comprehensive list of potential B-4 district changes to further Downtown style development. 	<ul style="list-style-type: none"> • First Floor Use - Amend the zoning code to restrict first floor uses of Downtown buildings to commercial businesses and public spaces. 	

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

3. HISTORIC AND ARCHITECTURAL RESOURCES

- 3.1 HISTORIC CHARACTER
- 3.2 ADAPTIVE REUSE OF VACANT HISTORIC BUILDINGS
- 3.3 PRESERVING LYNCHBURG'S ARCHITECTURAL CHARACTER
- 3.4 HISTORIC AND ARCHITECTURAL RESOURCES: GOALS
- 3.5 HISTORIC AND ARCHITECTURAL RESOURCES: RECOMMENDATIONS

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The historic architecture of Lynchburg's Downtown embodies the City's rich history and gives it a unique sense of place. Lynchburg developed as a tobacco, manufacturing, and transportation center on the south bank of the James River from its founding in the late 18th century through the mid-20th century. With the James River, and later the railroads, providing a direct link to Richmond and the ports of the Chesapeake Bay, Lynchburg served as a primary transportation center for tobacco products as well as manufactured goods and supplies from the surrounding region. The present grid system of streets and lots dates to 1786. The town was incorporated in 1805 followed by the establishment in 1813 of the courthouse on Court Street to create the primary axis along Ninth Street. Since its founding, the Downtown area has continuously served as the governmental, financial, commercial, industrial, religious and cultural center of the growing city.



View of Main Street in 1903

Source: Lynchburg Historic District Commercial Design Review Guidelines

3.1 HISTORIC CHARACTER

The architecture of Downtown Lynchburg consists of relatively-intact blocks of buildings ranging in functions and styles from the 18th through the 20th centuries. These buildings, including a number of notable high-style examples by well-known architects, stand as a tangible reminder of the city's rich history and reflect its continued development and prosperity throughout this period. It is important to preserve these historic Downtown buildings as they reflect the people, places and events that, through time, have given the city its unique history and architectural character.

In order to preserve buildings, it is critical that they continue to serve a purpose. As governmental, commercial, industrial, religious and residential activities change over time, the use of buildings may need to change as well. The adaptive reuse of historic buildings, combined with the retention of their character-defining features and historic materials, is the best approach to preserving the architecture and history of the past while also providing for the future needs of a city and its citizens.



Unique Architectural Character in Downtown Lynchburg

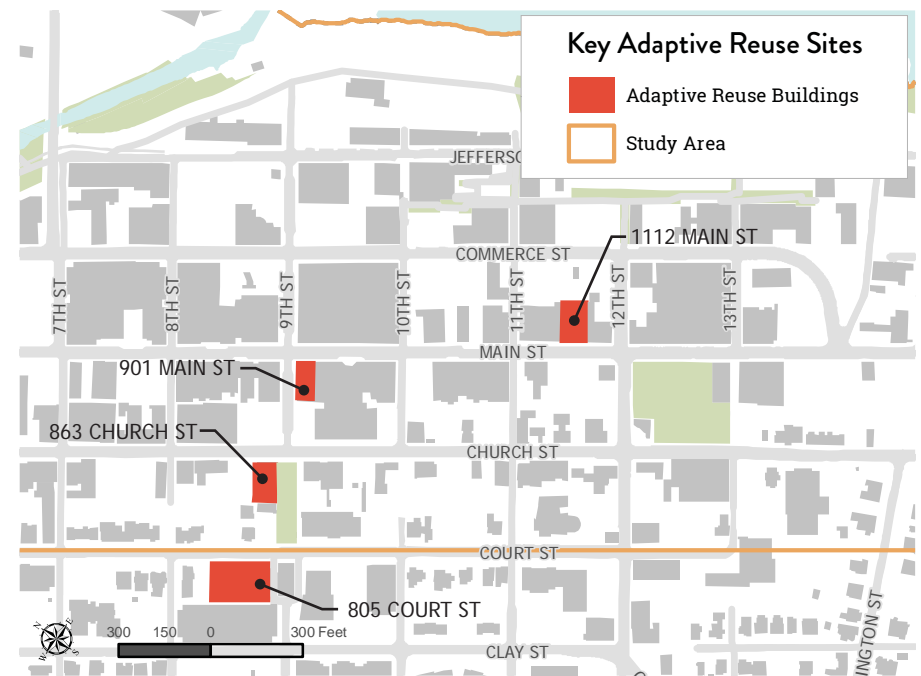


3.2 ADAPTIVE REUSE OF VACANT HISTORIC BUILDINGS

Vacant historic buildings that can no longer serve their original functions provide challenges as well as opportunities for Downtown Lynchburg. Four large buildings in particular, three of which were vacant at the time of this study, greatly contribute to the architectural character of Downtown with their significant historic functions, high-style designs and prominent locations. The adaptive reuse of these buildings is critical to preserving the City's rich architectural heritage and the vitality of Downtown. The historic configuration and size of these structures require a creative approach to identifying an appropriate new function. A strategic approach to their adaptive use also presents opportunities for targeted residential and commercial development geared towards emerging market segments in Downtown Lynchburg. These key market segments are identified in Chapter 9, Economic and Market Assessment and further described in the market analysis report section of the Appendix.

The concepts described in this section present potential strategies to put four of Downtown's architectural assets back to good use. Uses other than those proposed here may also be viable and should be encouraged as long as the buildings receive a sensitive rehabilitation and become actively used. The vacant properties listed below are contributing resources in the Courthouse Hill/ Downtown Historic District and eligible to utilize state and federal historic rehabilitation tax credits to assist in their redevelopment.

- > City Auditorium and Market Building – 1112 Main Street
- > First National Bank – 901 Main Street
- > Carter Glass Building – 863 Church Street
- > First Presbyterian Church – 805 Court Street





Vacant and/or Underutilized Historic Buildings Present Challenges and Opportunities for Downtown Lynchburg

CITY AUDITORIUM AND MARKET, 1112 MAIN STREET

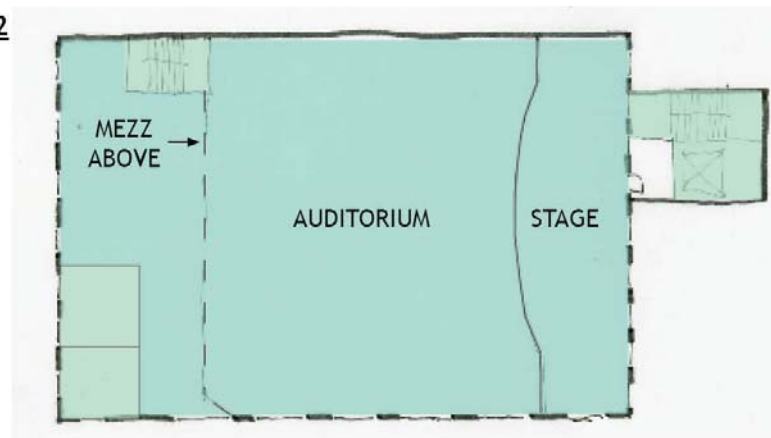
Located at 1112 Main Street, the 1910 City Auditorium and Market Building occupies the site of the original 1874 Market Building. This large, three-story, seven-bay public building housed the city market on the ground level and a 2,000-seat auditorium on the second level in addition to a bowling alley and offices. Designed by Frye and Chesterman in the Beaux-Arts tradition, the building features many elements from the Italian Palazzo Revival style, including an arcaded ground floor surmounted by a piano nobile, bands of arched windows, decorative insets of tile and marble, and a terra-cotta tiled roof. The building served its public function until 1932 when the new Armory and Market Building was constructed nearby.

This building, which occupies a prime Downtown location, is already prepared for adaptive reuse. The interior demolition of non-historic additions to the building by a previous owner will expedite the construction of the interior build-out. The building is ready for the sensitive addition of walls, finishes, systems and components to revitalize the facility. As local colleges and universities have expressed a strong interest in having a Downtown presence, this plan recommends the adaptive reuse of the former City Auditorium and Market Building as a multi-institutional conference center. The upper level, which originally functioned as an auditorium with a mezzanine and rich architectural detailing, retains its large, open space to accommodate large meetings, conferences or lectures. The original market area on the ground level provides flexible space that can be subdivided into break out rooms, meeting rooms or classrooms. This proposed new use takes advantage of the building's original design as a public facility and rich architecture to create a strong Downtown presence for local colleges and universities.

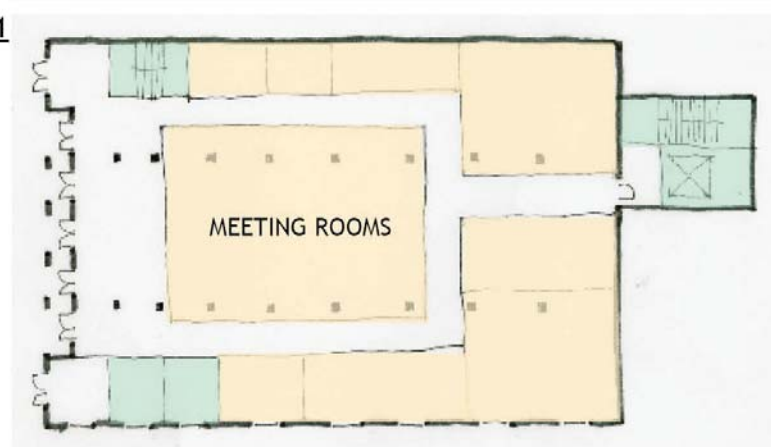


Exterior view of the City Auditorium and Market Building at 1112 Main Street

LEVEL 2



LEVEL 1



City Auditorium and Market Building Adaptive Reuse Concept for Multi-Institutional Conference Center

FIRST NATIONAL BANK, 901 MAIN STREET

Constructed in 1916 at the prominent corner of Main and Ninth Streets, the First National Bank stands as a testament to the power of banking in the early 20th century. This Neoclassical building was designed by the British architect Alfred S. Bossom during his years of practice in New York. Bossom's design, with its two primary elevations and classical detailing, exemplifies the Beaux Arts tradition by taking advantage of its prominent corner location on axis with Monument Terrace. The original plan, focused on the grand banking lobby, failed to provide sufficient office space for the growing administrative needs of the banking industry. By 1948, the bank constructed a small office wing with the later addition of a second floor to the main banking lobby in the 1960s. By the 1970s, the bank moved to a new building and 901 Main Street ceased to function as a bank.

The Neoclassical design of the building's exterior remains intact and continues to have a strong presence at the center of Downtown. However, interior alterations currently obscure the grand banking lobby with its glazed ceiling dome and classical detailing. The removal of two non-historic office floors and modifications will restore the grand open space and architectural detailing that characterize this significant building. In this restored condition, the building will not only be one of the most notable buildings in Lynchburg, but in all of Virginia. While spaces of this size are sometimes difficult to adaptively reuse, other cities have renovated similar bank structures and used them in creative ways. Below are two recommended adaptive reuse functions:

- > **Cooperative Work Space** - The building can be a location for a membership-based, open workspace. Entrepreneurs, small business employees and telecommuters can rent a small space within a large shared workplace. Therefore, a new business can benefit from a prestigious address without much of a financial investment while also benefiting from the synergy created by other entrepreneurs.
- > **Culinary Palace** – This space could serve as a place for people to visit and experience various tiers of the culinary and beverage world. The building can host a variety of restaurants, chefs and bars at a range of types and styles.

Any combination of these uses is feasible. The main space is quite flexible as to what it can accommodate while retaining its architectural character.



901 Main Street - Exterior View

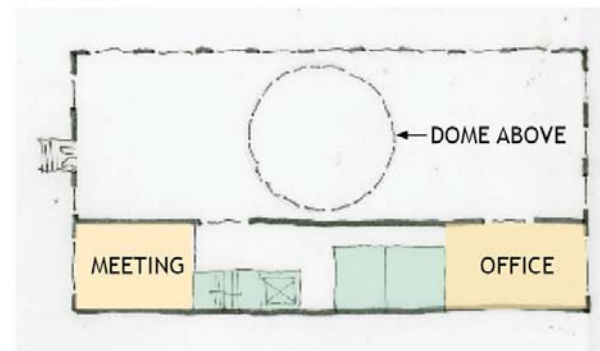


First National Bank - Architectural Detail

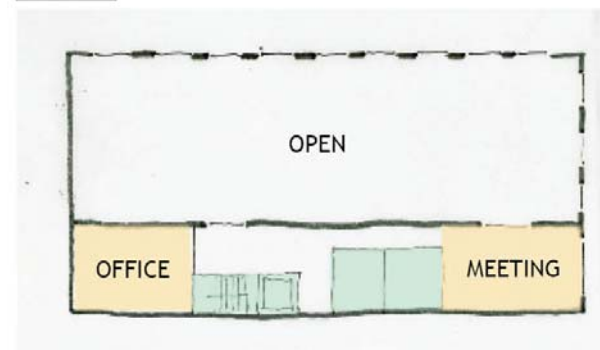


First National Bank - sketch

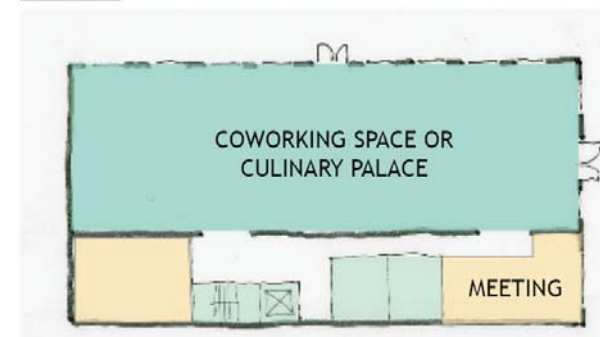
LEVEL 3



LEVEL 2



LEVEL 1



First National Bank - Proposed Concepts

CARTER GLASS BUILDING, 863 CHURCH STREET

The Carter Glass family, publishers of the *Lynchburg News and Daily Advance*, constructed the office building at 863 Church Street in 1931 to serve as headquarters for the two daily newspapers. Situated at the base of Monument Terrace and near the U.S. Post Office and City Hall, this building stands at the civic core of Downtown. Designed by Roanoke architect Robert M. Allen in the Art Deco style, the four-story building emphasizes its verticality through the use of incised and fluted pilasters and recessed window bays with connecting cast-iron grillwork. Projecting pilasters, capped by panels with a bas-relief allegorical figure holding the lamp of learning, frame the central entrance bay with its clock. After the newspaper moved out of the building in the 1970s, the building stood vacant for a number of years before the ground floor became a post office and the upper floors provided additional office space for the nearby municipal building.

CJMW Architecture completed a feasibility study for this building in 2012 at the request of The City of Lynchburg. The study thoroughly reviews the building in terms of its historic significance and interior layout. The study proposes three options for adaptive reuse: civic/community, business/restaurant and business/residential. All three options restore the historic lobby to its original design. Also, this building could serve as the multi-college Conference Center. The information from the CJMW study with the primary functions highlighted is included.



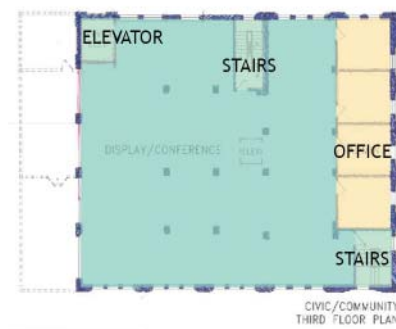
863 Church Street - Exterior View



CIVIC/COMMUNITY
FIRST FLOOR PLAN



CIVIC/COMMUNITY
SECOND FLOOR PLAN

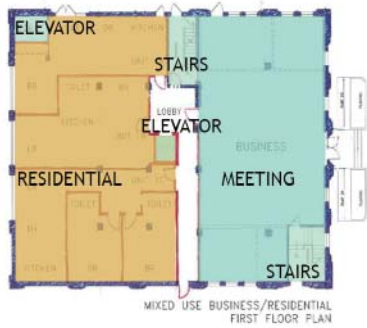


CIVIC/COMMUNITY
THIRD FLOOR PLAN



CIVIC/COMMUNITY
ROOF PLAN

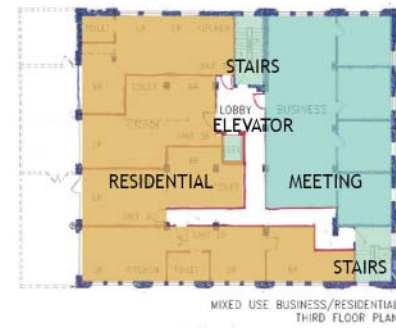
Carter Glass Redevelopment Option 1 - Civic / Community Space



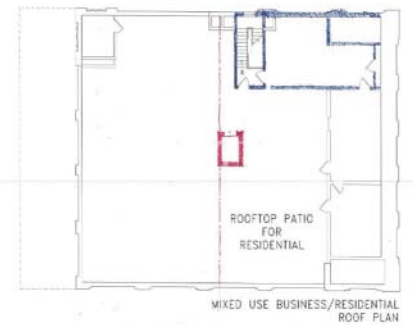
MIXED USE BUSINESS/RESIDENTIAL
FIRST FLOOR PLAN



MIXED USE BUSINESS/RESIDENTIAL
SECOND FLOOR PLAN



MIXED USE BUSINESS/RESIDENTIAL
THIRD FLOOR PLAN



MIXED USE BUSINESS/RESIDENTIAL
ROOF PLAN

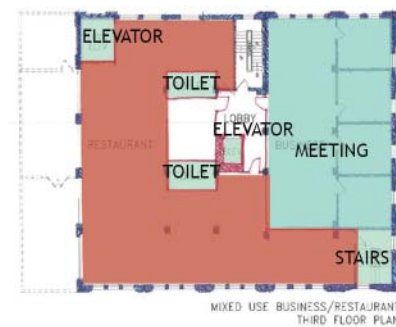
Carter Glass Redevelopment Option 2 - Mixed-Use: Business & Residential



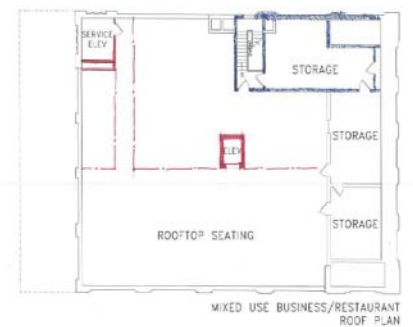
MIXED USE BUSINESS/RESTAURANT
FIRST FLOOR PLAN



MIXED USE BUSINESS/RESTAURANT
SECOND FLOOR PLAN



MIXED USE BUSINESS/RESTAURANT
THIRD FLOOR PLAN



MIXED USE BUSINESS/RESTAURANT
ROOF PLAN

Carter Glass Redevelopment Option 3 - Mixed-Use: Business & Restaurant
Source: CJMW Feasibility Study

FIRST PRESBYTERIAN CHURCH, 805 COURT STREET

Edward Frye's design for First Presbyterian Church is typical of his ecclesiastical work of the late 19th century and is considered one of his most impressive church designs. Completed in 1900 on Court Street at the top of Monument Terrace, the Romanesque-Revival style church features a richly-articulated corner tower that rises twice the height of the sanctuary to dominate the facade. A shorter, round, crenellated tower on the opposite corner frames the three-bay portico with Romanesque arches and the gable front with a large, central, rose window. After 1952, the First United Methodist Church occupied the building followed by Higher Heights Church. Most recently, the Lynchburg City Police Department used the building for a training facility. The structure itself appears to be very solid. While at times it can be difficult to find uses for a former church, ideas for adaptive reuse include a museum, an art gallery, a center for cultural and other non-profit organizations, a learning center or a conference center. Furthermore, other developers have creatively converted historic churches into restaurants or performance venues.



First Presbyterian Church

3.3 PRESERVING LYNCHBURG'S ARCHITECTURAL CHARACTER

With the Virginia Historic Rehabilitation Tax Credit worth 25% of eligible expenditures and the Federal Historic Rehabilitation Tax Credit worth 20%, the programs have been responsible for much of the revitalization of Downtown Lynchburg. To date, more than ninety buildings in Lynchburg have been rehabilitated using the state and federal historic tax credits. These rehabilitation projects, which require review by the Virginia Department of Historic Resources and the National Park Service for adherence to the *Secretary of the Interior's Standards for the Rehabilitation of Historic Buildings*, represent more than \$200 million in investment. Participation in the state and federal historic tax credit programs, however, is voluntary and building owners are not required to follow *the Secretary of the Interior's Standards* if they are not pursuing the tax credits. Furthermore, once a tax-credit project is completed and the five-year recapture period has expired, there is no long-term protection of the historic building as no further review of subsequent work is required.

No local protection currently exists to regulate the treatment of historic buildings in Downtown Lynchburg. While the City has adopted a local historic district ordinance as part of its Zoning Code that regulates exterior alterations and demolition (Lynchburg Code Section 35.1-44.1), Downtown is not included in the overlay zoning district. In comparison, other surrounding historic neighborhoods listed on the National Register of Historic Places are included in the local historic zoning district. In 2007, City Council adopted the Lynchburg Commercial Historic Districts Design Review Guidelines to provide non-binding, minimal standards for external work in commercial historic areas. Until recently, proposed work in the Downtown district was reviewed during the building permit process by a Design Review Board which applied the Guidelines to development work. However, due to the inability of enforcing the guidelines, City Council recently discontinued this advisory review process. As a result, there is now no review mechanism for exterior alterations, demolition or new construction within the Downtown unless a project pursues historic tax credits. In addition, once the credit oversight period ends after five years, additional improvements to a historic building have no architectural review.

During public engagement, City residents acknowledged that the historic architectural character of Lynchburg was a unique asset and they expressed a desire to preserve the historic buildings in Downtown. To ensure the long-term protection and preservation of the historic architectural character, there must be enforceable, regulatory review of the treatment of historic buildings, sites and structures. Thus, this plan recommends the Downtown area, including the Lower Basin National Register Historic District and the Courthouse Hill/Downtown National Register Historic District, be included in the local historic overlay zoning district. The application of this local historic district zone will require review and approval of future exterior alterations and demolition in the district by requiring a Certificate of Appropriateness issued by the City's Historic Preservation Commission in compliance with the district regulations and adopted design review guidelines.



Examples of Historic Tax Credit Projects in Downtown Lynchburg



3.4 HISTORIC AND ARCHITECTURAL RESOURCES: GOALS

- > Preserve and enhance the architectural and historic integrity of Downtown.
- > Increase awareness of Lynchburg's historic and architectural assets as a tool for economic development.
- > Encourage the adaptive reuse of vacant historic buildings.

3.5 HISTORIC AND ARCHITECTURAL RESOURCES: RECOMMENDATIONS

Citizens responding to the Downtown 2040 survey identified the architectural and historic character of Downtown Lynchburg as one of the most important character defining features of Downtown. Regulatory review of the treatment of historic buildings, sites and structures is essential for the long-term protection and preservation of the historic architectural character of Downtown Lynchburg. Protecting the historic architecture and Downtown environs are fundamental to the character and success of the Central Business District.

Formal, local architectural review should be required for development located in the Downtown National Register Historic Districts (Lower Basin Historic District and the Courthouse Hill / Downtown District, and Court House Hill Expansion District) as authorized by the Commonwealth of Virginia (Code of Virginia - Title 15.2, Chapter 22: Section 15.2-2306). The districts deserve binding, official review of alterations, new development, and demolitions using an established board, a regulated review process, a Certificate of Appropriateness, and adopted design review standards.

HISTORIC AND ARCHITECTURAL RESOURCES

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
ADAPTIVE REUSE		
<ul style="list-style-type: none"> • City Auditorium and Market Building Meet with representatives from local colleges and universities to confirm interest on a potential adaptive reuse project to transform the building into a Multi-Institution Conference Center. 	<ul style="list-style-type: none"> • City Auditorium and Market Building Conduct a feasibility study for the adaptive reuse of the building into a Multi-Institution Conference Center. 	<ul style="list-style-type: none"> • City Auditorium and Market Building Encourage and support renovations for the Multi-Institution Conference Center.
<ul style="list-style-type: none"> • First National Bank- Work with private developer to remove inappropriate, non-historic modifications to promote the buildings potential for reuse. 		
<ul style="list-style-type: none"> • Carter Glass Building - Actively market a rehabilitation plan for the designs prepared by CJMW to targeted use groups and/or developers. 		

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

HISTORIC AND ARCHITECTURAL RESOURCES

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
HISTORIC PRESERVATION		
<ul style="list-style-type: none"> Conduct public meeting or workshop with property owners and tenants in Downtown Commercial Districts to explore the designation of these districts as historic overlay zones. 	<ul style="list-style-type: none"> Historic District - Amend the zoning code to include Downtown as a designated Historic District. 	<ul style="list-style-type: none"> Corridor Overlay District - Amend the zoning code to provide for a Corridor Overlay District that regulates the architectural aesthetic qualities of new development along gateway entrance corridors into Downtown. Apply district to major Downtown portals, such as portions of 12th Street, Concord Turnpike, Main Street, and 5th Street.
<ul style="list-style-type: none"> Publish case studies of exemplary revitalization projects in Downtown. 	<ul style="list-style-type: none"> Historic District Design Guidelines- Update and amend the Downtown Commercial District Design Review Guidelines to provide more flexibility for infill buildings. 	<ul style="list-style-type: none"> Corridor Overlay District Design Guidelines - Develop and adopt design guidelines for the Corridor Overlay District that define site development and architectural standards for building alterations, new buildings, and demolition.
<ul style="list-style-type: none"> Encourage development of a network of trained craftsmen with traditional building materials and practices through a local certification and referral process. 	<ul style="list-style-type: none"> Provide grants to local building tradesmen for training in the proper treatment of historic building materials. 	<ul style="list-style-type: none"> Work with local institutions to develop low-interest loans and other financial tools to encourage investment in Downtown.
<ul style="list-style-type: none"> Expand tours of renovated Downtown office and residential spaces. 	<ul style="list-style-type: none"> Encourage partnerships to develop a historic plaque program that identifies historic buildings, including information on the original design, construction date, owner, and function. 	<ul style="list-style-type: none"> Develop a maintenance manual for historic buildings.

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

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4. PUBLIC SPACE AND RECREATION

- 4.1 PARKS AND GATHERING AREAS
- 4.2 TRAILS AND PEDESTRIAN CONNECTIONS
- 4.3 STREETS AS PUBLIC SPACE
- 4.4 PUBLIC SPACE AND RECREATION: GOALS
- 4.5 PUBLIC SPACE AND RECREATION: RECOMMENDATIONS

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Riverfront Park System

Until the 2000 Downtown and Riverfront Plan, parks and recreation facilities in Lynchburg tended to be concentrated in residential neighborhoods, away from the business-oriented Downtown. Riverfront Park, the largest park in Lynchburg's central business district, brought a natural greenspace into the foreground of the City's landscape.

Feedback from multiple community outreach events suggest the desire to continue momentum from Riverfront Park to develop better connections to new and existing parks and other destinations. Results from public surveys also highlighted important factors to consider in this plan, such as the city's unique topographical features; scenic quality of the James River, and the outdoor opportunities available in and near Downtown.

Public investment in high quality public spaces should continue Downtown and focus on:

- > Building high quality major gathering areas as they are significant drivers of growth Downtown;
- > Using trails and pathways to build connections within and out of Downtown; and
- > Dispersing smaller scale parks and park-like amenities throughout the area, creating a complete network of public space, and an exciting, livable Downtown.

4.1 PARKS AND GATHERING AREAS

As progress continues on improvements introduced in the *2000 Downtown and Riverfront Plan*, and Downtown residential life flourishes, additional specific and purposeful open spaces are needed. The Lower Bluffwalk, for example, is a series of walkways, overlooks, and staircases that connect Jefferson Street up to Commerce Street and provide gathering spaces with views to the James River.

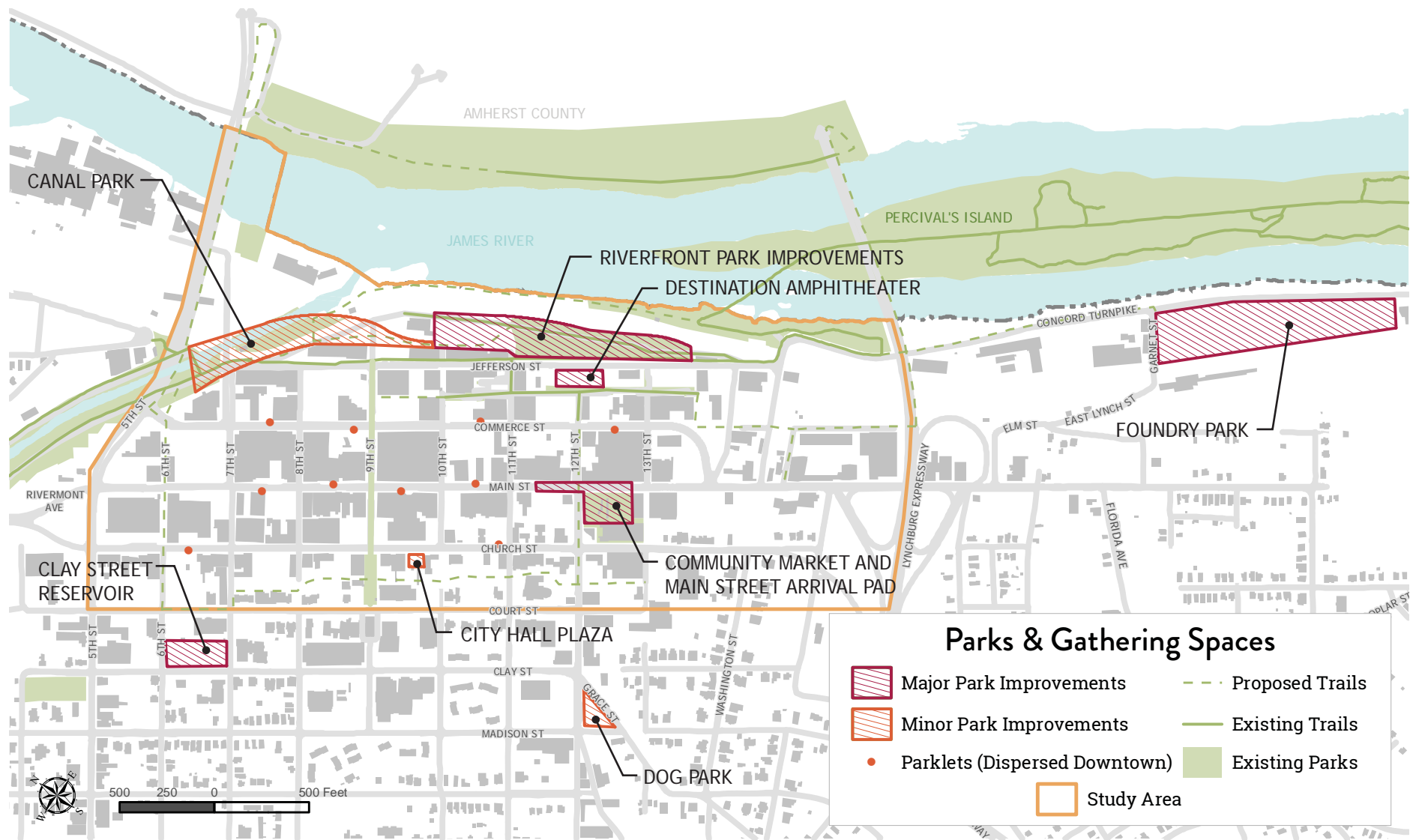


Lower Bluffwalk

Several vacant and underutilized lots have great potential to become active public spaces as Downtown continues to prosper. This section proposes a number of major initiatives to create key public spaces that will drive growth as well as minor park improvements aimed at dispersing green space throughout Downtown.



Vacant Lot on Jefferson Street



Parks and Gathering Areas Proposed Projects

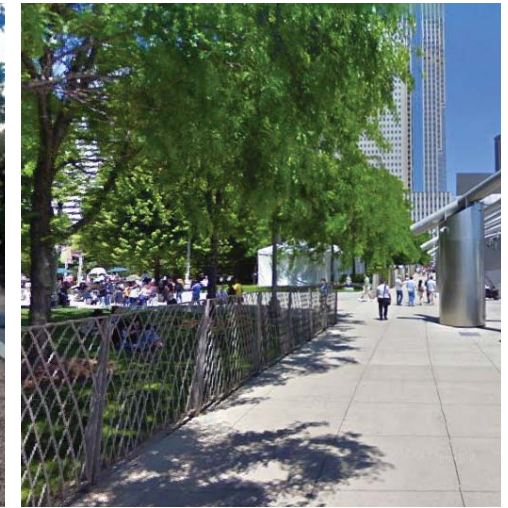
RIVERFRONT PARK

The creation of Riverfront Park was one of the key components of the *Downtown and Riverfront Master Plan 2000*. The twenty-acre linear park presently serves as the hub for green space and recreational activities in the Downtown area. This key outdoor civic site attracts new development and serves a multitude of recreational, cultural, and environmental needs. However, the benefits of this popular destination have come with unforeseen challenges, as areas of the park show signs of soil compaction and worn natural turf. In addition, citizens have raised concerns regarding conflicts with scheduling park activities and requested additional amenities in the park like restrooms and play areas. Creating program-specific spaces will allow the park to recover from overuse and serve its intended “open green space” purpose. To address these issues and enhance the park further are the following recommendations:

- > Partner to build the Destination Amphitheater discussed later this section to provide a designated, program-specific space for outdoor concerts. The preferred location is on the southwest side of Jefferson Street, where Twelfth Street meets the Lower Bluffwalk. This option provides a key opportunity to develop the adjacent parcels in conjunction with the amphitheater. An alternative would be to include the amphitheater in the park itself as shown on this plan.
- > Install a decorative fence and gate system into the park to designate event areas but open up lawns between events.
- > Build public restrooms into the park.
- > Include a playground for both Downtown residents with children and visitors.

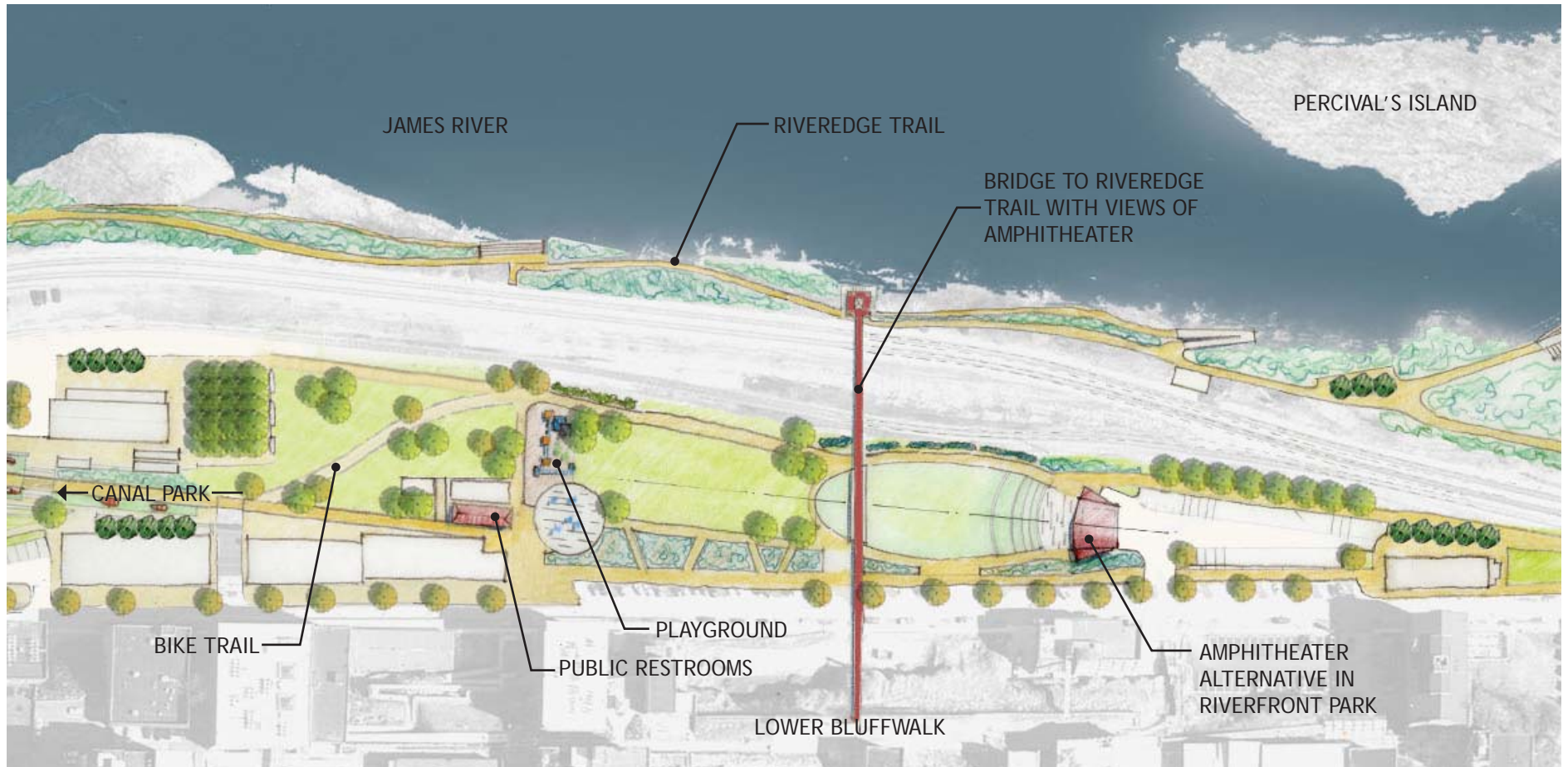


Current Event Fencing in Riverfront Park



Decorative fencing in Millenial Park bandstand in Chicago.

- > Include additional shade canopy and park space to the southeast of the Depot Grille once an alternative for concerts is found and new parking accommodations established.
- > Establish Foundry Park (see later this chapter) down river for additional event space.
- > Continue the park westward with Canal Park (discussed later this section) and use the parks to connect the Percival's Island Trail with the Blackwater Creek and Point of Honor Trails, removing bicycle traffic from the Jefferson Street sidewalks.
- > Continue to pursue the Riveredge Trail proposed by the 2000 Plan to gain visual (or physical) access to the James River.



Riverfront Park Proposed Improvements



*Riverfront Park
Active and
Passive Uses*

DESTINATION AMPHITHEATER

During the summer of 2017, the Academy Center of the Arts sponsored a summer concert series at Riverfront Park. The five concerts were well-attended, with George Clinton and Parliament drawing thousands of spectators. The response was so overwhelming that police were forced to turn away latecomers. The popularity of these series reaffirms the desire for live music venues in Downtown. However, many factors make it exceedingly difficult for Riverfront Park to host top-tier artists and provide an exceptional concert experience.

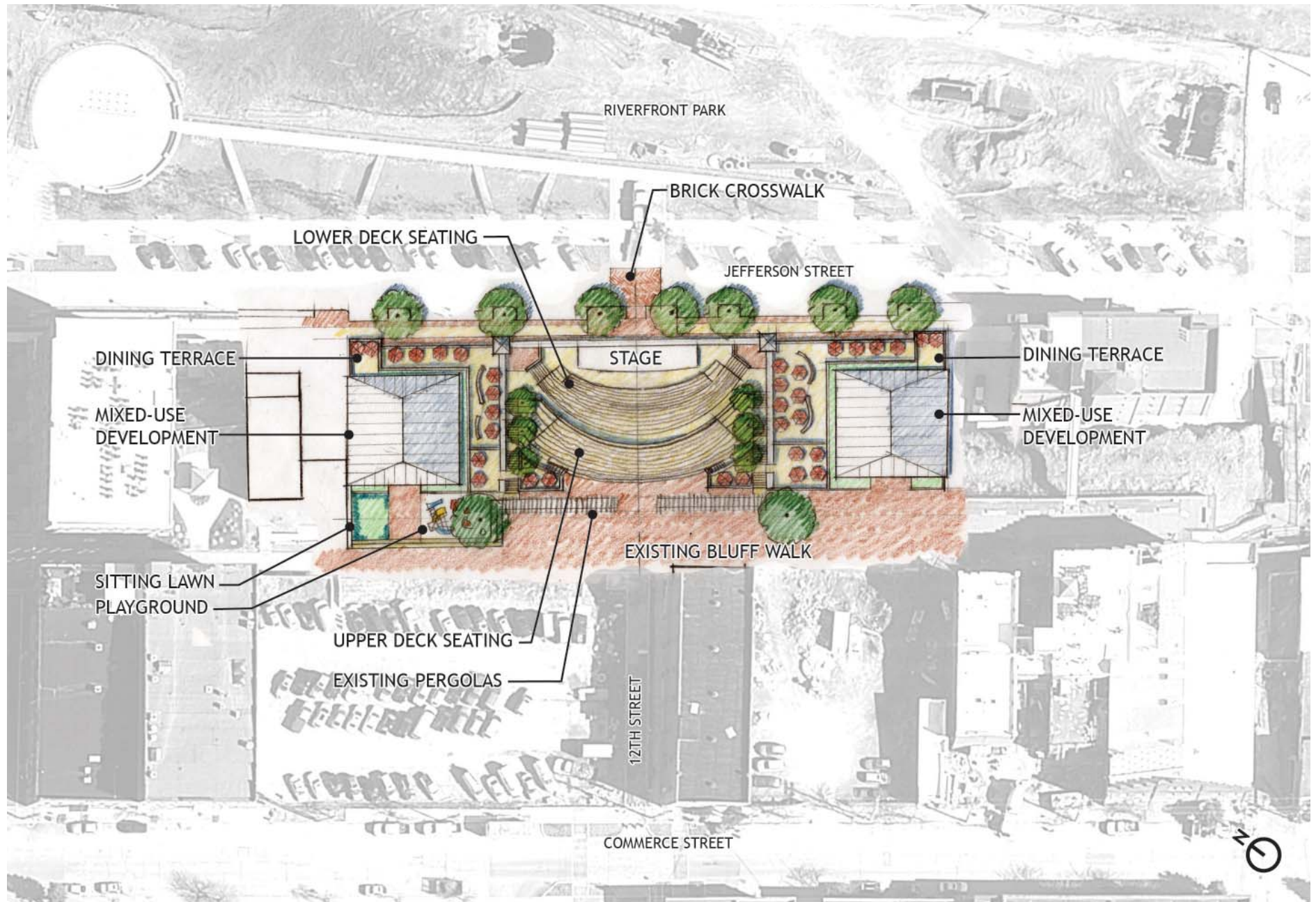
The Destination Amphitheater is a priority improvement project for Downtown. This plan proposes that the amphitheater be implemented as part of a public/private partnership to promote Downtown Lynchburg, as well as nearby businesses. This initiative will allow Downtown restaurants and retailers to benefit from the concert traffic. By partnering with surrounding restaurants and nightclubs, premium seating can be incorporated into the amphitheater. The project could also induce significant private development around the site, such as residential or office units with balconies for tenants to benefit from the concert venue.

This plan proposes the site for the terraced Destination Amphitheater to be along the Bluffwalk, at the bottom of 12th Street. The proposed location takes advantage of the steep slopes for theater rake and balconies to give audience members views of the river and scenery. The current design provides seating for 4,500 – 5,000 people as this is a reasonable threshold for high-quality artists to play at an outdoor venue. The construction of a playground nearby would allow parents to supervise their children while enjoying the shows. Public amenities can be integrated into the design including a street-to-street elevator, and public restrooms. Back-of-house facilities, such as a green room and truck/ bus docks, can be located in adjacent parking structures.

The illustration below depicts a mix-use facility in a lot currently vacant between Jefferson Street and the Bluffwalk. However, this concept can be adapted to other sites in the Downtown or within Riverfront Park.



Proposed Destination Amphitheater and Mixed-Use Development Concept



Destination Amphitheater - Proposed Concept

DOWNTOWN RIVEREDGE TRAIL

Previous Downtown plans identify the narrow sliver of riverbank between the CSX tracks and the James River (outbound of Riverfront Park) as an opportunity to develop a connection between the Riverwalk Trail on Percival's Island and the Blackwater Creek Trail. See Proposed Trail Systems Map on page 87.

The 2006 *Riverfront Implementation Plan* proposed an elevated connection over the train tracks aligned with 13th Street. This alignment takes advantage of fewer railroad tracks and land available where the bridge reaches the river. In addition, this location is closer to the existing Riverwalk Trail, and creates an opportunity to incorporate the vacant switching tower as part of the design. It also serves as a gateway to the proposed 13th Street Hill Climb project.

Previous plans recommended connecting a river trail to 9th Street where spectacular views to the James River are available; however, the construction of a pedestrian crossing over the train tracks can be avoided at this location by extending the trail upstream to the existing boat launch steps at the proposed Canal Park.



Riverwalk Trail proposed in Downtown & Riverfront Master Plan 2000



Schuylkill Banks Boardwalk, Philadelphia. Photo Source: http://www.philly.com/philly/home/20140928_Changing_Skyline__A_Stroll_on_the_Schuylkill.html

CANAL PARK

Downtown Lynchburg was once an active industrial center and the riverfront was the center of transportation for the region. The Kanawha Canal ran directly through what is now Riverfront Park in 1840, but it quickly became obsolete in the age of the railroad and its towpaths were used to lay additional track in the later part of that century. Some of the few remnants of the canal and aqueduct as it ran through Downtown can still be seen at the bottom of 9th Street and should be repurposed as a continuation of Riverfront Park.



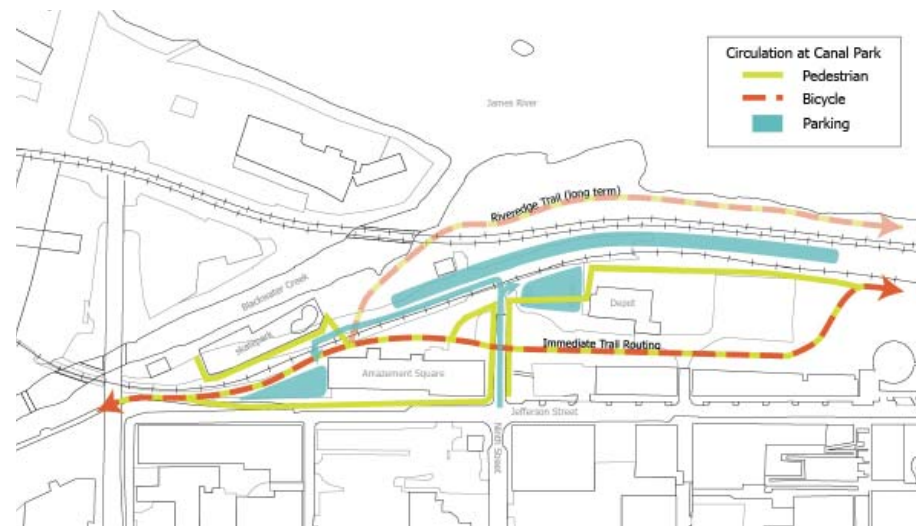
Canal Park - Existing Conditions, 9th Street Bridge



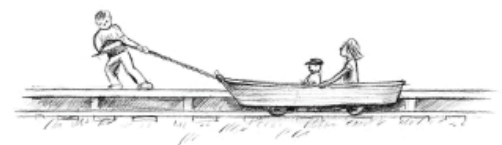
Lynchburg's Industrial Riverfront with Kanawa Canal

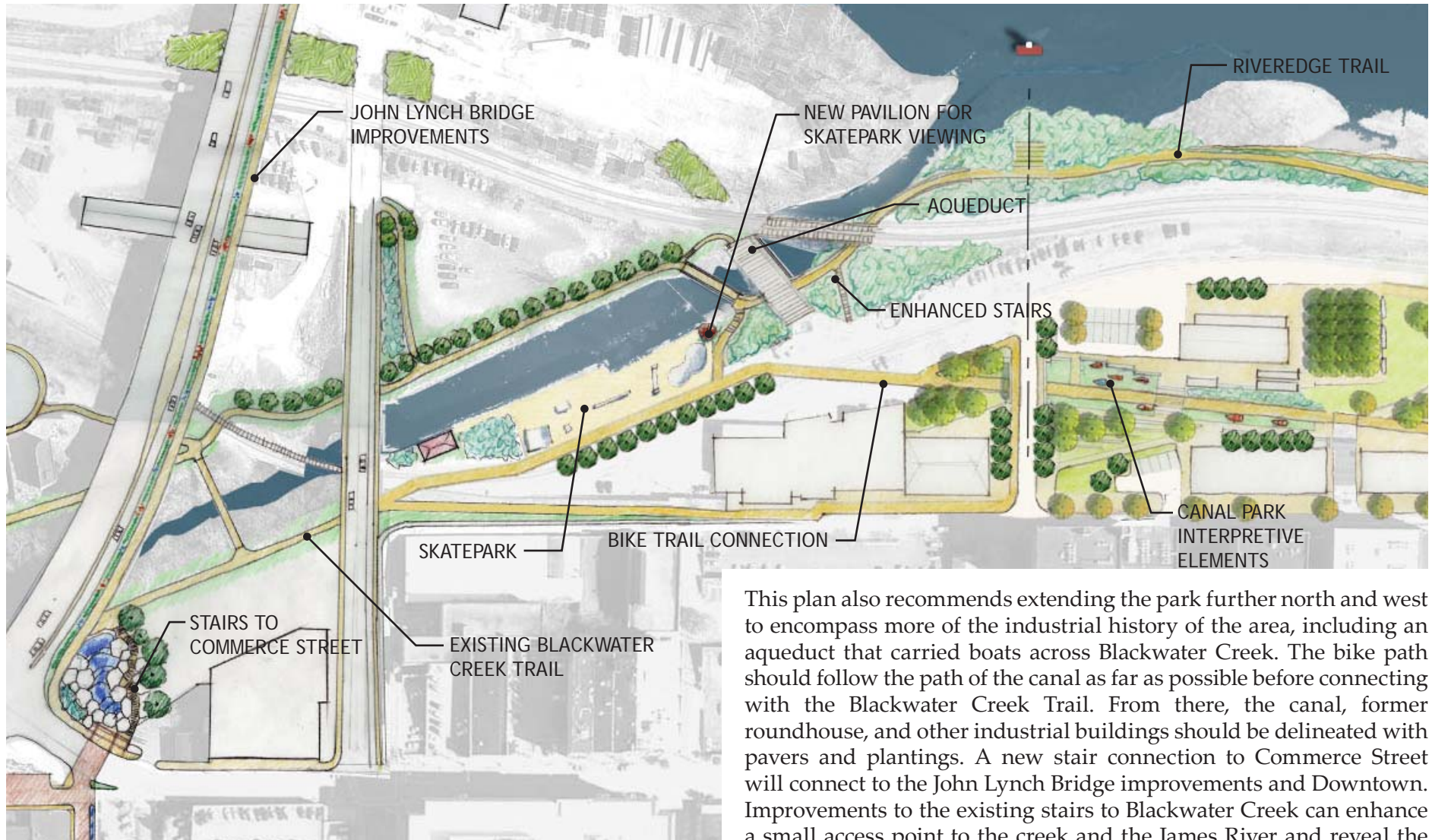
Both the previous plans from 2000 and 2006 called for the canal to be recreated as a water feature in the new park, however the installation of a major sewer line through the path of the canal in 2016 precludes these previous plans. A study in 2014 proposed multiple new concepts for the canal, and this plan recommends implementing the proposal that creates a direct connection between the Blackwater Creek Bike Trail and the Percival's Island Trail. As the Riveredge Trail will take some time to fund and complete, this is an important interim solution that will decrease conflicts between bikers, vehicles and pedestrians on Jefferson and 9th Street, while also creating an exciting, unique section of trail that runs through the heart of Downtown.

Additional concepts from the 2014 plan included park amenities to 1) interpret the industrial history of this narrow sliver of land, 2) activate this somewhat hidden space, and 3) provide additional outdoor play area for visitors of Amazement Square, the children's museum directly adjacent to the park.



Canal Park Section and sketches of play features (Kennon Williams Landscape Studio 2014)





This plan also recommends extending the park further north and west to encompass more of the industrial history of the area, including an aqueduct that carried boats across Blackwater Creek. The bike path should follow the path of the canal as far as possible before connecting with the Blackwater Creek Trail. From there, the canal, former roundhouse, and other industrial buildings should be delineated with pavers and plantings. A new stair connection to Commerce Street will connect to the John Lynch Bridge improvements and Downtown. Improvements to the existing stairs to Blackwater Creek can enhance a small access point to the creek and the James River and reveal the remnants of the aqueduct.

Rotary Centennial Riverfront Skatepark, constructed in the 2000s, helps activate what will be Canal Park today but should be enhanced to be a centerpiece. Skateparks are not just for skaters, but for spectators too, and seating to allow the public enjoy the space and watch the skaters.

FOUNDRY PARK

Foundry Park is proposed on a currently vacant, flat seven-acre post-industrial site at the former location of the Internet Foundry. Federal and State Brownfield Programs may be used to assist with any assessment, planning, or redevelopment work at the site.

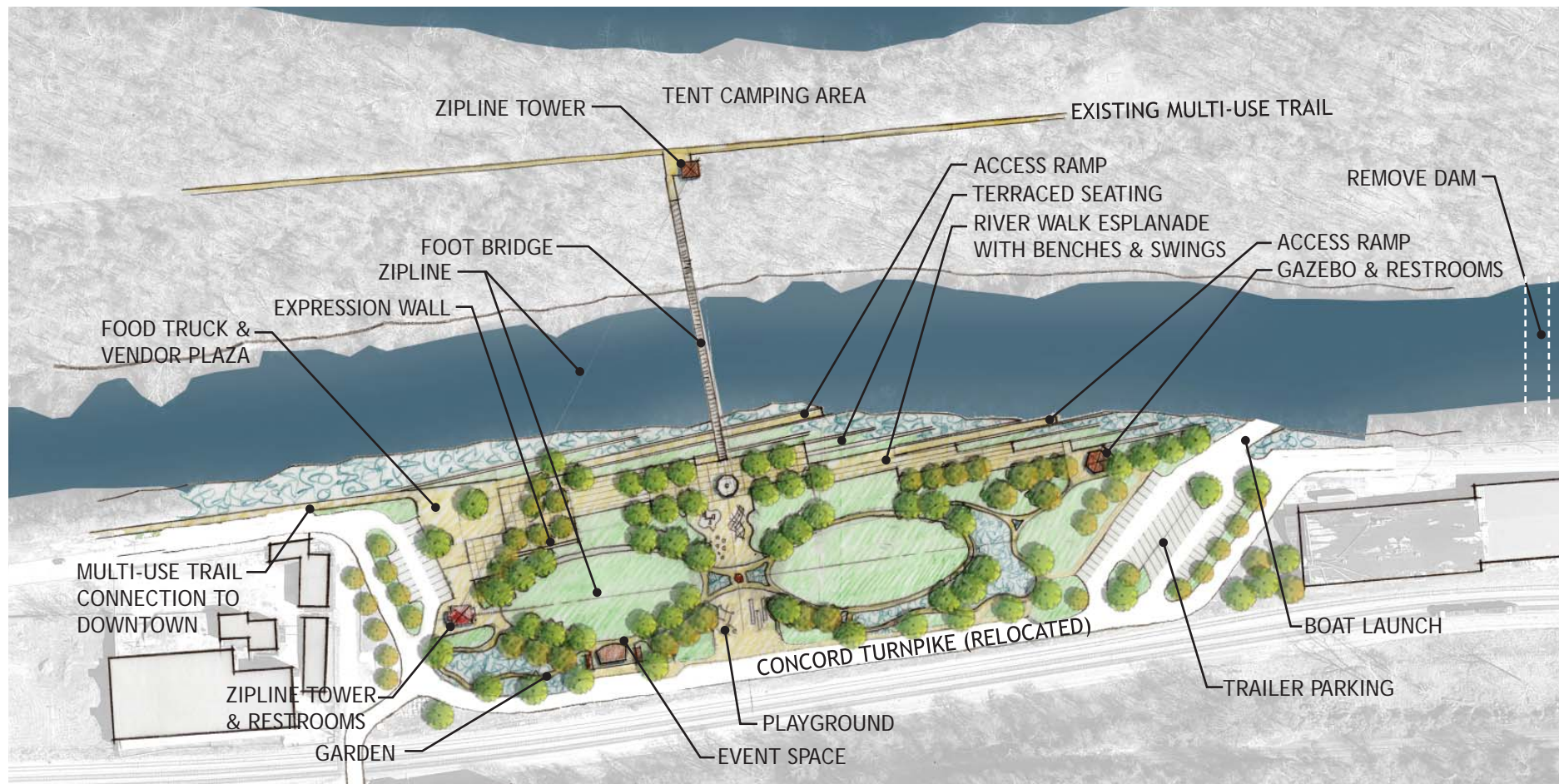
Located downstream from the Carter Glass Bridge, the proposed park provides vehicular access from Concord Turnpike with parking areas on both ends. Foundry Park complements Riverfront Park by providing a significant stretch of direct river access without the need to cross the railroad tracks. With the removal of an obsolete dam at the down river end of the park, the site can serve as a launching point for urban boaters and tubers, allowing adventurers to depart as well as arrive at Foundry Park. This extends the launch point system on the James River which includes Canal Park and Amherst Riveredge Park. With larger open spaces similar to Riverfront Park, the Parks

and Recreation Department can program appealing spaces to boaters, fishermen, and families with children. An in-stream kayak and canoe course could even be developed.

Proposed park amenities include: a river-side esplanade with terraced seating and sloped-ramps to access the James River, boat trailer parking near the boat launch area, multi-use open lawns, a concession/storage area and restroom facilities. The park is designed as a child-friendly space with a large playground and interactive fountain. Additional lawn areas surrounded by shading gardens provide an opportunity to host small events. A proposed system of utility connection bollards allows access for food trucks during events. An interactive wall separating the food truck area and lawn provides the public with a creative way to interact with the site. Lastly, a zip line and swing bridge crossing the river to Percival's Island offers an adventure experience for both adults and children.



Foundry Park Proposed Location at the Former Internet Foundry



Foundry Park Concept

CLAY STREET RESERVOIR PARK

Redeveloping the previous Clay Street Reservoir into a park as recommended by the Fifth Street Master Plan creates an opportunity to draw development up the hill. The site location provides an opportunity to display dramatic panoramas, while its history and architectural detailing draw special interest to this facility. By removing the recent cap, this forgotten space can be restored in a sympathetic manner to its early 20th Century form.

The proposed plan for Clay Street Reservoir Park generally maintains the historic walls and railings in place while allowing access into the park. The new design features a grassy section to the north and a standing pool to the south. The previous bridge and gazebo are replaced by a new sidewalk and a gazebo. The water bearer statue, currently located at the Lower Bluffwalk is proposed to be located back to the reservoir at its original location.

A small interactive fountain is designed to run from the park down to the proposed 6th Street Climb project, enlivening all the fountains in the sequence. The water would shut off after approximately a minute, requiring more interaction. On the south side, standing water, a few inches deep, makes for a highly interactive space ideal for photographers. During the winter time, the reservoir can be turned into an ice rink. Partnerships with local businesses and media channels could help fund operations, such as temporary rental booths and online ticketing system, in coordination with the Downtown Lynchburg Association and the Department of Parks and Recreation.



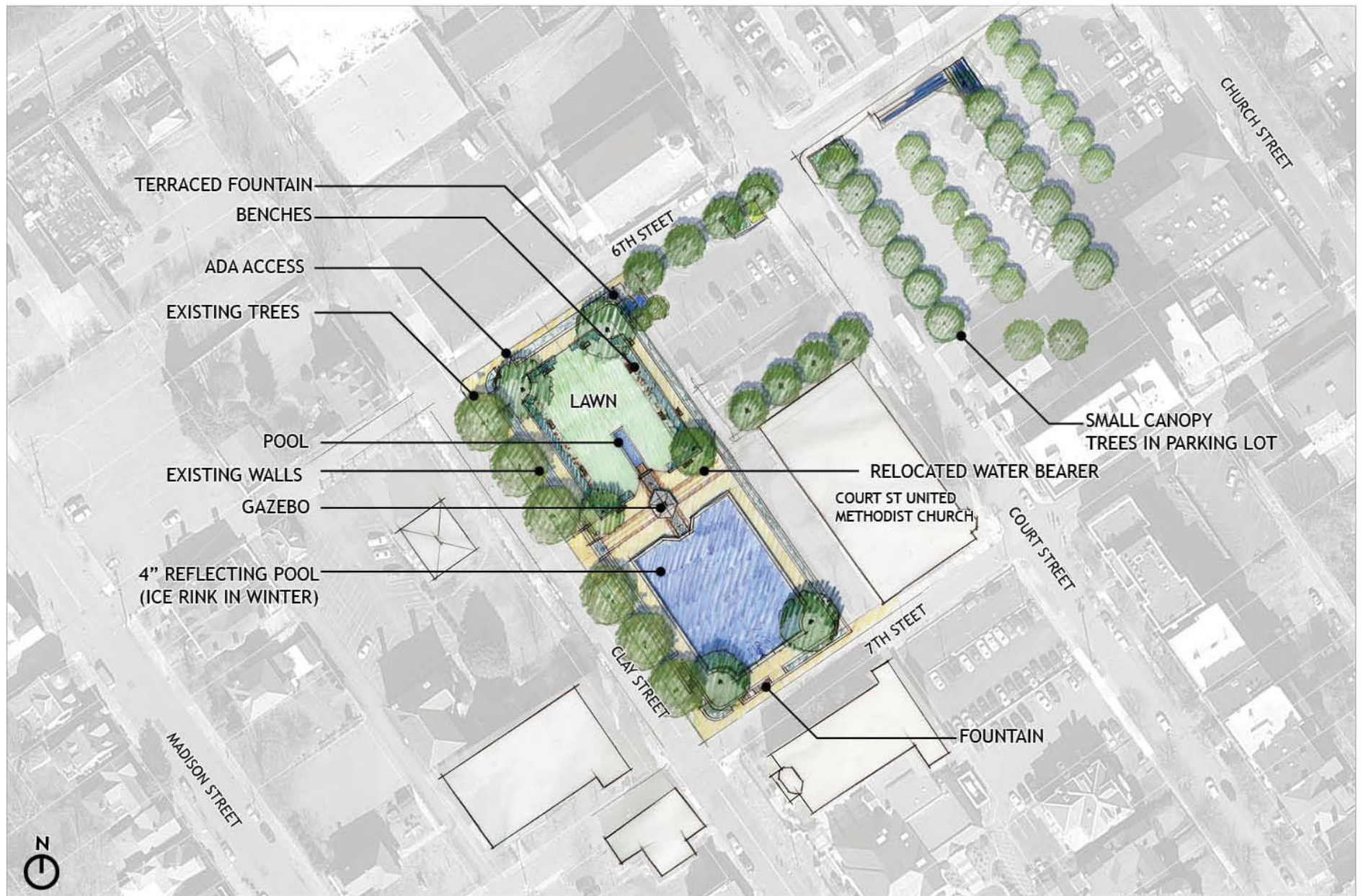
Illustration of Historic Clay Street Reservoir



Clay Street Reservoir Existing Conditions



*Rendering from Fifth Street
Master Plan*



Clay Street Reservoir Park Proposed Concept

DOWNTOWN DOG PARK

As the Downtown pet-friendly population continues to grow, a dog park in the heart of the Central Business District can provide an additional outdoor amenity similar to the dog park at the Blackwater Creek Athletic Area (BCAA). A triangular 0.75-acre space at the intersection of 12th Street and Grace Street is proposed for a pilot Dog Park project to serve pets and their owners Downtown and adjacent neighborhoods. The park should provide a double fence to protect dogs from traffic and separate spaces for small and large dogs. Additional design amenities could include a sand trap digging area, wash stations, biodegradable waste bag dispensers and a large porch with swings for people to enjoy. A dog biscuit dispenser could also be installed to help fund park maintenance.



SOURCE: Lynchburg Dog Park. <https://www.facebook.com/LynchburgDogPark/>

BEST PRACTICES

- > One acre or more of land surrounded by a four- to six-foot high chain-link fence. Preferably, the fence should be equipped with a double-gated entry to keep dogs from escaping and to facilitate wheelchair access.
- > Cleaning supplies, including covered garbage cans, waste bags, and pooper-scooper stations.
- > Shade and water for both dogs and owners, along with benches and tables.
- > A safe, accessible location with adequate drainage and a grassy area that is mowed routinely.
- > If space allows, it is preferable to provide separate areas for small and large dogs. This will enable large dog owners to allow their pets to run more freely, while protecting smaller dogs who may not be suited to the enthusiastic play of larger breeds.
- > Signs that specify park hours and rules.
- > Parking close to the site

Examples of successful projects:

Monmouth County, New Jersey
Sarasota County, Florida
Sausalito, California
Tallahassee, Florida

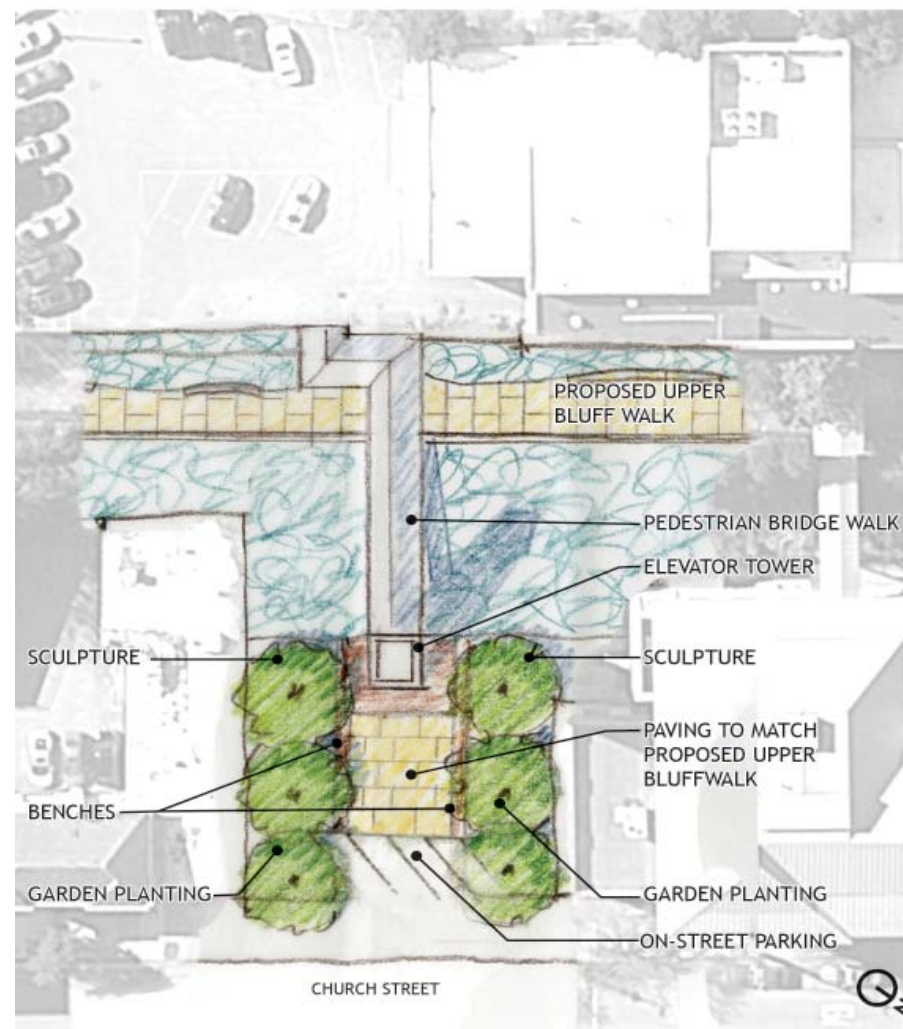
SOURCE: American Kennel Club. <http://images.akc.org/pdf/GLEG01>

CITY HALL PLAZA

Located across Church Street from City Hall and at the base of the Monument Terrace Elevator, this small, restricted parking lot should be repurposed as an active public space. With space for less than fifteen vehicles, it is the perfect opportunity to imbue more public space on the upper part of Downtown. Similar to the Main Street Arrival Pad, this plaza could provide a gathering area for residents and workers in the Downtown area, as well as a venue for small scale events. The proposed design includes pavers and landscaping sensitive to the elevator location and compatible with the proposed Upper Bluffwalk described later in this section. The illustrated concept also recommends potential locations for public art and plantings, as well as diagonal on-street parking.



Existing Parking Lot at City Hall Plaza



City Hall Plaza - Proposed Concept

COMMUNITY MARKET IMPROVEMENTS

Initial improvements to the Community Market have been completed per recommendations from the 2006 *Community Market Redevelopment Plan – Phase 1* (Market Ventures Inc.) and the 2016 *Community Market Concept Design Report* (Wendel). Additional recommendations remain in planning and design stages that have yet to be finalized; including:

- > Provide a centralized seating area inside the Market Building.
- > Improve flow and maximize vendor area usage inside the Market Building by eliminating existing rows (currently located parallel to Main Street). Implement large standalone kiosks that are self-sufficient and border the perimeter of a centralized seating area.
- > Create a retail-friendly façade by extending the lower level forward to align with the second story.
- > Create a central entry to maximize space, visual appeal, and radial retail experience.
- > Update Market Plaza to meet recreation space needs.
- > Increase number and function of farmer / exterior stall space.
- > Create year-round vending space to maximize user experience and return on investment.
- > Create multi-use space to include common areas, small amphitheater, and water feature.
- > Create more user-friendly area to better serve patrons, improve circulation, and increase street presence.



Community Market Master Plan

Source: *Lynchburg Community Market Conceptual Design Report* (Wendel, 2016)

These interior and exterior improvements are critical to the efficient operation of Community Market activities as well as the preservation of one of Lynchburg's iconic community assets. Their effective implementation will be key in improving pedestrian activity along Main Street as well as fostering economic vitality in Downtown.



Illustration of Community Market Improvements and Extended Street / Pedestrian Treatments on Main Street

MAIN STREET ARRIVAL PAD

To complement future upgrades to the Community Market Plaza, this plan recommends extending a unique paver pattern from the plaza across and along Main Street. These improvements would start at the intersection of 13th Street and extend past the previous City Auditorium and Market Building, where a multi-college Conference Center is proposed (See Chapter 3).

The Main Street Arrival Pad is intended to serve as a departure point and drop-off area for the multi-college express bus, as well as calm vehicular traffic in one of the busiest pedestrian areas Downtown. On Market Saturdays, pedestrians often “play Frogger” to cross Main Street and rarely walk out of their way to use the crosswalk at 12th Street. Extending the pavers into the street gives priority to pedestrians over vehicles, gives the Market significant street presence, and creates an iconic area of Downtown.

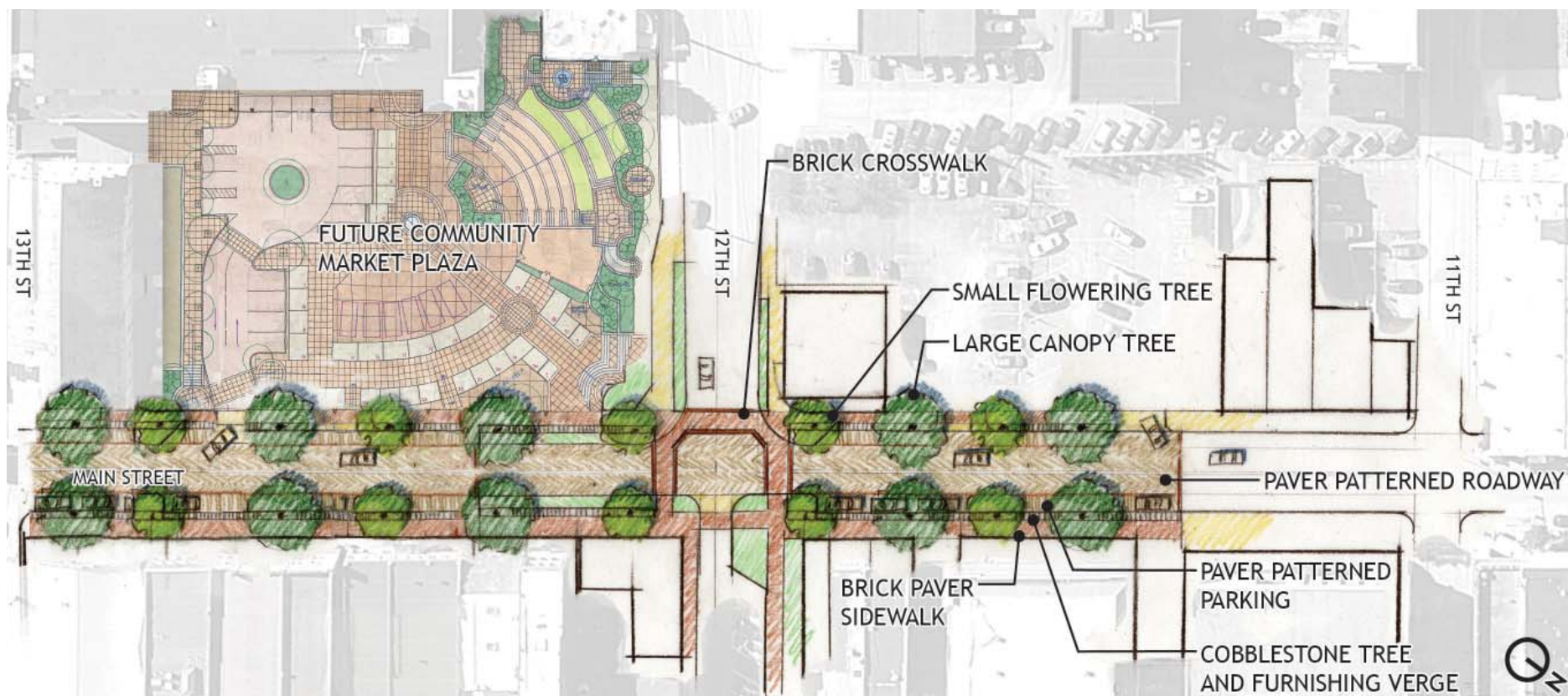
As evidenced by Westlake Plaza in Seattle, the Main Street Arrival Pad can help reduce traffic speeds and create a more inviting urban environment, while accommodating all modes of travel. By introducing site furnishings and providing outdoor Wi-Fi, the plaza could also become a hub and outdoor hangout for college students and residents all days of the week. Based on public input during the development of this plan, such spaces are lacking and much desired in the Downtown area.



Westlake Plaza, Seattle



Paving Pattern Extending into Street from Westlake Plaza in Seattle



Main Street Arrival Pad as an Extension of the Community Market Plaza

4.2 TRAILS AND PEDESTRIAN CONNECTIONS

A coherent, accessible, and stimulating system of pathways connecting Downtown destinations creates an inviting atmosphere for residents, workers, business owners, and visitors. The ongoing Downtown Utility and Streetscape Project, implemented over the next several decades, presents an opportunity to implement a cohesive system of streets and sidewalks with a consistent streetscape palette. The intent of the following initiatives is to improve connectivity between destinations and surrounding residential neighborhoods by extending existing pathways, building new ones, and applying special features to key routes. Through the implementation of urban design elements and interactive features, the pathways themselves become destinations. These improvements promise to draw pedestrians to less-visited sections of Downtown, stimulating business activity, driving residential development, and extending visitor stays.

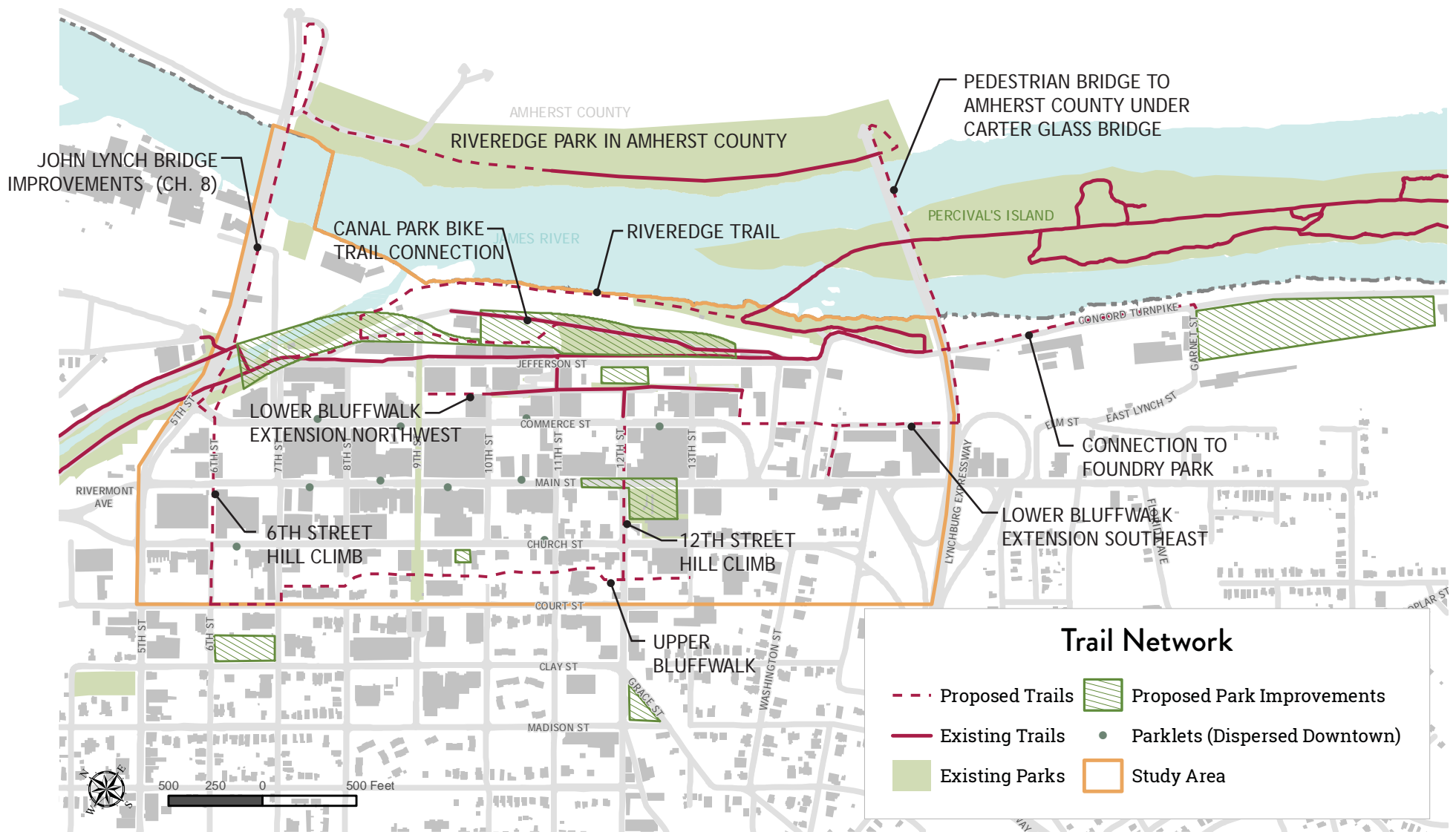
The map on the next page creates two key pedestrian loops. The first is within Downtown, drawing pedestrians up Downtown's hill via 6th Street or 12th Street and the Bluffwalk. The second is larger, and connects Downtown Lynchburg with Amherst County via improvements to the John Lynch Bridge and a separate pedestrian bridge attached to the Carter Glass Bridge. Connecting to Riveredge Park in Amherst County provides river access and dramatic views back to the City. This is an especially valuable recreational amenity to offer Downtown.



Existing Trail in Downtown



Harry Flood Byrd Memorial Bridge where the Blue Ridge Parkway crosses the James River holds a pedestrian bridge under a vehicular bridge, similar to what could be implemented under the Carter Glass Bridge.



LOWER BLUFFWALK IMPROVEMENTS AND EXTENSIONS

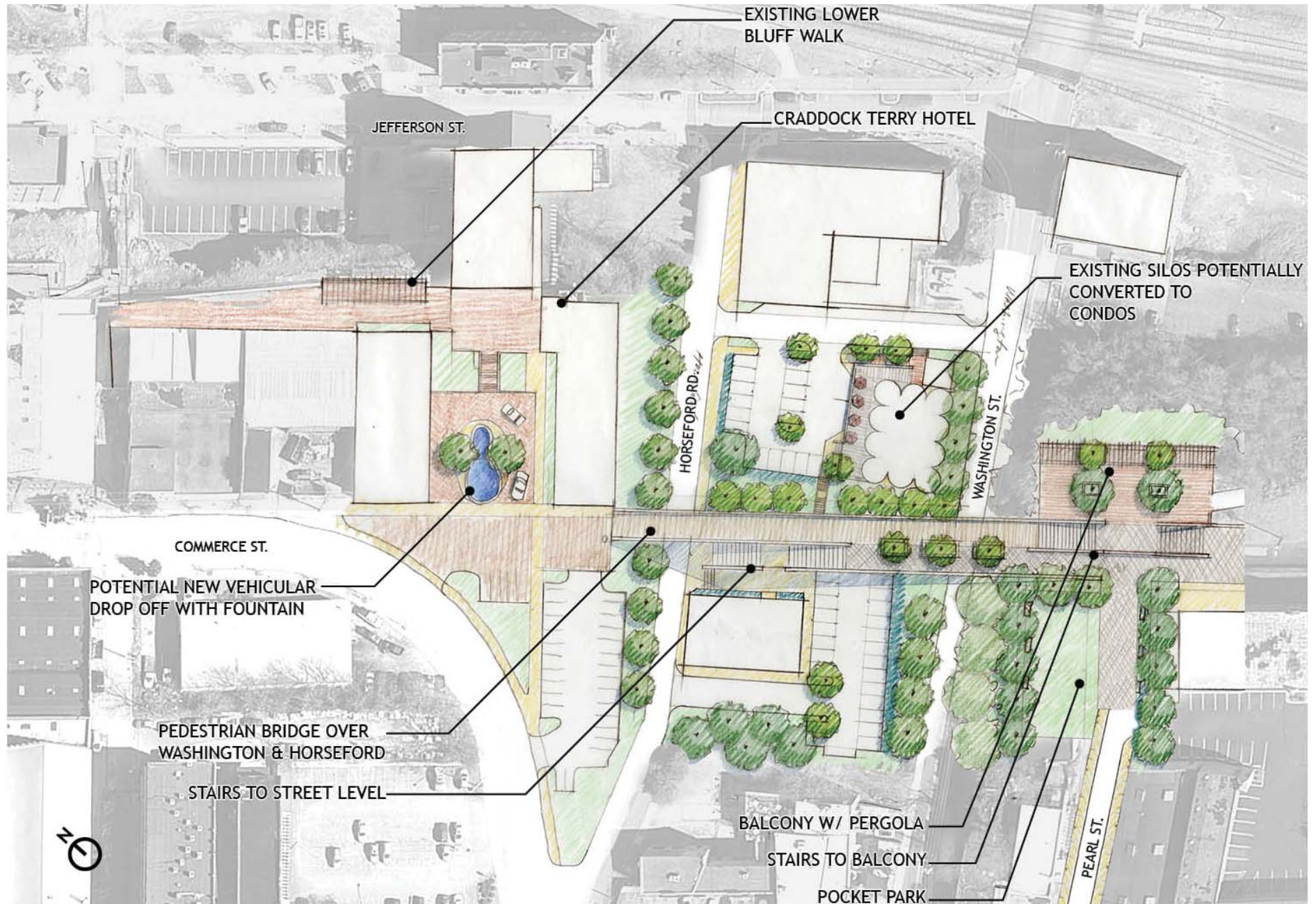
The *Lynchburg Downtown & Riverfront Master Plan 2000* envisioned the Lower Bluffwalk to celebrate the City's unique topography through a series of stairs, walkways, trails, and overlooks that connect the riverfront to other areas of Downtown. The City has completed a portion of the Lower Bluffwalk that runs between the Craddock Terry Hotel and 10th Street; this portion creates an exciting new pedestrian atmosphere along the rear alleys of historic brick warehouses built into the bluff. Building on the current success of the Lower Bluffwalk, this plan recommends improving sections of the existing path and extending it on each end.

Simple improvements to the existing Lower Bluffwalk can increase pedestrian activity and safety. Better directional signage from Commerce and Jefferson Streets will help people reach the Lower Bluffwalk and additional seating and shade will invite people to not just walk along it, but to sit and stay, enjoying the views and atmosphere it provides. Public art can help add additional interest (see discussion later this chapter). Consistent lighting and the increase in pedestrian volume will improve the perception of safety along the Bluffwalk as well.

The intent of the Lower Bluffwalk extension is to foster additional mixed-use development and connectivity. The southeast extension, illustrated in this section, is proposed to cross Horseford Road and connect to an overlook at the Carter Glass Bridge, opening up more land for redevelopment and providing a direct connection to the trail system via a pedestrian bridge to Percival's Island (see *Connecting Communities* Chapter). As proposed in the *Lynchburg Downtown & Riverfront Master Plan 2000*, the northwest section will continue the Lower Bluffwalk route to 9th Street.



Bluffwalk Existing Conditions



Bluffwalk Concept for Proposed Southeast Extension

NEW UPPER BLUFFWALK

The Upper Bluffwalk, also recommended in *Lynchburg Downtown & Riverfront Master Plan 2000*, is proposed to extend parallel to the existing Lower Bluffwalk, between Court and Church Streets. The Upper Bluffwalk would wind through underutilized areas between buildings, creating a pedestrian promenade with sweeping panoramic views of the Downtown skyline. This space contrasts with the Lower Bluffwalk by being a quieter, more passive recreation space.

A future phase could include extending the pathway to Washington Street, strengthening the connection to the Diamond Hill neighborhood. The Upper Bluffwalk project can enliven and activate the south and west areas of Downtown, encourage new development opportunities, and increase connectivity.



New Upper Bluffwalk Proposed Concept

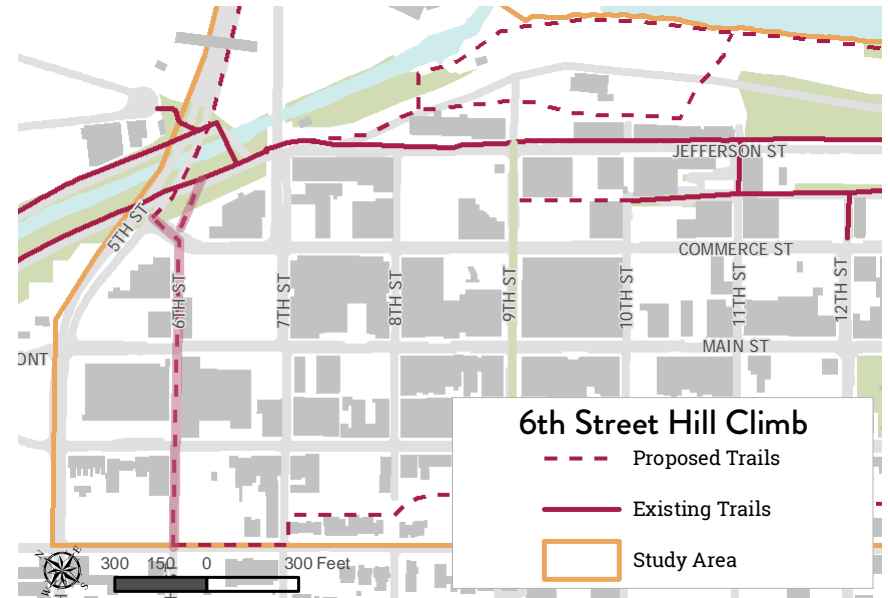


New Upper Bluffwalk Proposed Concept

6TH STREET HILL CLIMB

To continue the pedestrian walking loop recommended in the *Downtown & Riverfront Master Plan 2000*, and to help draw pedestrians up Downtown's steep grades, this plan proposes two "hill climb" projects at each end of Downtown. Hill climbs provide interesting and exciting routes connecting destinations that require uphill travel. They encourage walking by engaging pedestrians with public art and interactive features. The 6th Street Hill Climb is located at the northwest end of Downtown. Although steep, this quiet street with low traffic volume provides a calmer alternative to Fifth Street. The proposed climb connects the Blackwater Creek Trail, the Academy Center of the Arts and the Virginian Hotel to amenities at the top of the hill, including the future Clay Street Reservoir Park and Upper Bluffwalk.

The hill climb has water at both ends, connecting the historic reservoir with the Blackwater Creek Trail. With naturally steep grades, 6th Street could also be designed to expose the flow of water in an urban environment from one end to the other. This can be done through a gravity-driven fountain with a series of stations stemming from Clay Street Reservoir Park, or through the integration of artful stormwater features that capture the stormwater runoff from the street and adjacent development and filters it before it reaches Blackwater Creek. This water theme can be understood through sculpture and historical panels interpreting Lynchburg's historic public works achievements with water, as well as new concerns regarding stormwater runoff and the health of our streams and rivers, where 6th Street ultimately flows.



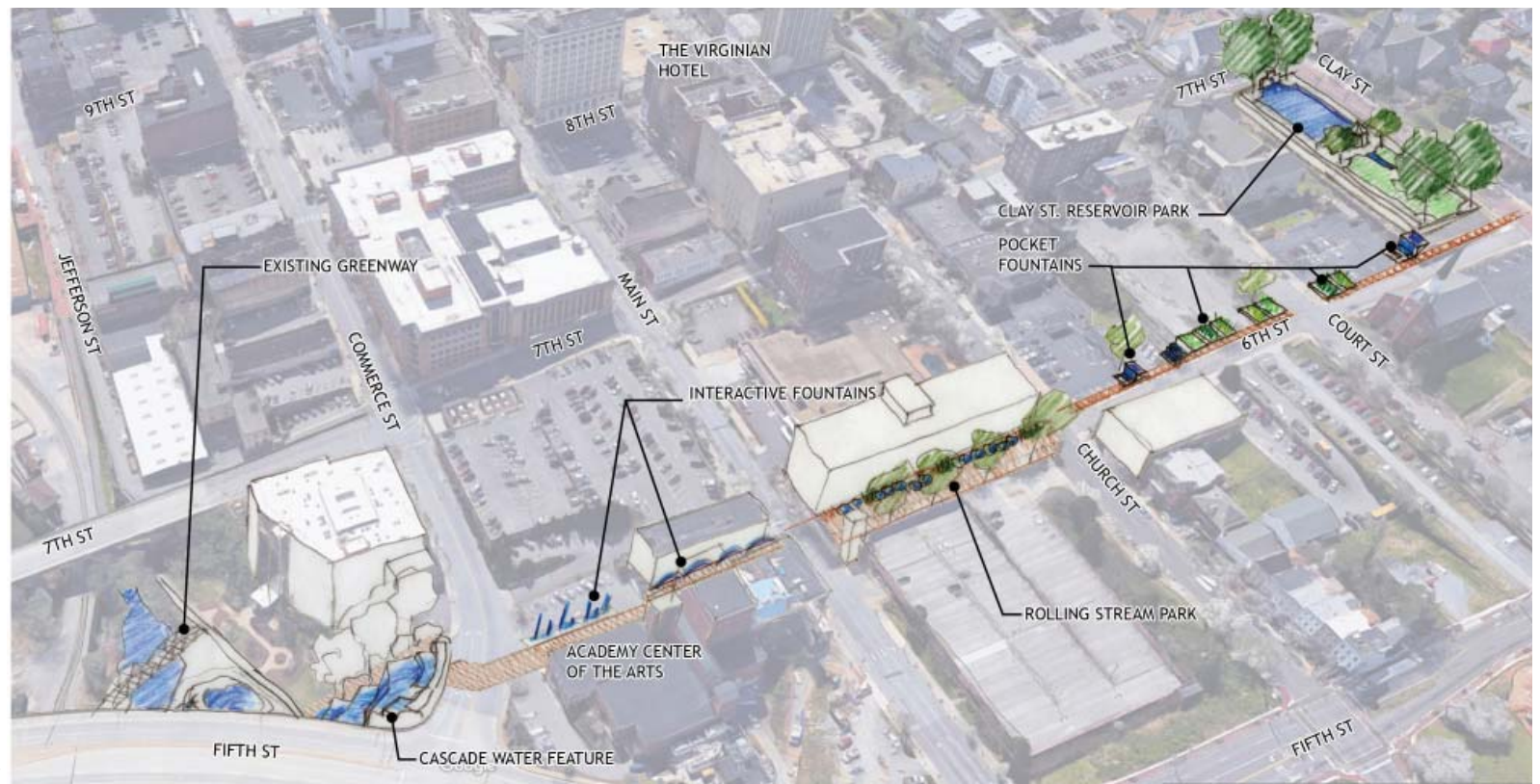
6th Street Hill Climb Existing Conditions



Vine Street Stormwater Features, Seattle. Photo Source: Google Streetview



Artful Stormwater Drainage



6th Street Hill Climb
Proposed Concept

CASE STUDY: MONUMENT TERRACE

The Monument Terrace stairs combined with streetscape improvements along 9th Street make the “9th Street Hill Climb” a most pleasant Downtown route. The 9th Street corridor is the spine of Downtown, extending from the original ferry landing on the James River to Monument Terrace. The stretch features sophisticated streetscape elements, some active ground floor retail, and a spectacular view at the top of Court House Hill. A strong civic theme further enhances the experience along the corridor, established by the memorials on Monument Terrace. Similar themed experiences would benefit cross streets at each end of Downtown.



12TH STREET HILL CLIMB

The 12th Street Hill Climb project complements the 6th Street Hill Climb by connecting Jefferson Street and the southeast end of the Lower Bluffwalk with the Community Market and the Upper Bluffwalk. Many improvements have already been implemented along this corridor’s northeast end, but additional focus as pedestrians continue southwest will help complete the walking loop recommended in the *Lynchburg Downtown & Riverfront Master Plan 2000*, tie important areas together, and improve the atmosphere on a significant street. 12th Street is a major entryway into Downtown and pedestrian improvements should even continue up 12th Street beyond Downtown to help draw pedestrians from the surrounding neighborhoods.

The area just beyond 12th Street would benefit from a smaller scale connectivity project as well. 13th Street should be connected between Main and Church Streets via a set of steps. This will better tie the southeast end of Church Street and the Diamond Hill Neighborhood to the southeast end of the Lower Bluffwalk.



Before

12th and Main Street Intersection

Unlike 6th Street, 12th Street has high traffic volumes southwest of Main Street. To improve this connection, this plan proposes the following:

- > widening sidewalks
- > reducing the number of lanes and/or adding a pedestrian refuge at crossings
- > providing leading pedestrian signal phases
- > consolidating driveway entrances to reduce curb cuts
- > including street trees in the right-of-way



After
Intersection of 12th and Main where the Hill Climb intersects with the Main Street Arrival Pad. Main Street should have unique paving pattern extending from Community Market. 12th Street should focus on having public art incorporated into buildings and streetscape elements like bus shelters.

Like 6th Street builds on a the theme of water in the city, 12th Street should become a major hub for public art, drawing on local artisans from the adjacent Community Market and Art on 12th Studios, as well as the plethora of arts organizations Downtown. The streetscape should incorporate traditional artwork like sculpture and combine it with functional street art like creative crosswalks, painted utility cabinets, sidewalk art (see section on Public Art later this chapter) etc. Willing property owners could also work together to create an “art alley,” like the one that is seen in Rapid City, South Dakota. Together, these efforts will turn 12th Street into an outdoor gallery.



Plaza pavers incorporate art by local children in Seattle, WA



13th Street Alley where stairs should connect to Church Street



Art Alley in Rapid City, SD



Existing mural on 12th Street

4.3 STREETS AS PUBLIC SPACE

While the specific pathway connections discussed in the previous section are key improvements with unique opportunities, all streets Downtown should be treated as important public spaces. Small-scale tools are available to make streets enjoyable spaces people want to be in and to help disperse public space throughout Downtown.

PARKLETS

A parklet is a sidewalk extension that provides more space and amenities for people using the street. Usually parklets are installed on parking lanes and use one or several parking spaces to create more pedestrian space. Parklets typically extend out at the level of the sidewalk to the width of the adjacent parking space. This calms traffic on the street and for adjacent businesses or restaurants, can provide outdoor cafe seating for patio dining.

Parklets can be permanent or temporary installations. Park(ing) Day began in 2005 and is a one day event in Cities around the globe where parking spaces are converted to parks to reimagine what a 200 square foot patch of real estate in a downtown could be. Space that is normally dedicated to holding one car can be transformed into valuable public space.



Parklet on Park(ing) Day 2012. Photo Source: https://metroduo.wordpress.com/2012/09/28/parking-day-2012-los-angeles/parkingday2012-swadsc_0077/



Example of How a Parklet Could Be Installed on Main Street

PAVEMENT TO PARKS

Taking the idea of a parklet a step further, there may be underutilized street space in and around Downtown that can be converted to public space. In the example below, an unnecessary right turn spur was transformed into a plaza with low-cost materials.



Underutilized Street Space Converted to Public Space



Federal and Hollins Street Unnecessary Pavement Was Repurposed

POCKET PARKS

A pocket park is a small-scale green space, typically created on an underutilized vacant lot or irregular shaped piece of land. They can be on public or private land, but are open to the public as passive recreation space. Pocket parks should be incorporated as needed and as opportunities arise. Both City Hall Plaza and the Grace Street Dog Park are pocket park projects, but others both larger and smaller may be possible around Downtown and will be an important way to spread park space throughout Downtown. Having public space available on-site or directly nearby increases property values and livability. Private developers should be encouraged or even incentivized to incorporate this kind of public space into their developments.

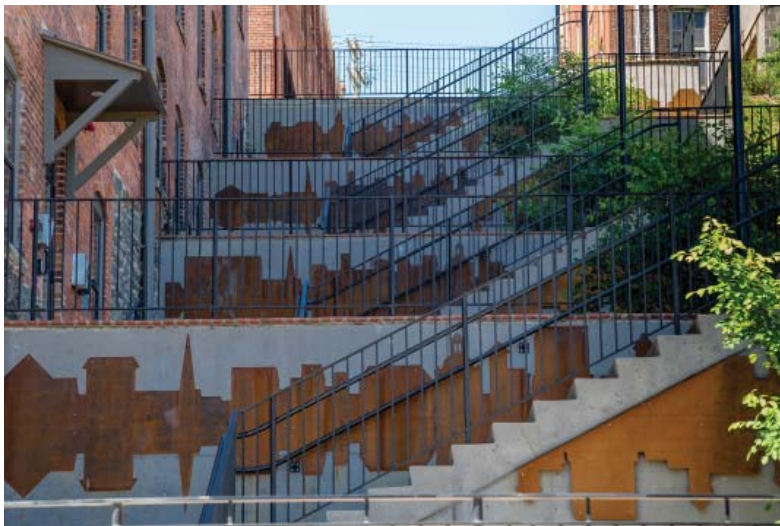


Private Land That Could Be Improved and Officially Made a Pocket Park

PUBLIC ART

Public art enlivens the urban environment by adding visual interest to the streetscape and is a community amenity that enhances identity, civic pride, economic development, and livability. It also provides citizens with outlets for interpretation and inspiration while contributing to the city's aesthetics. The Citizen Survey included a number of responses requesting that public art Downtown be enhanced. Some excellent examples of public art already exist in Downtown Lynchburg, predominantly in the form of sculptures, murals, and elements of street design.

In 2010, the City adopted the James River Arts & Cultural District that incorporates Downtown and offers financial incentives for art and culture programming in the form of grants (up to \$5,000) and certain tax exemptions for qualifying entities. The intent of the James River Arts and Culture District is to foster new artistic and cultural events, activities, capital investments, promotions, and improvements.



Lynchburg Public Art at 11th Street Stair

While this program has been successful in supporting cultural organizations and programming in Downtown, a more strategic public art program can proactively work to imbue Downtown with public art. New initiatives to consider include:

- > A Public Art Plan to identify key locations, funding opportunities, and implementation strategies for permanent installations as part of future streetscape, park, building, wayfinding, and connectivity initiatives. The adoption of a Public Art Plan is critical in establishing guidelines for how public art is collected, managed, marketed, and delivered to the community.
- > Temporary installations can also be planned along with streetscape and infrastructure projects in order to minimize visual nuisance. Feedback from various public outreach events indicated the negative impacts of Downtown construction activities on street life and the overall pedestrian experience. Incorporating public art into detours, construction site fences, monolithic walls of Downtown parking decks can improve curb appeal, leading to increased foot traffic and real estate development interest.



Construction Fence at the Henry Street in Roanoke, Virginia

- > A Public Art Agency or Commission should be established to implement the Public Art Plan with the help of the Department of Community Development who currently facilitates the installation of public art with the City's Public Art Policy and Guidelines. Members of this type of agency should be local residents who support the arts in some fashion, usually serving or working for local arts organizations, supporting local art, or are artists themselves. The Arts Commission will implement the Public Art Plan and expand the current Public Art Policy to include policies for obtaining or acquiring art, managing and maintaining art, funding art, and implementing art projects.
- > A Percent for Art Program is the most successful and direct way a locality can work towards including more public art in the urban landscape. In this program, 1% (or a fraction of a %) of the construction costs of public projects are set aside for public art. Art can either be incorporated into the project itself or be set aside for implementation elsewhere. The City Administration with guidance from the Arts Commission would be responsible for deciding what projects received funding. While the requirement only applies to public projects, it could be coupled with benefit to private developers for incorporating art into their projects as well.
- > Expanding "art" to nontraditional forms. Art can be incorporated into the urban landscape in unexpected ways that will make being in Downtown exciting. Crosswalks, sidewalks, streetlights, and building facades can all become venues for public art and can add to the vibrancy Downtown. The 12th Street Hill Climb should be a focus for this kind of public art, though it should spread throughout Downtown.



Parking Garage Mural in San Diego, CA
 Source: <https://coolsandigosights.com/2015/09/28/cool-new-parking-garage-mural-in-downtown-san-diego/>



Streetlight in Paris



Existing Public Art Downtown



Manhole Cover paid for by a Percent for Art Program

4.4 PUBLIC SPACE AND RECREATION: GOALS

- > Provide a network of parks and open spaces that celebrates the James River and the unique scenery of Lynchburg.
- > Enhance Downtown as a destination that provides citizens with exceptional opportunities for social interaction and recreational experiences.
- > Boost economic growth and tourism by developing a signature venue in Downtown that can support large-scale outdoor events.
- > Weave high-quality public spaces into the fabric of Downtown to create a more livable neighborhood.
- > Provide access and strengthen connections to the James River.

4.5 PUBLIC SPACE AND RECREATION: RECOMMENDATIONS

Successful downtowns have signature public facilities that are well maintained and operated. Public investment in improvements deserves maintenance and excellence in operations and community coordination. With respect to Downtown Lynchburg, maintenance of public plazas, parks, sidewalks, landscaping, trash collection, etc. is critical to the growth and visual appeal of Downtown. The following should be considered to address maintenance and operation of the public improvements advocated in this Master Plan:

Adequate Funding - Public Works and Parks & Recreation should be given adequate funding to cover streets and sidewalk maintenance, including monitoring trash in these areas, and landscape maintenance.

Events – Public events need to be a coordinated effort through partnerships. A shared calendar is an effective tool that facilitates collaboration between partners as well as the effective management of Downtown events. All events in public areas should be undertaken in compliance with an adopted City “memorandum of agreement” that specifically outlines responsibilities and any collaborative initiatives.

In order to achieve the goals and recommendations identified in this section, the *Downtown Lynchburg 2040 Plan* proposes a series of short, mid and long-term strategies that build upon the successes of previous efforts while meeting the public space and recreation needs of Downtown.

PUBLIC SPACE AND RECREATION

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
PARKS AND GATHERING AREAS		
<ul style="list-style-type: none"> Riverfront Park-Restroom improvements, decorative fencing and gating system. 	<ul style="list-style-type: none"> Destination Amphitheater - Complete. 	<ul style="list-style-type: none"> Riverfront Park - Restore after proposed amphitheater is constructed and complete implementation from 2000 Plan.
<ul style="list-style-type: none"> Destination Amphitheater - Secure a site and development collaborative for the project. Prepare designs. 	<ul style="list-style-type: none"> Canal Park - Install play amenities, landscaping, historic interpretation 	<ul style="list-style-type: none"> Riveredge Trail - Negotiate with CSX, Pursue Easements, Design Overpass, Implement Project
<ul style="list-style-type: none"> Canal Park - Establish trail route through canal, connecting Blackwater Creek and Percival's Island Trails. Add seating to skatepark. 	<ul style="list-style-type: none"> Foundry Park - Design and Implement 	
<ul style="list-style-type: none"> Dog Park - Design, build, and establish partnerships with organizations, such as Friends of Lynchburg Dog Park, to help raise funds. 	<ul style="list-style-type: none"> Clay Street Reservoir Park - Design and Implement project in conjunction with 6th Street Improvements 	<ul style="list-style-type: none"> Clay Street Reservoir Park - Establish partnerships to assist with operations and management of special events such as the Reservoir Park on Ice.
<ul style="list-style-type: none"> Community Market - Implement indoor recommendations. 	<ul style="list-style-type: none"> Community Market - Complete plaza design and coordinate with Arrival Pad and Downtown Streetscape Project. 	
<ul style="list-style-type: none"> City Hall Plaza - Relocate parking and implement. 	<ul style="list-style-type: none"> Main Street Arrival Pad - Coordinate design and construction with the Community Market Plaza and Downtown Streetscape Project. 	

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

PUBLIC SPACE AND RECREATION

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
TRAILS AND PEDESTRIAN CONNECTIONS		
<ul style="list-style-type: none"> • Lower Bluffwalk Improvements - Install flexible seating, shade structures, and lighting as needed. 	<ul style="list-style-type: none"> • Lower Bluffwalk Extensions - Identify and pursue easements on private properties and implement projects. 	
<ul style="list-style-type: none"> • New Upper Bluffwalk - Identify and pursue easements on private properties for implementation. 	<ul style="list-style-type: none"> • New Upper Bluffwalk - Complete Master Plan. 	<ul style="list-style-type: none"> • New Upper Bluffwalk - Implement in coordination with potential adjacent development.
	<ul style="list-style-type: none"> • Implement Hill Climb projects in coordination with Downtown Utilities Project and Clay Street Reservoir Project 	
STREETS AS PUBLIC SPACE		
<ul style="list-style-type: none"> • Support the installation of parklets, plazas, and pocket parks as feasible and requested by adjacent property owners. 		
<ul style="list-style-type: none"> • Implement temporary art installations with construction projects. 	<ul style="list-style-type: none"> • Establish an Arts Commission 	
<ul style="list-style-type: none"> • Develop a Public Art Plan. 	<ul style="list-style-type: none"> • Enact a Percent for Art Ordinance 	

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

5. PARKING

- 5.1 FINDINGS
- 5.2 PARKING MANAGEMENT
- 5.3 MIXED-USE PARKING DEVELOPMENT
- 5.4 PARKING IN 2040
- 5.5 PARKING: GOALS
- 5.6 PARKING: RECOMMENDATIONS

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5.1 FINDINGS

EXISTING PARKING STUDIES

Two parking studies for Downtown Lynchburg were completed after the initial 2000 Master Plan was adopted (Strategic Parking Study by Carl Walker in 2007 and Downtown Parking Deck Feasibility Study by Desman Associates in 2012). Each study concluded that as a whole, Downtown actually had a surplus of parking supply. Other important findings of the studies were:

- > Certain areas of Downtown experienced parking pressures due to inconsistent utilization of the parking supply.
 - > Connectivity of some of the parking supply to Downtown created underutilization of some facilities.
 - > There were little to no options for long-term visitor parking for longer than 2 hours because public parking garages catered to contracted monthly parking. Of note is that since those studies were completed, four locations Downtown have opened for hourly paid parking to accommodate long-term visitors.
 - > Observations indicated that existing hourly parking is underutilized.
- > There is a need for a better wayfinding system to indicate where off-street public parking is located.
 - > Both studies recommended establishing a pay structure for on-street parking spaces in order to manage parking and provide revenue for needed improvements. In 2016, the City conducted its first paid on-street pilot project study to gather input from stakeholders regarding the re-introduction of paid on-street parking. The pilot project included twelve parking spaces in the 1300 block of Main St. only. At the completion of the pilot project study, community stakeholders and visitors had mixed reactions on the effects it had on parking in general. According to the City's Parking Management Department, the pilot project was successful in providing convenient parking spaces that were previously unavailable due to lack of vehicle turn-over. On the other hand, some of the issues that arose resulted from having available close-by free parking, the introduction of new pay stations being too technical, and confusion about the overall purpose of the project. Any future on-street paid parking implementation efforts should include a more encompassing area, as well as a comprehensive communications outreach campaign.

FURTHER OBSERVATIONS

The project team found the following additional observations that together formed the basis of this chapter's recommendations:

- > The existing parking supply in Downtown is ample and distributed through the Central Business District. This is evident from the Parking Map (on the next page) which illustrates all public and private parking resources, both on and off-street. Of note is that many of the lots are private in nature, with most of them being used only when offices are occupied or when church is in session. Attempts by the City to negotiate leases for shared parking on private lots have had limited success.
- > Much of the available free public parking is being used by residents and employees of Downtown. Since 2000, there have been over 900 residential units added in Downtown and there are currently over 430 businesses.
- > Like many cities who have focused on revitalizing their downtowns, there are no minimum parking requirements in the Downtown B-4, Urban Commercial Zoning District. Consequently, new development in Downtown (residential and commercial) is not required to provide parking.
- > As recommended in Donald Shoup's acclaimed book, *The High Cost of Free Parking*, and as is the state of the practice in downtown revitalization today, parking needs are market driven. Therefore, parking minimums are typically not required for redevelopment projects. As a result, developers and businesses provide only what they believe will be necessary for

operation and tend to share parking resources; such as on-street spaces, surface lots, and garages. The hesitation of requiring developers to build new parking in a historic and dense urban environment is that it will deter redevelopment and could result in the removal of historic buildings, detracting from the Downtown environment.

- > Downtown should be a "park once" area of the City. Drivers should leave their car once they find parking and walk or take other means of transportation between their Downtown destinations. Because blocks Downtown are short, it has the right "bones" for being a walkable community. Additional street life and efforts to reduce the burden of Lynchburg's hills can help this. Strategies throughout this document should be implemented to ensure this "park once" environment.
- > Downtown's geographic area measures slightly over 150 acres. Of that area, 40 acres is occupied by surface parking lots, which means roughly 25% of Downtown is consumed by surface parking. This is a significant amount of land that could be eventually repurposed for a higher and better use than simply car storage. Many downtowns have used surface parking lots as opportunity sites for new infill development. In Greenville, SC, and many other revitalizing cities, mixed use buildings are constructed on surface lots; integrating structured parking into the redevelopment of the lot. In this way, many needs are met on an existing site while creating a downtown where people can live, work, and play without having to drive to each and every destination.

5.2 PARKING MANAGEMENT RECOMMENDATIONS

As identified in the previous section, Downtown Lynchburg suffers more from parking management issues than supply issues. During the stakeholder engagement and charrette sessions, parking often took the front seat as the challenge that residents felt was most pressing. Ironically, this perception of a parking issue often goes hand in hand with success in a downtown. While the past studies show that Downtown Lynchburg does not yet have a parking space shortfall, the perception is quite different. Often this is due to topographical challenges between available parking and destinations. This is addressed in a Chapter 6 section titled ‘Solutions to Lynchburg’s Topography.’

The previous studies gave a direction on how to address the management of parking resources. This plan identifies overall strategies to effectively manage the public and private supply of parking Downtown and looks ahead to 2040 and the changing landscape of parking in downtowns.

PUBLIC PARKING

Public parking Downtown consists of all City-owned spaces, which include on-street spaces, off-street surface lots, and off-street decks. There are approximately 1,035 on-street spaces and 2,189 off-street spaces within the Central Business District. However, there are approximately 3,276 privately owned spaces. While limited, it is important for the City to manage the parking resources it has to boost economic impact, effectively use public land, and pay for the maintenance, upkeep, and expansion of such parking.

ON-STREET PAID PARKING

As Downtown has become more successful, on-street parking should be converted to paid parking as recommended by both the 2007 and the 2012 parking studies. Most successful downtowns charge for on-street parking and Lynchburg has reached this point. These spaces are the most valuable to a vibrant downtown, as they are the most conveniently situated next to downtown destinations. This convenience should come with a premium. The following are key components to successfully implementing a paid on-street parking system:

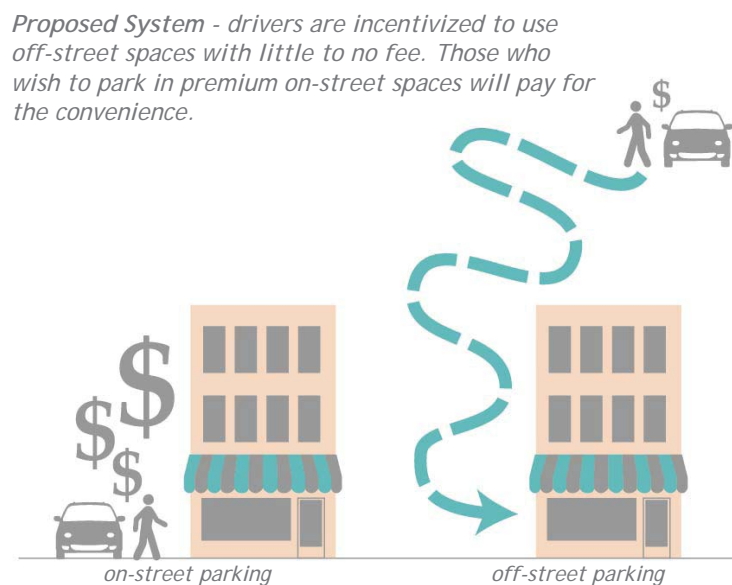
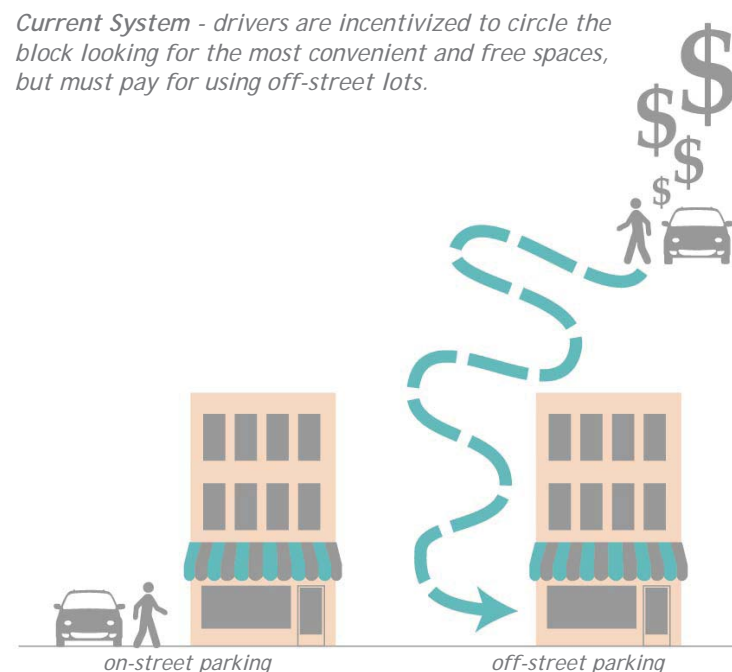
- > Implementation must encompass a large area. Phasing the implementation would be more cost-effective on the capital side; however, each phase should be large enough to produce effective results. A reasonable first stage could be the Main Street and Church Street pairs, including cross streets for one block in each direction.
- > Less convenient off-street parking should be made free for short term users (1 or 2 hours maximum). The initial implementation of paid on-street parking should be coupled with the removal of fees for short term parking in off-street spaces. People parked for longer than two hours would need to pay. This alternative free parking for short-term uses should remain in place until a significant capital cost (i.e. new garage) comes into play.
- > Pay stations with “pay by space” or “pay by plate” technology should be implemented to make it easy for the users. Various parking vendors are available to test their systems to determine which is right for Lynchburg.
- > One City entity should manage both the on and off-street parking supply. Currently, different city departments manage the on and off-street parking, which creates some disconnect in the management of the overall parking supply and makes it difficult to set up a market based system. Most cities with successful parking management systems have all parking resources under one department or authority. The City should consider placing

all Downtown parking resources (including on-street parking) under one entity for management, enforcement, and potential expansions; this action should occur only simultaneously with the implementation of paid on-street parking. A responsibility of this entity would also be to monitor utilization of surface lots and to continue to pursue lease agreements for shared use of private lots, and to monitor the physical conditions of the lot and to bring attention to maintenance issues that may arise.

There are a number of benefits to on-street paid parking:

- > Creates space turnover in the most convenient spaces near businesses and facilitates quick stops by drivers who otherwise would keep moving through Downtown.
- > Prevents the incentive to circle the block looking for free on-street spaces, reducing traffic.
- > Paid on street parking eliminates abuse of convenient free spaces by long term parkers (residents and employees) who move their vehicles from space to space to avoid tickets.
- > As the most valuable spaces, on-street parking can provide a significant source of revenue to fund future investments in the parking system, including maintenance and renovation of current facilities, construction of new facilities, leases of shared facilities, and funding of management of the parking resources.

Additional parking should be added as the need and opportunity arises; the following are a few ways that the City can be proactive in providing new parking supply as Downtown continues its success.



PARKING GARAGES

While progress has been made in providing longer term off-street parking for Downtown visitors, the Midtown garage is still underutilized for that purpose. Also underutilized is the Holiday Inn garage, which most people don't realize is public. Finally, the Clay Street garage, while fully utilized today, will be an available resource once the police department moves to a new headquarters.

Part of the issue is a lack of clear wayfinding to direct visitors to longer term (>2 hours) parking garages and lots. A comprehensive wayfinding program should highlight visitor long-term parking (See Wayfinding Chapter). In addition, web-based resources showing visitors the location of available parking should be enhanced and made more accessible. Many cities are doing this effectively so that visitors know where to park before ever beginning their journey to a downtown, minimizing the frustration of hunting for parking upon arrival.

NEW PARKING GARAGES

Previous studies recommended siting the next public parking garage at the western corner of 12th and Commerce. This plan recommends this location also but coupled with design guidance and requirements for all new and renovated garages. Garages should contribute to the fabric of Downtown and must have active ground floor storefronts. Additionally, garages can include active office or residential uses in a multi-story format. See section on mixed-use garages later this chapter for more information on design.

This format provides for an opportunity for public/private partnerships to construct new garages concurrent with development. While the City should be open to potential public/private partnerships to add to the parking supply, a new public deck should not be pursued until existing parking supply regularly operates at 85% capacity and can be financially supported through parking revenues.



My Dog Duke's Diner is a local Lynchburg example of a restaurant use within a parking deck, helping activate the street.

LEASES FOR PRIVATE PARKING

The City has been relatively unsuccessful in securing lease arrangements to use private parking lots or garages in off peak times, although a new agreement with the Criminal Justice Academy now allows public parking in the 12th/Commerce lot on nights and weekends. The City should continue efforts to pursue such lease agreements and consider innovative approaches such as evening and weekend valet service for Downtown patrons. Controlled access of private parking lots would address vandalism and cleanup concerns of property owners. Communities like Columbus, Georgia have used this approach successfully. Vendors make their money through the valet fees, which in Columbus, are paid by the Downtown Merchants Association.

PRIVATE PARKING

There are significant amounts of private parking in Downtown. With more than both on and off-street public parking combined, private parking plays a major role in the parking supply. While many citizens spoke out saying it was time for developers to be required to provide parking in Downtown Lynchburg, it has been the experience of this team that market forces should be the driving force behind whether or not developers provide parking. Requiring parking encourages car travel by Downtown visitors and ownership among residents, adding traffic and consuming real estate for car storage. Thus, we do not recommend instituting parking requirements for new development.

MARKET-DRIVEN PARKING REQUIREMENTS

Many cities do not require parking in urban downtowns. The elimination of minimum parking requirements is frequently used to encourage downtown investment and revitalization, since by not requiring developers to construct new parking typically removes a significant barrier to development from both logistical and cost perspectives. In this scenario, the entire downtown parking supply is considered as a “parking pool” for downtown, with the understanding that people may have to walk a block or even a few to reach their destination after parking their car. Careful design of the streetscapes and active streets/storefronts make those blocks conducive to strolling. That short walk becomes less of a burden and actually enjoyable as visitors experience an exciting downtown along their walk. By creating this “park once” environment people use their car only to access the downtown; once there, they walk among destinations. This is similar to what suburban mall developers do, in that a person parks their car and then strolls along active storefronts where interesting things are going on in the mall corridors. However, downtowns are typically even better at creating and maintaining a real and always-changing environment.

Lynchburg removed its Downtown parking requirements several years ago and afterward saw the beginning of Downtown’s revitalization. To continue this upward trend, the private market should continue to dictate the amount of parking it needs. In addition, downtowns sometimes establish parking maximums in certain areas to prevent dedicated surface parking lots where the land may be better utilized with development.

While it has only been five years since the last parking study, the City should evaluate the amount and utilization of parking in Downtown to reset a baseline for future decisions. These utilization counts should be updated at least every two years to stay current with land use changes in Downtown. Other mechanisms that can be used to provide parking for redevelopment include the following:

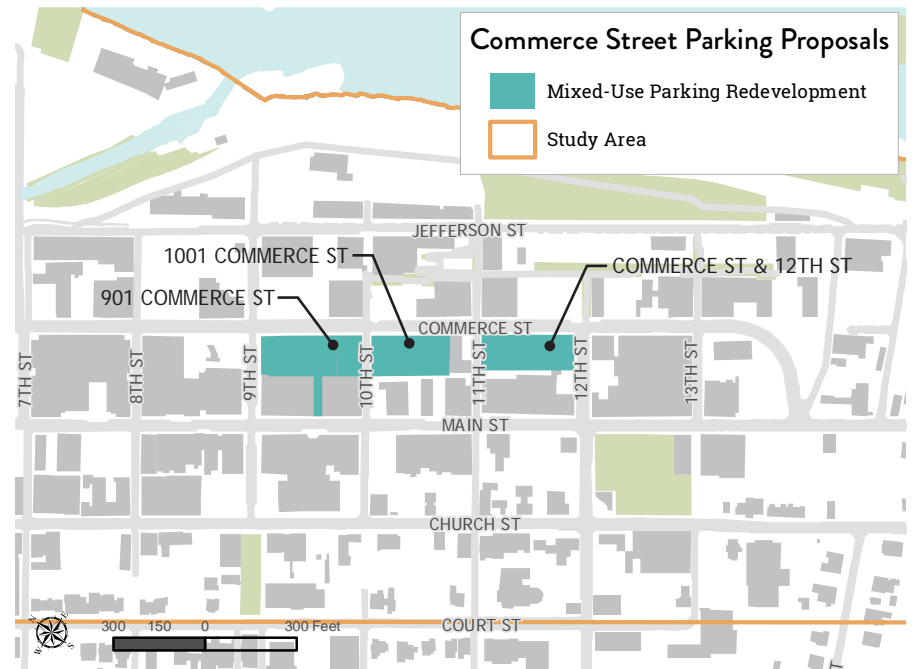
- > The unbundled parking where a developer sells parking a la carte in addition to the price of a residential unit;
- > Public-Private Partnerships (PPP) in joint use garages;
- > Creation of a “parking pool” for Downtown where developers can purchase spaces. This scenario requires a baseline study to understand how much public parking supply is available and offer the spaces to developers for cost through lease purchase.
- > Facilitated lease agreements for shared parking between complementary uses.
- > Set parking triggers based on utilization studies to be updated regularly. An 85% utilization is a typical metric for an indicator that a mitigation measure in the form of additional parking or pricing adjustment is needed.

5.3 MIXED-USE PARKING DEVELOPMENT

This plan proposes three concepts for mixed-use structures with potential to increase parking and boost economic development in Downtown Lynchburg. The sites described in this section were selected based on their central location along Commerce Street; current use as parking facilities; size and configuration; and opportunities for historic tax credits. One site is a surface parking lot; the other two are existing aging garages.

The first concept proposes the construction of a new structure at an existing surface parking lot at the corner of 12th and Commerce Streets. described in the *Downtown Parking Deck Feasibility Report (2013)* by Desman Associates. The second approach recommends repurposing sections of a historic parking structure for commercial infill. A third concept suggests the replacement of an existing garage, nearing the end of its lifespan, for the development of a new hotel, parking deck, and retail shops.

All three concepts integrate a mix of uses in order to increase parking and commercial activity between Jefferson and Court Street. Retail and public uses, rather than parking, will primarily occupy the ground levels of these structures to encourage street life along Commerce Street. With this approach, parking garages can serve multiple functions (including delivery and loading for businesses) while contributing to Downtown's public realm and the City's economic growth.



Proposed Locations for Mixed-Use Parking Development



CASE STUDY: CHARLESTON, SC

Charleston, South Carolina has been very successful in accomplishing public-private partnerships for a mixed use parking structure. The garage above replaced an outdated facility in the historic district of Charleston. This project was a 3-party public-private partnership between the City, College of Charleston, and a private developer. The garage contains over 600 spaces with student housing on the top three floors. The main College dining facility is located on the ground floor along with a CVS pharmacy. By creating this mixture of uses, the partners were able to both provide needed parking and activate the streetscape.



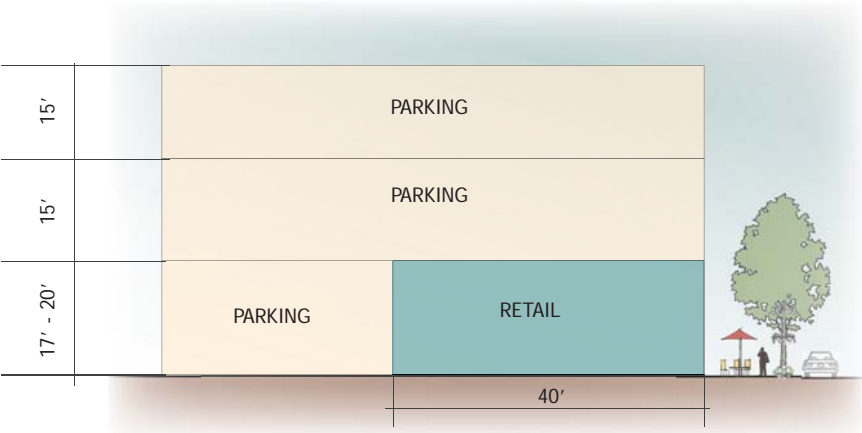
A new parking structure is a long-term strategy to provide parking. This structure should include street-level retail, mixed-uses, and streetscape enhancements. The addition of shuttles and/or street car service could better connect parking lots to Downtown destinations.

COMMERCE STREET AND 12TH STREET

A new mixed-use parking structure is proposed at the corner of Commerce Street and 12th Street. The property is currently occupied by three surface parking lots: two that serve the property at 1100 Main Street, and one that is owned by the Central Virginia Criminal Justice Academy. The *Downtown Parking Deck Feasibility Report* (2013) by Desman Associates, classifies this lot (referred to as Site K) as a preferred location for a new parking deck; ranking high in two categories: ease of property development and potential to double the amount of parking currently provided. Furthermore, the report recommends introducing a mix of commercial and retail spaces at street level to induce more pedestrian activity.

The proximity of the site to the Bluffwalk, as well as the anticipated hotel development nearby, suggests the need for more commercial activity along Commerce Street. Public space and recreation initiatives proposed in Chapter 4 further support the viability of a mixed-use structure that provides central parking while providing services that attract residents and visitors to Lynchburg’s Central Business District.

In order to meet Downtown’s fluctuating market needs, the proposed concept for this underutilized lot recommends a flexible design that will allow the transformation of the structure later on. One approach is to provide a floor-to-floor height of 15 feet between each parking level, rather than the standard 10 feet. Although a more-costly tactic, the increased height provides an opportunity for the structure to be adapted to accommodate retail, office or apartment spaces without major structural upgrades.



Parking garage design should encourage non-parking activities on the first floor, such as retail at the ground level. Stairs and elevators should be designed to fit within the boundaries of the garage, rather than on the exterior as an attached stair and/or elevator tower.



Building materials should be similar in color and texture to those of nearby structures. Retail storefronts should incorporate clear glass to provide visual interaction with the pedestrian/vehicular traffic.

1001 COMMERCE STREET

The parking deck at 1001 Commerce Street represents a significant mid-century trend in downtown commercial development. As the use of automobiles increased, parking garages proliferated across the nation as historic downtown business districts tried to compete with suburban shopping malls and office parks. Designed ca. 1949 by David Wickline Jr. and built by Fred B. Fuqua for Parking Center, Inc., this parking deck is one of the earliest examples of this building type constructed in Lynchburg. The parking deck and its associated attendant's booth and retail space represented the desire to provide full-service and convenient parking in Downtown.

The historic parking garage contributes to the Historic District and should continue to be used as a garage. Older steel parking garages tend to have a limited lifespan compared to concrete structures. The structure should be repaired and reinforced in order to keep the stability of this building as it functions as a parking garage. The impact of vehicular use compared to pedestrian activity is much greater on the existing structure and reinforcement may be required. However, if the use changes, there may be fewer requirements for structural capacity.

The existing garage structure originally included a small retail space and features tall floor-to-floor heights. Two enclosed spaces, one on the ground level and one on the second level, have functioned as businesses since its original construction. Currently, a newly opened diner utilizes the enclosed space on the ground level.

The existing structure is well suited to be partially repurposed into another function such as retail, office, residential or hospitality. Given its contributing status, it may be possible to utilize historic rehabilitation tax credits in the adaptive reuse of this historic parking garage.



1001 Commerce Street - Historic Parking Structure

901 COMMERCE STREET

This Master Plan recommends the replacement of the existing parking garage with a new mixed-use parking development. The limited life span of the steel structure creates an opportunity to replace it with a more efficient parking layout and variety of uses. Site topography allows for the provision of access points to the top level of the new facility from an alley on Main Street, and the lower level from Commerce Street.

The concept for this site proposes a mix of retail storefronts on the ground floor along Commerce Street, parking on the middle levels, and another use at the top Main Street level. The sketch on the following page illustrates an option for a three-story hotel above the parking area. Other potential uses include office space or residential units. Access for vehicles would take place from Main Street at the top parking level. Delivery access could also be provided at this level to the back of businesses facing Main Street. A public elevator proposed at the northeast corner of the new structure would provide access to interior spaces, as well as an ADA connection from Commerce Street to Main Street. See Chapter 6, Mobility and Accessibility, for proposed vertical circulation systems.

In terms of architectural character, a variety of exterior materials could be introduced into these concepts to articulate different uses and create a less monolithic façade. As proposed in Chapter 4, public art could also be incorporated as part of the design for a more interesting and engaging building aesthetic.

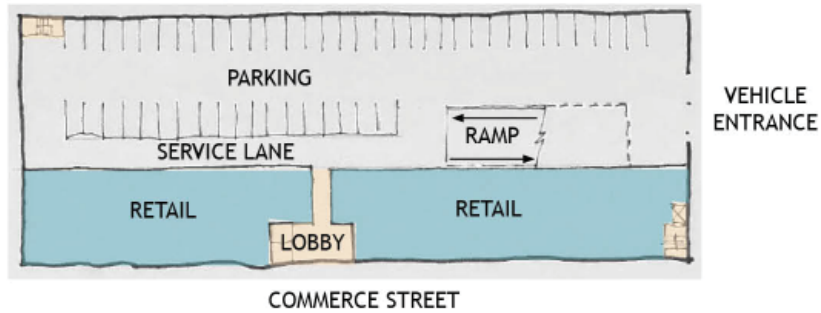


901 Commerce Street - Existing Parking Structure

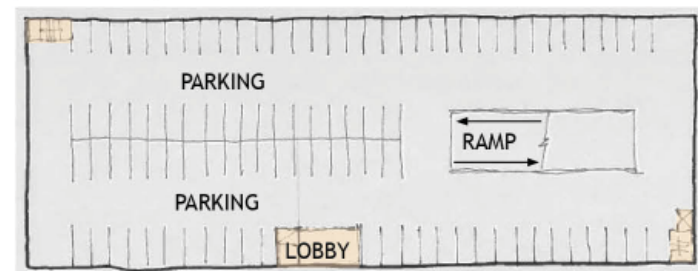


901 Commerce Street - Proposed Concept Sketch

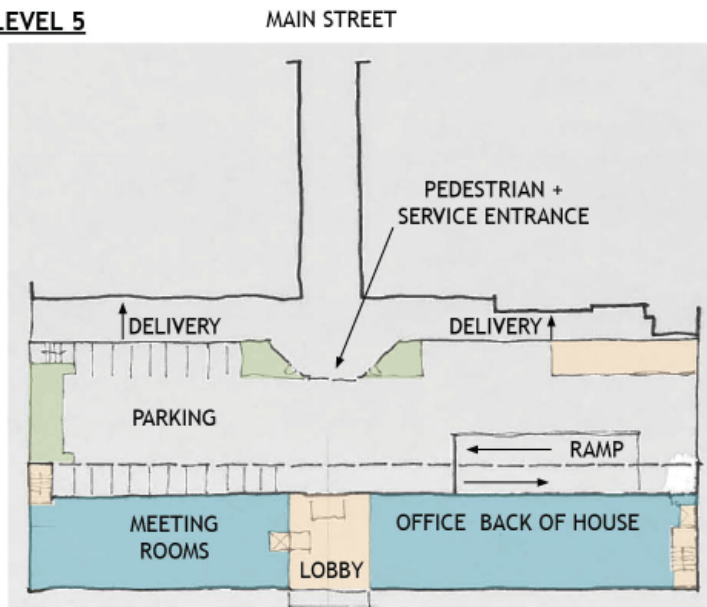
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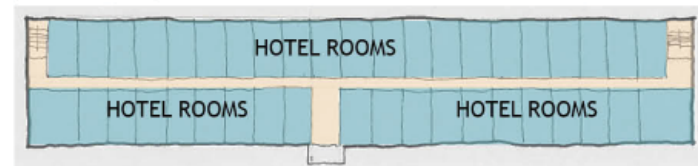
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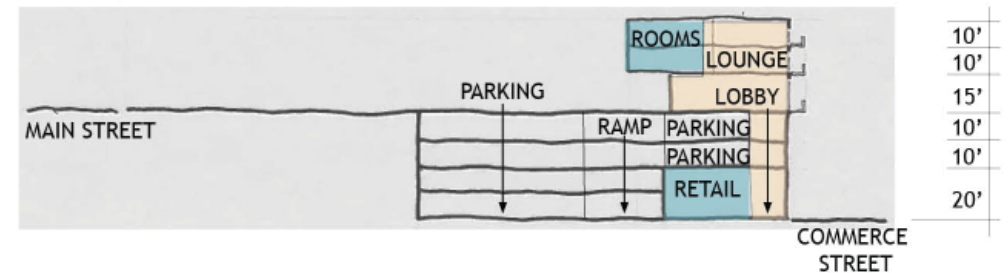
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SECTION



901 Commerce Street - Proposed Concept

5.4 PARKING IN 2040

In 2017, the majority of people coming to Downtown traveled there by personal vehicle. This causes a focus on and demand for both more and free parking. However, as it continues to grow, Downtown will struggle to accommodate a parking space for everyone and planning to will limit its growth. Surface parking is an inefficient use of land in an urban area and structured parking is expensive to build and maintain. Supporting and encouraging the use of other modes of transportation are critical components to seeing continued growth Downtown. Additionally, Lynchburg will need to be flexible moving forward to accommodate changing transit technologies and maximize growth.

TRANSIT & PARKING

Transit should be improved both to and within Downtown to minimize demand for parking in the future. Reduced headways from nearby neighborhoods and improved transit stops can help this. Within Downtown, if feasible, routes should connect parking areas with destinations, and should be focused on primary routes up and down the hill, the main barrier to walking Downtown. See Mobility Chapter for more information on transit recommendations.



Comparison of the space it takes for 60 people to travel by bus, bike, and car.
Photo Source: <http://humantransit.org/2012/09/the-photo-that-explains-almost-everything.html>

MOBILITY HUB

A mobility hub or hubs should be established Downtown. Mobility hubs are places where bus transfers can take place, shuttles can stop, vehicles can “park and ride,” and services such as bikeshare and carshare are available. Bus routes from colleges and other destinations outside of Downtown would interface at this location to provide multi-modal access. New residential housing in a transit-oriented format could be established near this mobility hub. An available location for a mobility hub would be on the existing Court Street Lot (Lot R) near the Lynchburg Regional Business Alliance. A second should be established in a key location in the center of Downtown. See Mobility Chapter for more information on how the hubs should tie into the transit network.



An Example of a Shared Mobility Hub. | Image by Sophia Von Berg via Shared-use Mobility.

AUTONOMOUS VEHICLES

By 2040, autonomous vehicles will likely be a reality on Downtown streets. While how they will be integrated into the urban landscape is still unknown, the City should remain flexible and adaptive to this new technology. *Shared* autonomous vehicles provide an enormous opening to reduce parking demand and should be encouraged; however, individually owned autonomous vehicles will likely increase the demand for parking or increase emissions and traffic while vehicles circle the block waiting for their owners. Buses/other modes of transit and delivery trucks will also likely become autonomous. Loading/unloading zones or even designated lots may become more prominent features Downtown and begin to replace parking. Sensors may need to be incorporated into the streetscape to communicate surrounding conditions to these vehicles.

As the time approaches to build a new public parking deck, due consideration should be given to the true utility of such an expensive structure in the future. In addition to ensuring it has ground floor retail, the City should question whether it is truly necessary or what accommodations should be incorporated to make it most functional in an autonomous vehicle future. See Mobility Chapter for more discussion on shared autonomous vehicles.

5.5 PARKING: GOALS

- > Share parking resources with other Downtown interests by fostering public / private partnerships.
- > Improve parking resources in Downtown using solutions that are attractive, convenient, manageable, and financially feasible.
- > Connect parking areas to destinations through street, transit, pedestrian, bike, and wayfinding networks.
- > Communicate clear and concise information about parking.
- > Capitalize on premium on-street spaces through the implementation of a paid parking program to create vehicular turnover, while also providing lower cost, long-term options nearby.
- > Create a Downtown where visitors only need to park once.
- > Reduce parking demand by encouraging the use of other modes of travel.

5.6 PARKING: RECOMMENDATIONS

Parking was identified by the public as one of the major challenges for Downtown Lynchburg in the future. In order to further the recommendations set forth in this 2040 Master Plan, public direction and action is needed for the following:

Parking Management – The City should adopt a market-based approach to parking and charge for premium on-street spaces and reduce fees for off-street spaces. All parking resources should be placed under one entity for management in order to make the system work.

Parking Fund – A parking fund was established along with the Parking Department to facilitate future parking improvements and facilities. A clear, strategic parking plan should help support other Downtown improvement and beautification projects such as hanging baskets, parklets, bike share programs, etc.

Parking Aesthetics – Surface parking should be discouraged as an inefficient use of a limited resource Downtown (land), and new parking should be incorporated into mixed-use decks.

Large Capital Projects – Should be carefully considered in regards to occupancy rates of current decks and in the context of changing technologies with shared autonomous vehicles.

Private Parking – Minimum parking should not be dictated as it will stymie development and detracts from streetscapes. Tools should be used to prevent building demolition for surface parking.

PARKING

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
<ul style="list-style-type: none"> • Implement Parking Pay Structure for on-street parking and evaluate. Allow first two hours free in public garage or lot in conjunction, and nights/weekends similar to current practice in 12th/Commerce lot. 	<ul style="list-style-type: none"> • Create “parking pool” for Downtown to allow developers to purchase spaces (long term rental). • Conduct comprehensive parking demand and utilization study based on 2040 Master Plan. 	<ul style="list-style-type: none"> • Evaluate parking requirements for development and monitor for potential changes to current practice of not requiring or limiting parking for new or redevelopment.
<ul style="list-style-type: none"> • Evaluate and secure public/private partnerships for parking (shared use, leases, etc.). 	<ul style="list-style-type: none"> • Adopt design requirements for new parking Downtown into the Zoning Ordinance. 	<ul style="list-style-type: none"> • Develop a new mixed-use Parking Garage (public/private partnership with development)
<ul style="list-style-type: none"> • Implement Wayfinding for Downtown Parking. 	<ul style="list-style-type: none"> • Complete feasibility study for a mixed-use parking garage project in light of changing technology with shared autonomous vehicles and identify best opportunity. 	
<ul style="list-style-type: none"> • Revise parking management structure so that the same entity manages both on and off-street parking. 	<ul style="list-style-type: none"> • Evaluate and reconfigure transit connections to parking. 	
<ul style="list-style-type: none"> • Undertake biennial parking utilization studies and set triggers for mitigation measures. 	<ul style="list-style-type: none"> • Establish a mobility hub in Downtown. 	

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

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6. MOBILITY AND ACCESSIBILITY

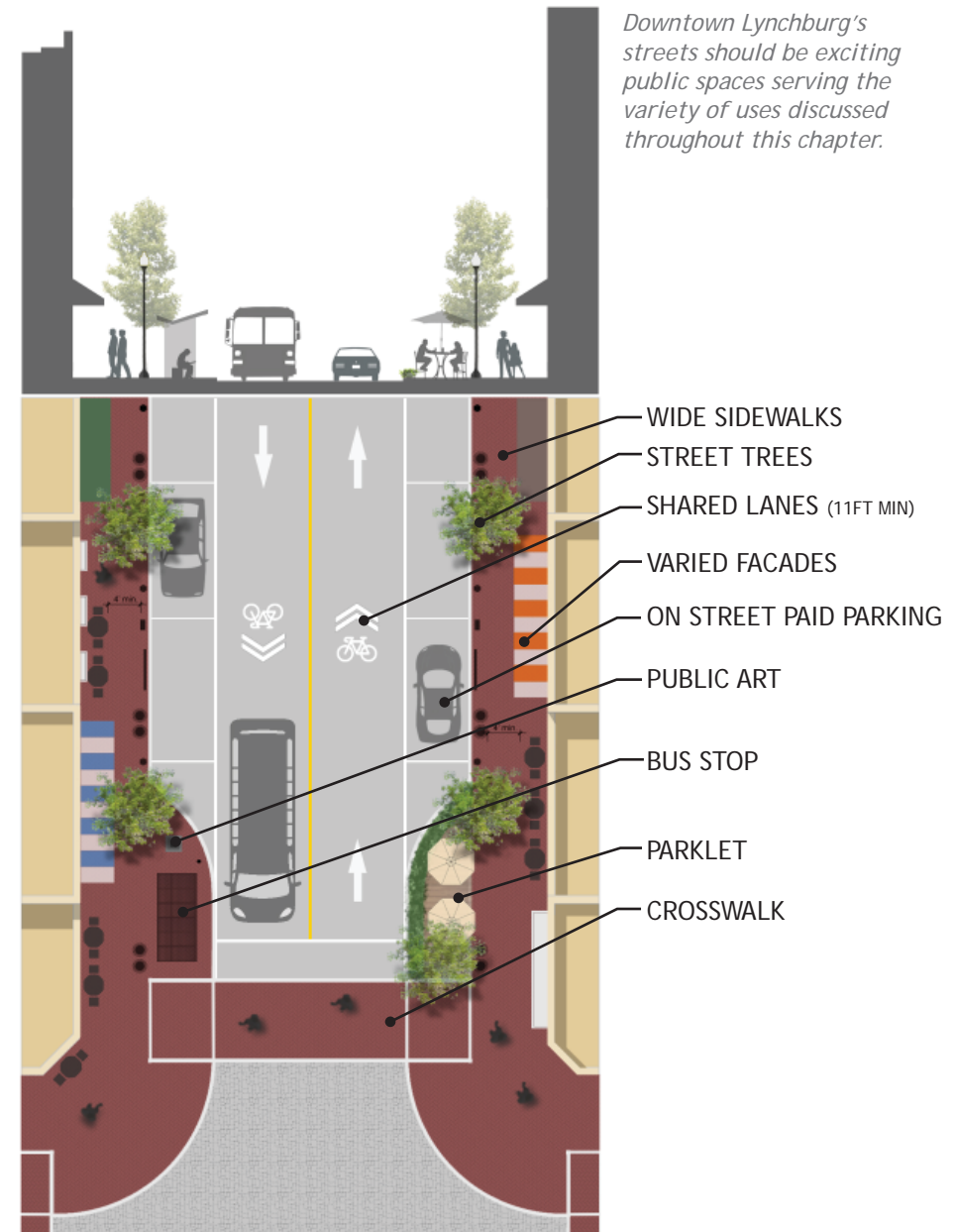
- 6.1 BEST PRACTICES IN DOWNTOWNS
- 6.2 FINDINGS
- 6.3 WALKABILITY
- 6.4 TRAFFIC CIRCULATION AND MANAGEMENT
- 6.5 TRANSIT
- 6.6 BIKEABILITY
- 6.7 MOBILITY AND ACCESSIBILITY: GOALS
- 6.8 MOBILITY AND ACCESSIBILITY: RECOMMENDATIONS

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This section focuses on the mobility of all types of transportation to, from and within Downtown. In the past, transportation projects have focused primarily on moving the most automobiles as quickly as possible with little regard for the surrounding context or other modes of travel – foot, bike, or transit. Transformative projects from the Downtown & Riverfront Master Plan 2000 that began to rectify this trend kicked off the revitalization seen Downtown today and are beginning to create a bustling, successful urban center that has life at all hours of the day. This section makes recommendations that focus on the benefit of the Downtown environment and how to continue the growth in Downtown Lynchburg.

Because Downtown has seen so much transformation since its previous master plan, the recommendations in this section include two major categories. Some are recommendations from the 2000 plan that have not yet been implemented, such as the conversion of one-way streets to two-way, which must be accomplished now. This plan includes more detail on why, how, and when this should be completed. There are also new recommendations geared toward addressing mobility issues and challenges due to changes in Downtown and the way people in America move. Emerging modes of travel, such as shared autonomous vehicles and bike-share, are enabled with this planning effort.

All recommendations contained herein, new and legacy, increase mobility and accessibility for Downtown residents, workers, students, and visitors. How people move to, from, and within Downtown will be paramount to the success of this next wave of a reimagined Lynchburg.



6.1 BEST PRACTICES IN DOWNTOWNS

For too long streets have been designed for one function – to move cars quickly and without delay. The reality is that streets can do more than just move cars. They can move people on foot, on bikes, and on transit, often without impacting vehicular throughput. They can also be more than just a way to get somewhere else. Good streets can be good places, too. They are public places where people meet, sit, eat, socialize, conduct business, wander about, play, and more. Downtowns need to create this atmosphere in order to succeed in the 21st Century. Over time best practices on designing downtown streets have evolved from being focused on simply moving cars to serving this variety of purposes. Creating these kinds of streets requires the combination of a walkable, mixed-use land use pattern and a transportation network that supports it.

“The best transportation plan is a good land use plan”
– Former Vancouver planning director Brent Toderian.

Cities determine their desired land use and tailor their transportation network to it. If a dense, bustling, urban core is preferred, then the transportation planning efforts should focus on:

1. Walkable streets
2. People and space efficient transportation options

The key is to make sure that growth is not limited by the transportation network. If it is expected that everyone will travel by car to, from, and within a downtown, then the city will quickly run out of space to contain the automobiles and deter further growth. If the transportation network focuses on moving the most people, the amount of growth a downtown can accommodate becomes limitless.



Streets can serve many uses and become good public spaces that foster Downtown life and activity.

6.2 FINDINGS

Walkable, mixed-use downtowns are also good for business. According to a study completed by the EPA (Smart Growth and Economic Success: The Business Case: U.S. Environmental Protection Agency's Office of Sustainable Communities; 2013), many companies are moving to walkable downtowns because they recognize that locations with housing and transportation options, coupled with a mix of land uses and cultural amenities can benefit potential employees as well as surrounding business through:

- > **Increased productivity and innovation.** Dense downtowns provide easier access to labor and suppliers, which improves productivity. Downtowns also promote and encourage social interaction both within and among firms, creating an atmosphere of collaboration. Increased walkability also makes it easier for employees to participate in physical activity, which can improve health and potentially decrease health care costs.
- > **Improved ability to compete for labor.** Trends indicate that many professionals and recent college graduates prefer to have the opportunity to walk to work, as well as to walk to shops, restaurants, and entertainment. Additionally, low-wage workers need access to affordable housing near jobs and transportation options. In order to meet the needs of both groups, many businesses seek walkable central business districts, with access to transit.
- > **Stronger retail sales.** If customers can reach stores in multiple ways, stores find it easier to attract customers.

The planning team found the following while looking at transportation in Downtown Lynchburg:

- > The success in revitalizing Downtown Lynchburg since the adoption of the Downtown & Riverfront Master Plan 2000 is a direct result of methodically implementing the recommendations included in that planning effort. Many items have been “checked off the list” since adoption of the plan and the results are extremely visible in new residential units, new restaurants and stores, recreational facilities (i.e. the Bluffwalk), and cultural facilities (i.e. the Academy Theater).
- > The **behavior of traffic**, on one-way streets – Main and Church Streets, and on the four lane segments of Fifth Street and the John Lynch Memorial Bridge creates vehicle speeds, weaving behavior and has other effects that are detrimental to the walkable environment. See more in the Vehicular Circulation and Management section later this chapter.
- > **Significant grades** between the “levels” of Downtown as people move up and away from the riverfront make Downtown seem more disconnected than the actual distance would indicate.
- > **Transit is underutilized.** Ridership of the Hopper and GLTC Routes could and should be increased. There are direct routes into Downtown that should make transit the easiest way to reach Downtown.
- > Downtown Lynchburg streets already have components that are conducive to walking. Blocks are short and of a walkable scale, most have on-street parking and street trees, and there is a well-established grid of streets with wide sidewalks that connect to each other and important destinations in Downtown. This is the perfect foundation to build a very walkable downtown.

6.3 WALKABILITY

As some point everybody becomes a pedestrian. Whether they drive, bike or take transit, eventually they leave their vehicle, become a pedestrian, and walk. The model for a successful Downtown, where visitors park once, maybe a few blocks away, and walk to their destinations, relies on having an appealing pedestrian environment. If the distance the pedestrian must walk uninviting, they will be deterred from making the walk, viewing it as too much of a burden. Because walking is transportation's lowest common denominator, walkability is possibly the most critical component to continuing Downtown's growth and should be reinforced with every project.

PRINCIPLES OF WALKABILITY

Prioritizing walkability requires some significant changes that dramatically change the streetscape (i.e. the conversion to two-direction traffic). Primarily though, creating a walkable environment requires small but pervasive changes throughout a streetscape that subtly affect the pedestrian's experience. The following principles identified by The San Francisco Bay Area Planning and Urban Research Association (SPUR) 2013 report *Getting to Great Places* are keys to determining the walkability needed Downtown.

Create fine-grained pedestrian circulation. Frequent and densely interconnected pedestrian routes are the basis to walkability, as they shorten both actual and perceived distances. Lynchburg's Downtown blocks are already of a walkable scale, but could be enhanced through additional pathways through blocks, especially where streets have been closed or disconnected due to topography, creating larger than normal blocks.

Orient buildings to street and open spaces. Buildings should not be set back behind parking lots or large landscaped areas. This provides easy pedestrian access to buildings, frames the street environment, and emphasizes walking as the primary mode of transportation.



A building on Church Street is set back from the sidewalk with a more suburban style of development. The entire sidewalk acts as a driveway, degrading the walkability in front of the business.

Organize uses to support public activity. The most public/active uses, such as restaurants, lobbies, and stores, should be placed on the ground level along pedestrian routes and designed to be visible and build interest from the street. Uses that are more private and less active should be designed to be internal to blocks and on upper floors. Place parking behind or below buildings. Surface parking requires large amounts of space and detracts from creating a walkable, urban environment. Parking in Downtown should be in mixed use garages as discussed in the Parking Chapter. Pedestrian exits from these garages should be located to help activate the street.

Address the human scale with building and landscape details. Façade elements such as lighting, signage, awnings, and window openings can break up large masses and help humanize buildings. Sidewalks should include features like benches, street trees, and public art to humanize street spaces.

Provide clear, continuous pedestrian access. Sidewalks should be continuous throughout Downtown and not be broken by driveway entrances. Where sidewalks cross streets, high visibility crosswalks should be provided. These critical intersection points should also be minimized by curb extensions, reduced curb radii, median refuges and pedestrian signals. See the Vehicular Circulation and Management section for more discussion on intersection design.



Curb extensions help to shorten the crossing distance for pedestrians. Coupled with high visibility crosswalks, the crossing of major roadways such as Commerce Street can become more comfortable for all users. Additionally, landscape and streetscape enhancements improve the aesthetics of the street, benefiting both the pedestrians and local businesses.



Build complete streets. Ensure streets accommodate all modes of travel and all abilities. The City of Lynchburg has already made it a priority to rebalance its transportation system to better accommodate all modes of travel. In 2013, the City adopted a “Better Streets Policy” which combines the principles of Complete Streets, which maintains streets are not just for cars, and Green Streets, which encourages streets to serve environmental purposes too. The next step is to develop more specific design guidelines that articulate the needs of each corridor type (e.g. sidewalk width, curb height, amenities, etc). Downtown, only the street space that is necessary to maintain functionality should be allocated to private vehicles, as Downtown should contain the most balanced use between all modes.



Only the space really necessary to maintain functionality is dedicated to vehicles in revitalizing urban areas. Extra space in this photo is used for a wide pedestrian path, bike paths, and public space.

SOLUTIONS TO LYNCHBURG'S TOPOGRAPHY

Downtown Lynchburg's unique geographic features provide its characteristic vistas of the James River. To account for the grade change, historic development occurred in terraces, creating a segmented Downtown, separated by steep roadways. While vehicular circulation is unhindered by topography, pedestrian, particularly that of people in wheelchairs, and bicycle accessibility suffer from the steep topography (nearly 20% slope) of the roadways which are perpendicular to the River. Main Street and Jefferson Street are very close physically, but separated by extreme grades, creating a barrier for moving from one street to the other.

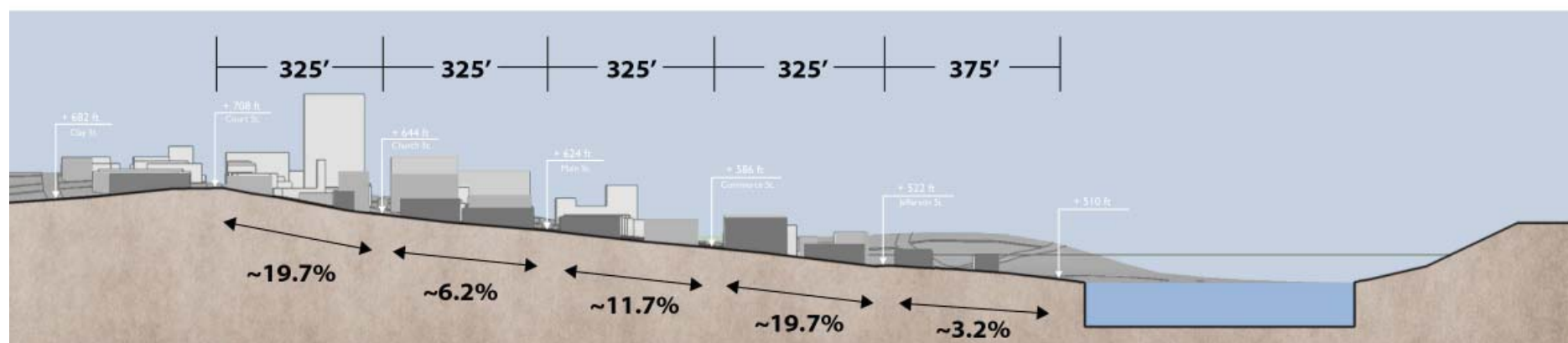
AMERICANS WITH DISABILITIES ACT (ADA)

Ideally, a sidewalk grade should not exceed 5%. Where the sidewalk grade approaches or exceeds that of the maximum permitted for a ramp, it is good practice to provide a level rest area. The slope of the level landing should not exceed 2 percent in any direction. The dimensions of the level landing should be at least 5 feet x 5 feet to

allow wheelchair users to stop and rest without blocking the flow of pedestrians. This area can be greater to become parklets and able to include other amenities such as benches, hand rails, and drinking fountains. While not specifically addressing the Americans with Disabilities Act (ADA), amenities make being a pedestrian more attractive even if it takes longer to reach a destination.

Since sidewalks typically follow the street grade, it is often difficult to maintain comfortable slopes in Lynchburg, especially for wheelchairs. In areas with steep slopes, such as Downtown cross streets, accommodations for alternate modes of travel are needed. At a minimum, sidewalks need to be wide to permit the wheelchair user to travel in a zig-zag motion.

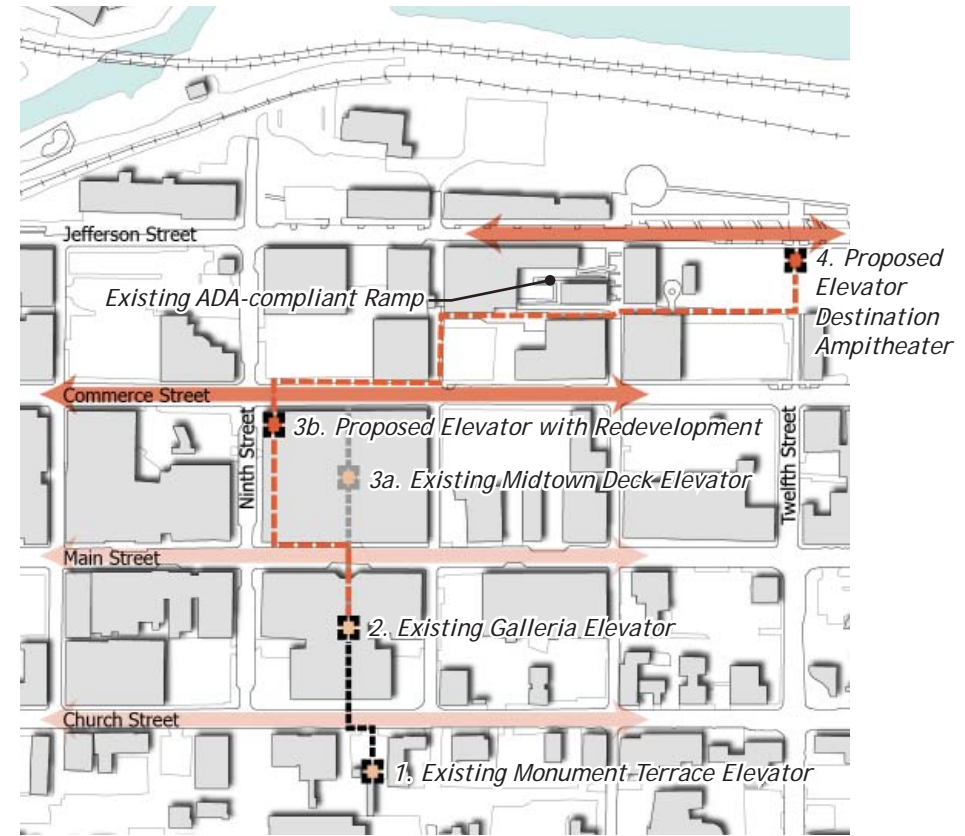
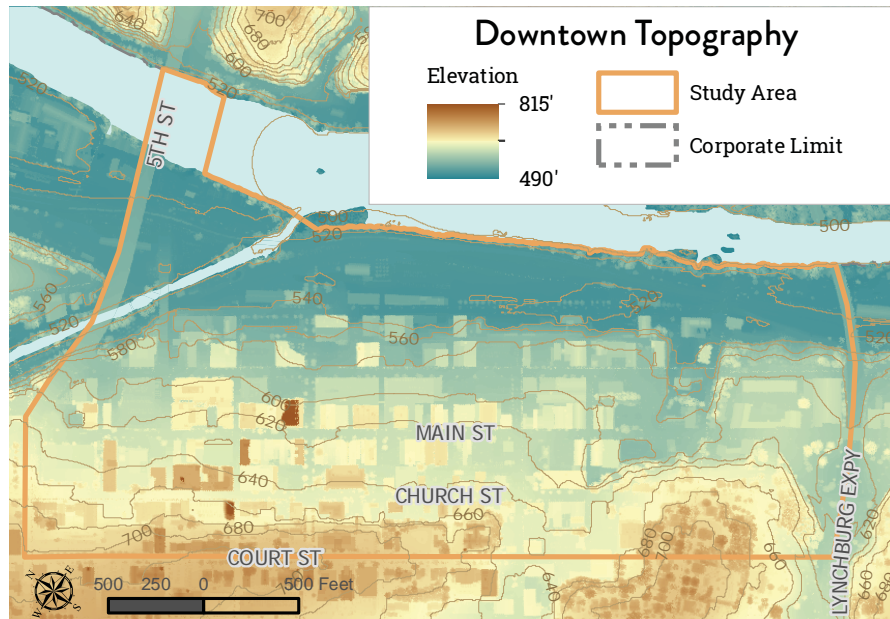
While walking Downtown Lynchburg's steep grades is certainly good exercise and more attractive with an improved walking environment and paid on-street parking, other available tools include elevators, escalators and transit.



Analysis of existing street/sidewalk grades between Court Street and the James River.

ELEVATORS

Elevators integrated into new development Downtown can help ease travel up and down the hill both for people with physical disabilities and for everyone in extreme weather. Existing public and semi-public elevators already help travel between Court Street, Church Street, Main Street and Commerce Street, though the connection to Commerce Street is less known. Through these public and semi-public elevators, Monument Terrace is accessible to everyone from the lower side of Commerce Street. This plan recommends two new elevators to improve ADA access down to Jefferson Street, currently accommodated by an existing ramp.



Public and Semi-Public Elevators Help Improve Accessibility on Downtown's Multiple "Levels"

As the Midtown Parking deck is replaced, a public elevator is recommended to access Commerce Street along a public street, rather than internal to the garage. The other opportunity for a public elevator is the design and construction of the Destination Amphitheater proposed in Chapter 4. The addition of these two elevators will improve the accessible connection between the riverfront and Monument Terrace. Others should be encouraged and incentivized with private development as needed to improve accessibility Downtown. As they are implemented, their locations should be along public streets as much as possible to clearly illustrate to potential users where they go and their ease of use. If users are unsure where they go and where they'll end up, they will be less likely to use them and more likely to drive or not make the trip to a nearby business at all.

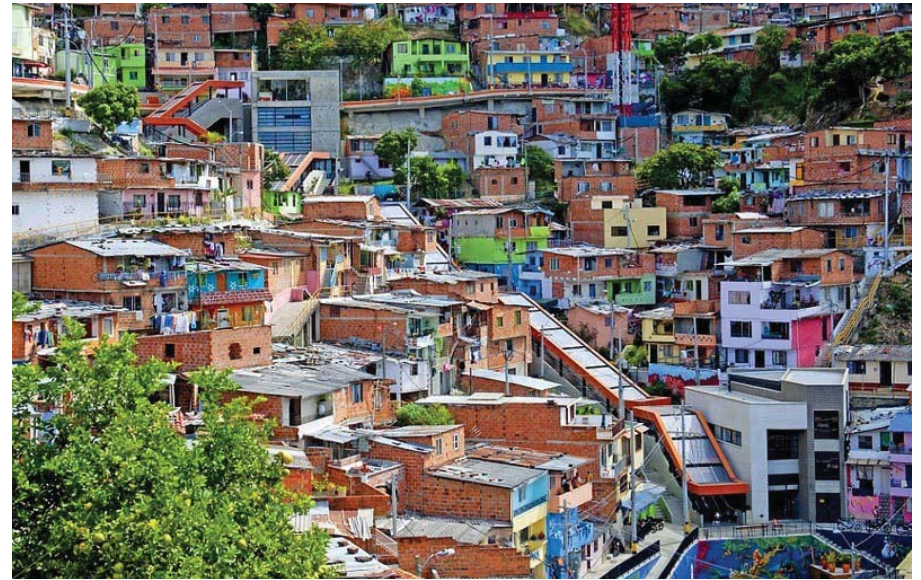
ESCALATORS

The installation of outdoor escalators (as well as ski gondolas) in steep, informal settlements of South American cities have successfully eased pedestrian travel up the extreme slopes of these neighborhoods and should be considered as a tool for tackling the grades of Downtown Lynchburg. These escalators can provide a unique street feature that would dramatically transform one (or more) of Downtown's steep streets and make Lynchburg feel much flatter than it is.

Typically, a permanent transportation investment along a street spurs redevelopment of adjacent sites. Careful design to ensure the structures contribute to the Downtown environment could do the same in Lynchburg. Tenth Street may be a good central location for a series of escalators reaching from Jefferson to Court Street and would benefit from attracting infill development to adjacent sites. New technologies may even allow a facility such as this to be ADA accessible with wider platforms available to move people in wheelchairs (or strollers and shopping carts) up the hill.



10th Street has the potential to accommodate a series of escalators to help move people uphill and attract adjacent redevelopment.



Escalators were installed to move people up the steep slopes of Medellín, Colombia, better connecting the community on the hill. Photo Source: <http://www.amusingplanet.com/2015/03/massive-outdoor-escalator-in-comuna-13.html>

TRANSIT ON THE HILLS

Transit should also be used to tackle Downtown's hills. Buses are extremely flexible because their routes can be easily be changed; however, more permanent transportation is more likely to see use and promote adjacent development. Once a successful route is determined, bus routes should be made to look as permanent as possible with stops that have a significant presence on the streetscape and clear routing. See the section on transit later this chapter for a comprehensive discussion on how to improve transit to promote Downtown growth.



Permanent transportation infrastructure like trolleys are more attractive to users because there is a degree of certainty in their routing. Adjacent land also often redevelops because of the permanence of this major investment. However, Buses are less costly and have more flexible routing. Lynchburg should continue to use buses but consider more permanent infrastructure in the future.

6.4 VEHICULAR CIRCULATION AND MANAGEMENT

TRAVEL DIRECTION

One of the primary goals of this plan is to reinforce that Downtown is a place that people go *to*, and do not simply drive *through*. To that end, it is critical to have a mobility system that adequately balances the needs of motorists with other modes of transportation, primarily walking, but also biking and transit. After all, a successful mobility system focuses on moving people, and not just cars. As indicated previously, walkability is a basic tenet of a successful Downtown.

One of the main barriers to improving walkability Downtown is the behavior of traffic on one-way streets. One-way streets are counter to the best practices in downtowns discussed earlier in this chapter as they are primarily designed to move the most vehicles as quickly as possible out of downtowns, to the detriment of the pedestrian environment.

The following are the specific reasons to convert Downtown's travel direction from one-way to two-way:

- > One-way streets increase out of direction travel and unnecessary turning movements, increasing Downtown traffic volumes.
- > One-way streets require extra travel routes for first time visitors trying to reach a specific destination. To ensure continued Downtown growth, it is vital that visitors have good first experiences, so that they come back.
- > Two-way streets promote transit use. Transit routes are able to operate in both directions on the same street, which eliminates confusion for visitors and non-frequent users of transit Downtown, encouraging them to become regular users and thus freeing up parking spaces.

LYNCHBURG, 1954

Main Street and Church Street were converted to one direction travel in June of 1954. City Council had decided in February of that year, in a 4-3 vote, to conduct a 90-day trial of one-way streets. It was one of three proposals to combat automobile congestion on Downtown streets, but not the one narrowly favored (316-302 votes) by the public according to a survey conducted by the Lynchburg News just before City Council's vote. This decision was one of many that followed the nationwide trend of the era to facilitate automobile use and suburban retail shopping experiences. The construction of the Lynchburg Expressway and the John Lynch Bridge, the removal of parking on 5th Street, the routine widening of streets like Memorial Avenue and Langhorne Road, the replacement of time actuated signals with vehicle actuated ones, the increase of curb radii to facilitate quicker turning movements and the conversion of previously two-way streets to one direction all helped decentralize the city and unforgivingly eroded the pedestrian environment in Downtown.



- > One-way streets with multiple lanes and coordinated signals enable aggressive motorists to speed and “slalom” in passing slower traffic. This situation is exacerbated when the street has excess capacity like Main and Church Streets. This atmosphere weakens a walkable downtown environment.
- > Pedestrians walking with traffic at their backs feel less comfortable.
- > Two-lane, one-way streets with stop-signs (as was implemented with Phase I of the Utility and Streetscape Project) create undesirable crossing environments where adjacent cars shield pedestrians and vehicles from view. In a walkable Downtown, the slower speeds and the elimination of the possibility of the “dual threat pedestrian collision” illustrated in the diagram to the right contribute to a pedestrian’s sense of safety and comfort in walking along and across the street.
- > The speeding encouraged on one-way streets creates driver “tunnel vision,” where they see little around them and are unlikely to stop at adjacent businesses.
- > From an economic standpoint on two-way streets each and every business has equal ability of its frontage to be seen by passing traffic; on a one-way street, businesses can be located on “eclipsed” frontage as shown in the diagram to the right, putting them at a disadvantage from a potential customer standpoint.
- > During construction, detours are more difficult to route and provide the same business accessibility as there are fewer options for traffic traveling each direction. This will be important to consider as Lynchburg continues its fifty-block waterline and streetscape project Downtown.



The “Multiple Threat” Pedestrian Conflict

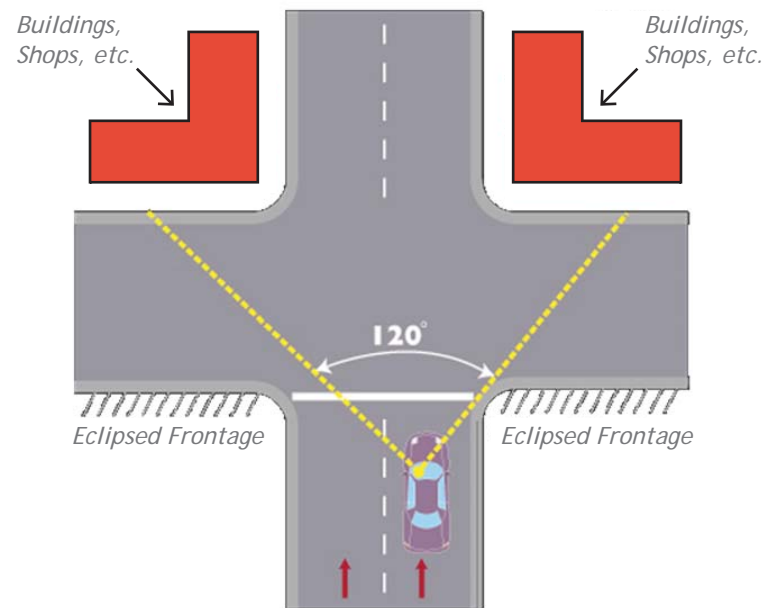


Image Courtesy Walter Kulash

Retail Eclipsing on one-way streets

CASE STUDY: CHATTANOOGA

A time lapse of aerial photography from a few blocks of the converted pair of ML King/McCallie and Bailey Avenues in Chattanooga reveals the extent of redevelopment that occurred on the corridors as a result of the conversion to two-way traffic. The first photo is from 1997, while the streets were still one-way. The University of Tennessee-Chattanooga is on the north side of McCallie Avenue. The second aerial is from 2002, about four months after the conversion was accomplished. While the conversion was being debated, parcel owners were preparing to move on redevelopment, which is evident in locations along the corridors. The final image is 2016 aerial, showing the extent of new development along the corridors. While success was certainly not guaranteed on these corridors in Chattanooga, it is evident from the time lapse that the majority of the development that took place happened after the conversion was completed. That success did not extend along the one-way pair of ML King/McCallie and Bailey Avenues. In addition, Chattanooga is in the process of converting the remainder of their Downtown one-way streets to two-way operation. The “orphan” one-way streets have consistently underperformed in economic vitality in comparison to two-way streets in Downtown.



*ML King/McCallie and Bailey Avenues:
Chattanooga, 1997: Pre-Conversion*

*ML King/McCallie and Bailey Avenues:
Chattanooga, April 2002 (conversion opened
in January of that year). Note all the
construction*

*ML King/McCallie and Bailey Avenues:
Chattanooga, 2016
Conversion opened in January of 2002*

DELIVERIES

While there are certainly advantages to two-way traffic, it was evident from discussions with a few business owners that there is push-back on converting one-way streets to two-way. The biggest issue raised by these owners was the ability of businesses on Main Street to receive deliveries. Currently, delivery trucks stop and block one of the two travel lanes to make deliveries to businesses, even though loading and delivery zones are clearly marked in the on-street parking areas of the street. Other cities that have successfully made conversions or have always had two-direction travel always enact the following measures to facilitate deliveries and support businesses:

1. adequate provisions for loading zones
2. time restrictions on those zones as needed so the zones can revert to parking at off-delivery hours
3. enforcement of loading zone requirements so that travel lanes are not blocked and loading zones are available as needed

These provisions were developed through joint conversations with businesses, delivery companies, and cities to develop solutions that best addresses the needs of all parties. While there have been discussions on loading and deliveries with the merchants on the subject segment of Main Street, there are concerns still among some business owners. All cities that have successfully converted one-way streets in similar contexts (restaurant uses, no alleys) have successfully navigated these design issues related to deliveries.

As the graphic illustrates, deliveries on Main Street can be accommodated without blocking a travel lane. This scheme was developed collaboratively between the city and business stakeholders. Delivery schemes such as this will need to be developed for business owners along all of the converted sections. The success of the 2040 Downtown Plan will depend on an acceptable solution and should continue the dialogue to ensure that businesses and delivery providers can maintain timely and convenient service.

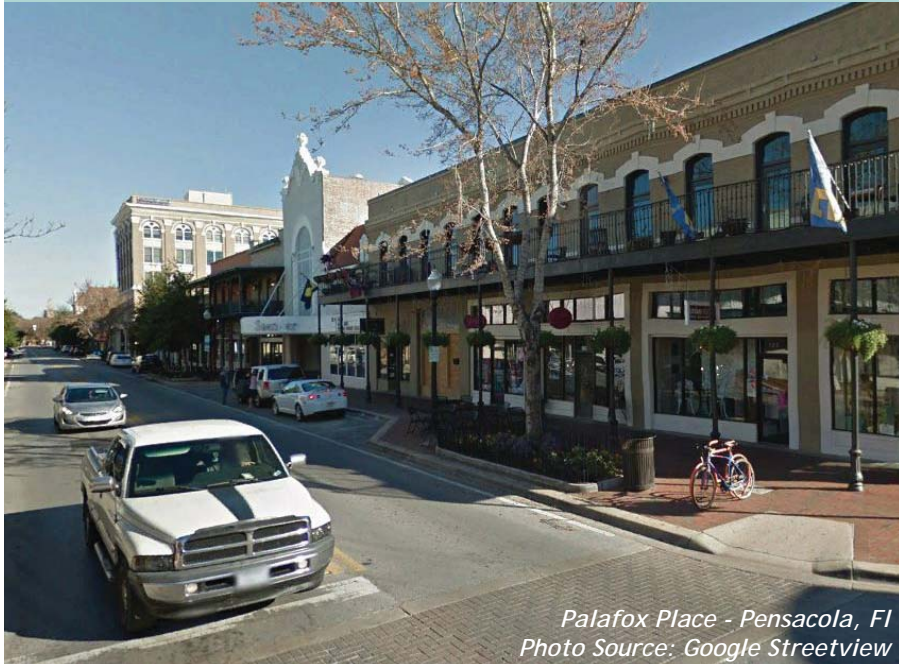


The city has been working with business owners to develop delivery schemes under a two-way conversion, as illustrated here for the 1100 blocks of Main and Church. This plan recommends that collaboration with individual businesses continue to ensure that businesses can adequately receive deliveries along the converted two-way streets.

**PLANNED
LOADING ZONES**

CASE STUDY: PENSACOLA

An example of successfully working with businesses and delivery companies is Downtown Pensacola, Florida, which converted Palafox Place (their Downtown Main Street) in 2009. Prior to the conversion, deliveries were made on Palafox the same way that Main Street Lynchburg deliveries are made today; a delivery truck would simply stop in one of the two travel lanes. The City worked to open a dialogue among the business owners and the delivery companies that served them to develop a plan for deliveries that would facilitate two-way traffic, including time limited loading zones with all parties agreeing to modify their schedules. As a result, Palafox was named one of the 10 Great Main Streets in 2014 by the American Planning Association (<https://www.planning.org/greatplaces/streets/2013/palafoxstreet.htm>).



MAIN STREET/CHURCH STREET

There was much discussion and debate during the Master Plan public input sessions about returning Main Street and Church Street traffic to two-way operation. As first recommended in the Downtown Master Plan of 2000, and reiterated by other technical studies since (including a detailed engineering and traffic analysis study), the streets do not need to remain as a single direction, two lane cross section to maintain adequate traffic movement to and through Downtown Lynchburg. As other parts of Downtown have become revitalized, they have a very different feel than these two corridors; they have slower traffic, and are more conducive to walking. Also, the blocks with one-way traffic have not seen the amount of redevelopment that other streets have experienced. In other downtowns where one-way streets are mixed with two-way streets, the experience has been that revitalization and redevelopment on the one-way segments lag behind the two-way streets.

Many downtowns have embarked on converting one-way streets to two-way travel, often as part of a downtown revitalization process much like Lynchburg's. In many cities after World War 2, streets were converted to one-way to move workers into and out of downtown as quickly as possible. Renewed interest in living downtown has minimized that desire to get out of the city as quickly as possible. Case studies in downtowns such as Chattanooga and Pensacola, among others, have shown that conversion of one-way streets to two-way have resulted in significant economic development when coupled with an actionable master plan such as this.

Because of the numerous benefits of two-direction travel, that there are implementable solutions to the main downside (ease of deliveries), and that the City recently completed a detailed traffic study that shows negligible traffic operations and delay differences, Main Street and Church Street should be converted to two-direction travel as soon as possible, before the next phase of waterline replacements (see Chapter on Utility and Streetscape).

It was clear from the work sessions and analyses that Main Street and Church Street have more vehicular capacity than they need and that this condition is resulting in vehicular speeds and behavior that are out of context with a walkable Downtown. Three options were explored to ease this condition:

- > **Max Circulation** - the recommended conversion of one-way traffic to two-way to maximize walkability;
- > **Max Parking** - an option that removed a travel lane and converted one side to back-in angled parking; and
- > **Max Mode Choice** - a concept that eliminated one travel lane and provided a dedicated/separated bicycle facility.

Each of these potential conditions is illustrated in the cross sections to the right. The concept that converts the lane to angled parking would have the benefit of additional on-street parking; however, with only one lane, the city does not reap the benefits of two-way travel, and using street space simply as car-storage runs counter to major themes of this plan aimed at activating Downtown streets. The separated bike lanes option would have the benefit of providing dedicated space for cyclists protected from motor vehicles; however, again the city loses the benefits of two-way travel. All three options would eliminate the excess capacity on Main Street and Church Street, and “rightsize” the street for the amount of traffic they carry while controlling motor vehicle speeds and behavior. The “max circulation” concept allows movement of motor vehicles in the most direct access and all types of vehicles; it increases accessibility for visitors, deliveries, and emergency services; it simplifies bus routes; provides a similar amount of on-street parking as exists currently; and slows traffic to make the streets more walkable and bikeable.



Three concepts were developed to retrofit Main and Church Streets: Max Circulation provides two bi-directional streets to enhance circulation; Max Parking provides the most potential parking spaces; while Max Mode provides dedicated bike lanes for maximum mode choice.

SIDE STREETS

While Main and Church streets are the primary thoroughfares that operate in one-direction, many side streets between 5th and 12th Street are one-direction as well. These should be considered for two-way traffic on a case by case basis, depending on street width, the needs

of adjacent businesses, and area connectivity. In general, as many of these streets should convert as soon as possible to improve vehicular circulation and walkability.



Existing



Proposed

INTERSECTIONS

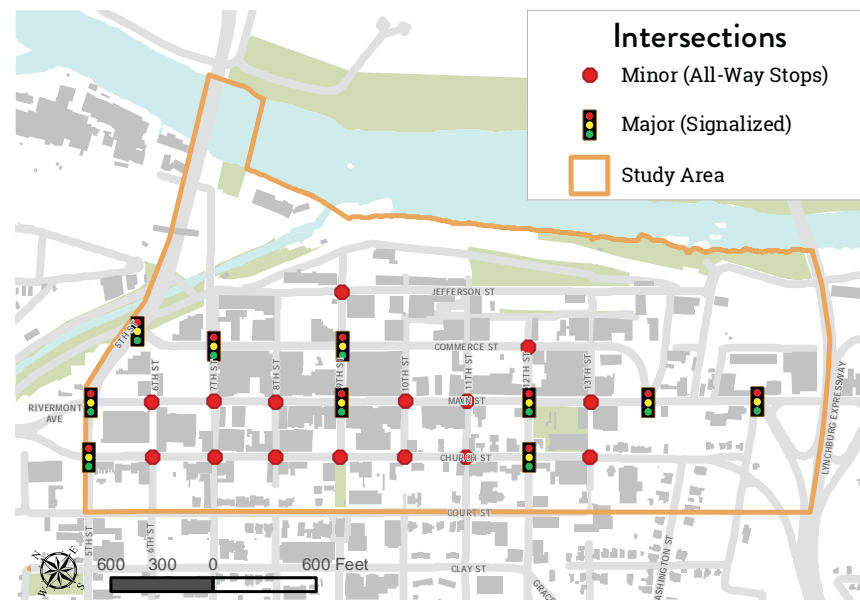
Downtown intersections are key locations where vehicles and pedestrians interact and priority is either granted to vehicles or people. Creating the walkable Downtown this plan calls for will require improvements to make sure pedestrians feel and are safe while crossing streets Downtown.

MAJOR INTERSECTIONS

Major intersections – Main Street with 5th, 9th, and 12th Street and Church Street with 5th and 12th – should continue to be signalized where they are today, but incorporate a leading pedestrian interval, where pedestrians walking parallel to traffic, are allowed to walk before the vehicular traffic light changes, forcing turning traffic to wait until pedestrians have finished crossing. This increases safety and comfort for pedestrians. If pedestrian traffic increases significantly, the City should explore an all-pedestrian signal phase to further enhance walkability.

MINOR INTERSECTIONS

The current plan to remove signals and install all way stops at minor intersections is an appropriate recommendation under current traffic volumes, as long as neither vehicle nor pedestrian volumes grow significantly. In the event that any of these intersections require future signalization, leading pedestrian signals or all-pedestrian phases should be installed. Additionally, because the streets are still one-way, the current configuration at minor intersections between 5th and 9th Streets, creates an unsafe situation where one car blocks the view from another car of pedestrians trying to cross the street. See discussion of the “dual threat pedestrian collision” earlier this chapter. Signals will need to return if traffic is to remain one-direction.



Additionally, the following tools will improve intersections Downtown:

- > Crosswalks should be highly visible.
- > Long crossings should be reduced through
 - Installing pedestrian refuges where pedestrians only have to cross one or two lanes of travel at a time; and
 - Implementing “Neckdowns” or curb extensions – a reallocation of street space away from automobile. After snowstorms is a good time to see what street space is not really necessary for automobile travel as it will be used for snow storage. See “pavement to parks” section in the Public Space and Recreation Chapter.
- > Curb radii should be reduced to minimum possible. These were often enlarged in downtowns to allow for quicker vehicle turns or to facilitate larger truck movements.
- > Ramps should be oriented perpendicular to the street, not angled into the intersection.
- > Midblock crossings should be explored where high levels of pedestrians are crossing without protection.

6.5 TRANSIT FACILITIES

Transit will play a significant role in the success of Downtown, not just in overcoming the topographical challenges Downtown faces as discussed earlier, but because it has the potential to transport the most people as efficiently as possible. Transit supports walkability as it helps pedestrians travel longer distances, up steep hills, or in unpleasant or unexpected weather.

In Downtown Lynchburg, transit should be used to:

- > Overcome Downtown topography
- > Better connect available parking areas to Downtown destinations
- > Spur redevelopment along transit corridors
- > Connect nearby neighborhoods via an attractive alternative to driving
- > Link Downtown to regional transportation such as Amtrak and the airport
- > Tie Lynchburg's numerous colleges with its urban center.

ROUTES

NEIGHBORHOODS

Neighborhoods surrounding Downtown provide a great opportunity to increase transit use. If taking transit is cheaper, more convenient, and faster than driving and parking, riders will be likely to switch. See Connecting Communities Chapter for a more comprehensive discussion of neighborhood connectivity.

COLLEGES AND REGIONAL TRANSPORTATION

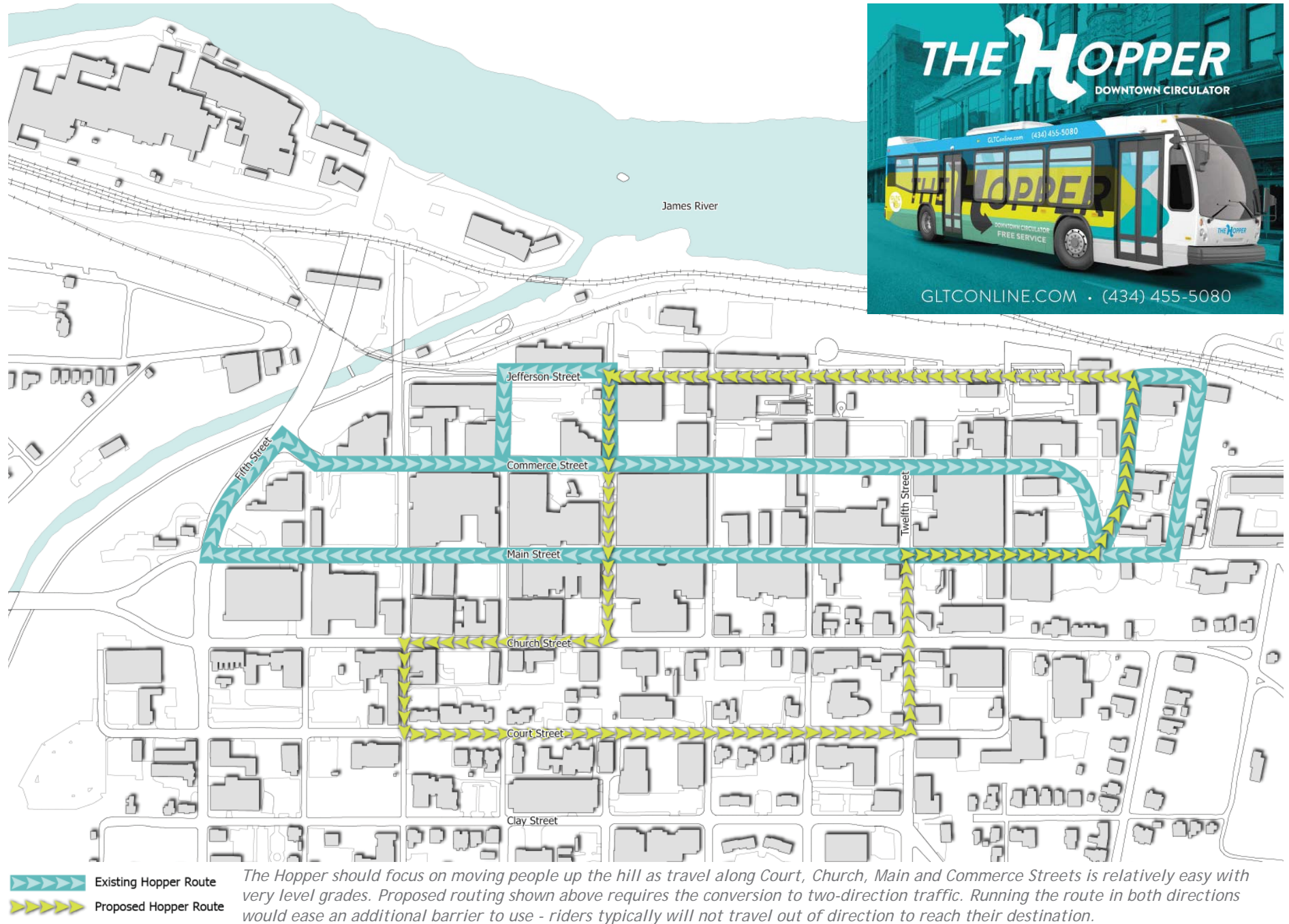
There are four colleges within Lynchburg's city limits, an enormous resource for creative and cultural activity, but none of them have a presence Downtown. Increasing the accessibility of Downtown to students and faculty can help bring some of this activity Downtown, as well as encourage students to remain in Lynchburg after graduation as they learn to love the City outside of their campus. A route to Lynchburg College can also connect to the Amtrak and Greyhound Bus Station in its direct route. Liberty University's route could also connect to the Lynchburg Airport. See Connecting Communities Chapter for a more comprehensive discussion on college connectivity.

THE HOPPER

The Hopper is a local circulator bus, aimed at easing travel up the hills, that began running in 2017 but has had limited success due long headways, limited hours of operation and confusing routing. It should continue use into the future as it is the most flexible tool to move pedestrians uphill.

The following would help improve Hopper service:

1. Smaller, more agile buses, that focus on the vertical routes through Downtown would better help serve the purpose of moving people up the hill. Riders typically do not want to and will not use routes that require out of direction travel.
2. Buses that can travel along the cobblestones of Jefferson Street would negate the need for confusing turnarounds.
3. Buses should run in both directions along a route to emphasize its routing and ease of use for round trips. Two-direction traffic on streets will be important to implementing this.
4. Once a successful route is determined, it should be made to look more permanent with branding and significant stopping points along the streetscape.



RIDERSHIP

Greater Lynchburg Transit Company (GLTC) is underutilized by Lynchburg residents. This may be for a number of reasons, including the ease of travel by personal vehicle in Lynchburg and the dispersal of destinations throughout the community. While the ease of travel by car is a good problem to have, this means that those who take transit typically do so because they do not have another choice – the young, old, low-income, and those with physical or mental disabilities. A dispersal of destinations as seen in Lynchburg makes it difficult for a transit company to adequately serve a city. Because of these issues, GLTC embarked on a Transit Development Plan in 2017 focusing on increasing utility and ridership. Because Transit ridership is a critical component to continuing Downtown growth, as discussed in the Parking chapter, the following initiatives should be used to increase transit use to Downtown.

FREQUENCY

One of the primary complaints about existing bus service in Lynchburg is that the buses do not run with enough frequency. If someone misses a bus, there may not be another for another hour. This uncertainty deters people from riding. The City should partner with GLTC to focus on increasing frequency on key routes into Downtown with a goal of having buses travel at least every 15 minutes during peak travel times.

MULTIMODALITY

Transit riders become pedestrians or cyclists at either end of their trip. Having sidewalks to stops around the City is an important safety feature and helps support transit usage. Additionally, GLTC buses should continue to provide bike racks so that cyclists can make use of the bus system to travel longer distances, in weather events, or if they are just tired.

The mobility hubs discussed in the Parking chapter should be integrally tied into the transit network. They should be established at key locations Downtown where they are accessible to residents without cars and easily accessed by drivers switching modes of travel. Significant bus stops on streets could be coupled with the development of a new parking garage that provide the amenities of a mobility hub.

BUS STOPS

Many stops in Lynchburg are simply comprised of a sign on the side of a road. More significant stops that

1. make the stops seem more permanent,
2. protect riders from the elements while they wait,
3. legitimize transit usage for choice users, and
4. provide amenities like a bus minute countdown, cell phone charging stations, or even free wifi, are more likely to see use.



Bus stop in front of Riverside Park, a destination just a few miles from Downtown on Rivermont Avenue.

SHARED AUTONOMOUS VEHICLES (SAVS)

SAVs will likely change the face of transit by 2040. Public buses will likely become autonomous and traditional transit routes may be supplemented or supplanted by on demand routes in smaller vehicles. This could be a complete evolution of transportation systems and spur a major shift in the way Americans travel for the better. Streetscape designs should remain flexible and adaptive to accommodate these technologies and promote the use of transit systems.



*Bus stop with countdown to arrival and clear branding sees significant usage.
Photo Source: https://commons.wikimedia.org/wiki/File:Movia_bus_line_6A_at_Gammeltorv.JPG*

6.6 BIKEABILITY

Biking is becoming a more and more popular form of transportation in American cities and has been popular in Europe for many years. Lynchburg has a significant trail system for recreational biking that has some commuter use. Bike facilities for recreation are an important amenity that increase the livability of Downtown; however, reinforcing that bike facilities can be used for transportation will encourage Downtown's transformation over the next twenty years.

STREETSCAPE

While Downtown's vertical streets may be extremely difficult for biking, corridors such as Main, Church, and Commerce Streets are relatively flat as they exist on Downtown's different terraces and should include accommodations to keep cyclists safe. Dedicated bicycle facilities (separate paths or lanes, ideally protected from adjacent traffic by a buffer) are the preferred model for promoting bicycling in an urban area. However, with limited space on Downtown's narrow streets, and the recommendation to prioritize pedestrian walkability within Downtown, making these accommodations becomes difficult.



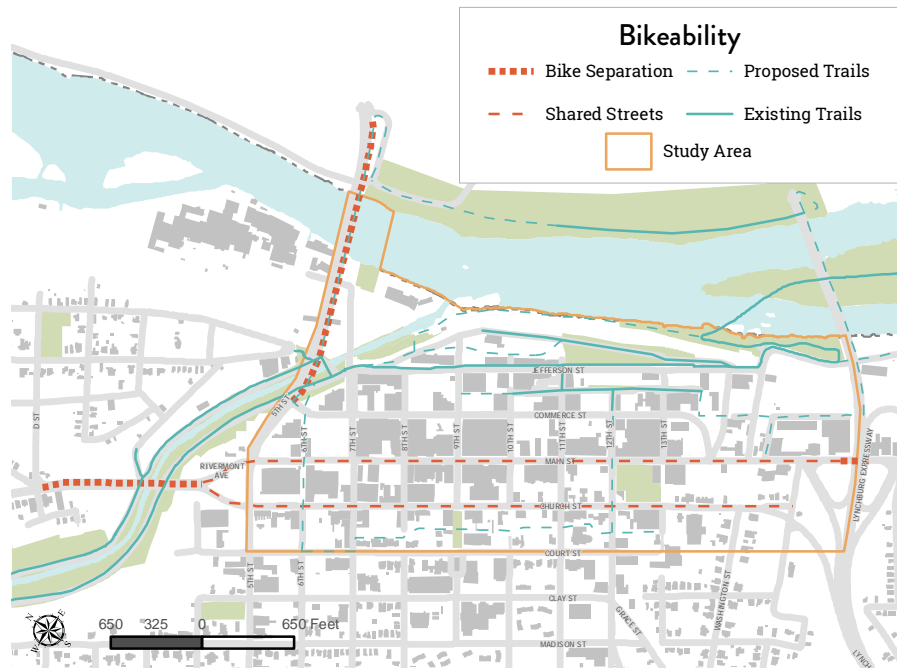
Sharrow symbol in road and sign encouraging cyclists to travel with vehicular traffic and use full lane as it help avoid being hit by opening doors. Photo Source: https://farm8.static.flickr.com/7184/6939409441_3a4dede392_b.jpg

ACCOMMODATIONS

If Downtown streets convert to two-direction travel as recommended by this plan, and minor intersections convert to all-way stops as was done with the Phase I Utility and Streetscape project, vehicular traffic may be slowed enough to accommodate cyclists within the travel lanes. Twelve to fifteen miles per hour is the recommended design speed for use of sharrows according the National Association of City Transportation Officials (NACTO). Sharrow symbols should be placed in the roadway to signal the dual use to drivers and encourage cyclists to safely travel in the center of the travel lane. This is not the ideal accommodation as it is asking cyclists to stop and start pedaling at every intersection, but strikes a balance between the needs of all users of Downtown streets.

If Downtown streets remain one-way, and especially if traffic signals return to intersections, separate bicycle facilities become extremely important as vehicles will speed, develop "tunnel vision," and create an unsafe shared environment for cyclists. With one-direction travel, lanes may be able to be narrowed to create a bike lane.

Major thoroughfares that bring cyclists Downtown should be priorities for separated bicycle facilities. These can help encourage people to bike Downtown rather than drive and take up limited parking. See Connecting Communities chapter for more information on bicycle accommodations into Downtown.



BICYCLE PARKING

Downtown should be the most bikeable destination in the City and with the recommended improvements, it will be. To both support Downtown's bikeability and prevent damage and misuse of the streetscape, bicycle racks should be dispersed throughout Downtown. The City's Zoning Ordinance requires bicycle parking with new development, and allows racks to be placed within the City's right-of-way in situations like Downtown. These racks should be located in the buffer area of sidewalks, between pedestrians and the street, and parallel to traffic to prevent bikes from blocking sidewalks. There are already artistic bike racks on Downtown Streets and these should be encouraged as long as they meet the standards of the Zoning Ordinance.



The "Sir Speedy" bike rack on Main Street was built through a design competition organized by Region 2000. This rack helps buffer the sidewalk and is located parallel to the street so that parked bikes do not block sidewalks.

BIKE-SHARE

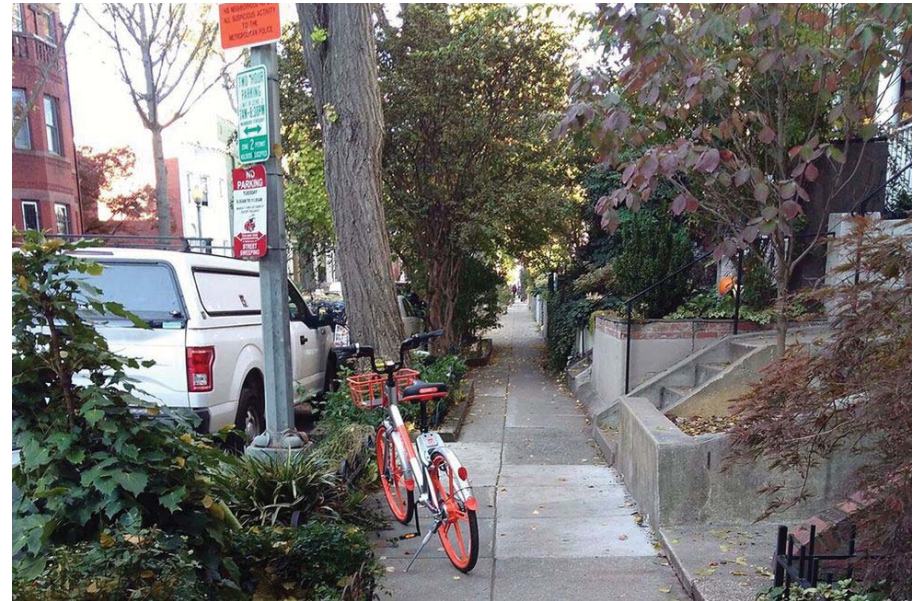
Bike-share systems, which are essentially easy single-trip bike rentals, promote bicycle use for visitors or one-direction trips without requiring bicycle ownership. The City should partner with one of the many available vendors for a bike-share system, particularly a dockless system, that does not limit users to fixed stations. These bikes can be dispersed within designated areas and simply be parked at bike racks around Downtown and approved areas. If possible, the system should not be limited to credit card holders as this prevents use by all. Both the design of the bikes and including incentives for positive use while discouraging negative use are vital to a successful system. A feasibility study should be completed to evaluate the potential of bike share in Lynchburg.

BIKE ASSISTS

Because Downtown's vertical streets are so steep, average cyclists cannot be expected to travel up them. To promote cycling and ease uphill travel, bikes should be allowed on any pedestrian escalators installed Downtown and "wheeling ramps" should be installed on all staircases. Additionally, Trondheim, Norway has the world's first bicycle escalator, called a 'cyclocable.' If a primary vertical bike route is determined and the technology is adaptable to the United States, a cyclocable should be considered to aid uphill travel.



Stairs Downtown should be built or retrofitted with "wheeling ramps."
Photo Source: <https://www.straitstimes.com/singapore/Ita-ramps-up-effort-to-get-people-to-take-up-cycling>



Dockless bike-share provides flexibility precluded by previously installed standard docking systems. Docking stations are expensive to construct, consume valuable street space, and can be inconvenient to users when destinations are dispersed in an urban area. Photo Source: <https://www.bicycling.com/news/g20037384/dockless-bike-share-washington-dc/>



Cyclocable in Trondheim, Norway helps move cyclists up steep hills.
Photo Source: <https://www.citylab.com/transportation/2014/04/bike-elevator-take-you-steep-hills/8774/>

TRAILS

One of the great amenities to living Downtown is that residents get the best of both worlds. They enjoy both being in an urban environment and are not very far from recreational activities. With relatively short drives they can reach world-class hiking in the Blue Ridge Mountains, or just out their front door are miles of City biking, hiking, and walking trails in lush urban forests. These trails are incredibly valuable and unique and should continue to be celebrated and enhanced in the coming years.

This extensive trail network typically follows creek beds that conveniently lead to Downtown where Blackwater Creek meets the James River. They extend to different neighborhoods to the north and west, providing safe and direct bicycle access to Downtown, making them ideal commuter routes. The following can reinforce their use for daily commuting and promote Downtown growth:

- > Pedestrian scale lighting, potentially solar powered, to encourage their use as transportation facilities, not just for daytime recreation. These lights should be dark-sky sensitive to not allow spill-over lights into adjacent neighborhoods.
- > Call boxes for emergencies should be installed concurrently with the expanded hours of trail use.
- > Extensions to additional neighborhoods wherever possible. The current trail reaches neighborhoods but do not have connection points where the public can enter. This leads existing trailheads to have parking issues. If the trails reach more neighborhoods, users can bike directly on without having to drive and park.

See Connecting Communities Chapter for more discussion on connecting to neighborhoods.



Van Gogh Cycle Route in North Brabant, New technologies in bike paths paving or paint can extend a path's usable hours. Photo Source: <https://cleantechnica.com/2014/11/20/van-gogh-inspired-iridescent-starry-bicycle-path-begins-year-van-gogh-events/>



Lights on a commuter trail in Copenhagen focus downward to prevent spillover to adjacent neighborhoods. Photo Source: <http://www.copenhagenez.com/2009/05/bicycle-lanes.html>

6.7 MOBILITY AND ACCESSIBILITY: GOALS

- > Create great Complete Streets in and to Downtown that result in effective transportation circulation and accommodate all modes of travel: vehicular, transit, bike, and pedestrian.
- > Prioritize the movement of pedestrians Downtown to fully capture the health, safety, and economic benefits of pedestrian activity.
- > Remove or mitigate barriers to walking and biking such as high vehicle speeds, network gaps, and steep grades.
- > Foster a Downtown that allows residents to live car-free.

6.8 MOBILITY AND ACCESSIBILITY: RECOMMENDATIONS

Transportation improvements to, from, and within Downtown will be major drivers shaping and spurring growth over the next twenty years. The City of Lynchburg must continue to prioritize rebalancing its transportation system to better accommodate all modes of travel and should foster Downtown walkability in every decision. The following policies will help achieve the walkable, accessible Downtown envisioned for 2040:

Walking as the primary mode of transportation – Walking should be prioritized Downtown. Only the minimum space necessary to maintain functionality should be dedicated to vehicular travel. During construction, pedestrian routes need to be maintained.

Embrace transit – Existing and emerging modes of transportation can play valuable roles moving people to and within Downtown. Parking is limited in downtowns. Due consideration should be given to promoting transit as the most people and space efficient way to move people into Downtown.

Complete Streets – The following design guides for transportation should be used by the City as part of its Complete Streets Policy: Designing Walkable Urban Thoroughfares: A Context Sensitive Approach (ITE/CNU, 2010); Urban Street Design Guide (NACTO, 2013); and Urban Bikeway Design Guide (NACTO, 2012).

All new roads and retrofitted roads should include bicycle and pedestrian facilities using sidewalks, bike lanes, protected lanes, or off-road shared use paths, trails and greenways, as feasible. Sharrows should be used when other accommodations are not possible.

MOBILITY AND ACCESSIBILITY

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
POLICIES/STUDIES		
<ul style="list-style-type: none"> Adopt design guides and implementation procedures for transportation design to foster implementation of the recommended Complete Streets Policy. Complete a feasibility study and a plan for a bike share system for Downtown. 	<ul style="list-style-type: none"> Develop Streetscape Design Guidelines for specific corridors to supplant the interim guidance for Complete Streets. 	
PROJECTS		
<ul style="list-style-type: none"> Redesign + Expand Downtown Shuttle Service (Hopper) - may require acquisition of different bus vehicles. Convert Main and Church Street from One-way to Two-way (Max Circulation Cross Section). Partner with GLTC to improve bus service Downtown. Install dark-sky friendly lighting and emergency call boxes on Blackwater Creek trail. 	<ul style="list-style-type: none"> Partner with private vendor for dockless bike share system if feasible. Retrofit entryways into Downtown for Bicycle and Pedestrians. (See Connecting Communities Chapter) Retrofit Rivermont Avenue Bridge for Bicycle and Pedestrians. Extend trails to neighborhoods 	<ul style="list-style-type: none"> Implement permanent vertical transportation infrastructure.

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

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7. UTILITIES, STREETSCAPE, REFUSE & SAFETY

- 7.1 ONGOING PROJECTS
- 7.2 FUTURE DOWNTOWN UTILITY AND STREETSCAPE PROJECT PHASES
- 7.3 STREETSCAPE PALETTE
- 7.4 REFUSE COLLECTION
- 7.5 SAFETY
- 7.6 UTILITIES, STREETSCAPE, REFUSE & SAFETY: GOALS
- 7.7 UTILITIES, STREETSCAPE, REFUSE & SAFETY: RECOMMENDATIONS

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7.1 ONGOING PROJECTS

In 2015, the City of Lynchburg began the extensive fifty block Downtown Utility and Streetscape Project. Lynchburg is home to one of the oldest water systems in the nation, with some active waterlines dating back to 1829. Given that most of the waterlines in the Downtown area have outlived their 100-year lifespan and realizing the serious impact that continued waterline breaks cause for Downtown businesses and residents, the City has prioritized the replacement of the Downtown waterlines to avoid catastrophic failures and promote continued growth in Downtown.

Since replacing the utility infrastructure causes major disruption to pedestrian and street traffic, additional streetscape work like traffic calming, the updating of sidewalks, and the planting of new trees is also being completed.

In order to upgrade the streetscaping and also maintain Downtown's historic character, the City is using historically compatible materials like clay-fired dark red brick sidewalk pavers and streetlights that correspond with Lynchburg's early 20th Century electric Downtown lights.



Improved streetscape at 8th and Main Streets

PHASE I

The first phase of construction, an eight-block area of Church Street and Main Street between Fifth Street and Eighth Street, was completed in Fall 2017. It cost \$8.5 million and took 17 months to complete. During this phase, construction significantly impacted Downtown residents and businesses. During data collection and workshop sessions, the community shared its concerns regarding the effects of current and future construction activities in Downtown. While most everyone acknowledges the need to replace and update infrastructure, the community would like the City to develop (and adhere to) an improvement schedule for their own planning purposes. It was also noted that the City should be sensitive to any construction fatigue felt by businesses and residents within the project area.

One of the unique challenges to replacement of the infrastructure is the sheer number of stakeholders affected by construction. In planning and executing each phase, the City needs to communicate with various departments within its own structure (including Water Resources, Public Works, Parking Management, Economic Development, etc.), multiple contractors and subcontractors, numerous utility companies, the Downtown Lynchburg Business Association, event planners, over 1200 Downtown business stakeholders and residents, and the general public.



Disruption of Street Life by Ongoing Construction in Downtown Lynchburg



Pedestrian bridge to maintain access to Church Street businesses during construction.

Success was seen in Phase I by utilizing a public relations initiative developed by the City. The program included:

- > Creation of a project logo
- > Website development and maintenance
- > Public meetings and outreach
- > Media relations
- > Print and e-blast newsletters
- > Press releases
- > Information cards and fliers for businesses

Most importantly, the program featured direct outreach to property and business owners, residents, City staff, emergency services, business associations, and events coordinators. This relationship-based public outreach continually interfaced with businesses and residents located within or adjacent to the construction zone, City officials, construction managers, and the public at-large to minimize construction impact and develop creative solutions for pedestrian access and parking.

Additionally, a series of public meetings were held during construction by the City and its consultants and contractors to establish project expectations, explain project goals and timelines, reveal detailed plans, and establish main points of contact for project queries.

7.2 FUTURE DOWNTOWN UTILITY AND STREETSCAPE PROJECT PHASES

The City recognizes the need to carefully select and communicate each phase of the Utility and Streetscape Project. After hearing the public's concerns over phasing, the project team and many City department staff members met to discuss future phases further and compiled a list of replacement parameters and street segment factors that should guide the selection of each phase.

REPLACEMENT PARAMETERS

- > The future projects should have a construction budget of approximately \$4 Million for a year's construction. The projects should be approximately 4-5 street segments for each year of construction.
- > The next phase of the water main replacement is estimated to begin in summer of 2019, as two other major projects are completed and funds for construction become available. The design for the next phase of Downtown water main replacement and streetscape will occur in 2018.
- > Planning phases far into the future is especially difficult due to changing conditions over time and outside factors beyond City control. However, all stakeholders should be given at least one year's notice prior to construction.

STREET SEGMENT FACTORS

Worst Place and Best Place to Transform: Are there segments that need to be enhanced and others that are adequate now?

Adjacent Properties Under Construction: Are there other ongoing or future projects that would influence the infrastructure project in a positive or negative way?

Neighbors Weary from Recent Construction: Are there indications from residents or businesses that a break is justified before starting another project?

Most Efficiently Continues Utilities Progress: Does it make sense to connect a recent project with an ensuing project?

Reasonable Cost: Is one block more expensive than another to do?

Citizens Have Requested Construction: Has anyone expressed interest in having a utility upgrade now?

Encourages New Development: Would new streetscape enhancements encourage new development?

Maximizes Visitor Experience: Would new streetscape enhancements improve the appeal of the segment for visitors?

More Attractive to Grants: Could other funding sources be used to rebuild the segment?

Impacts or Effects on Business: Does construction within the street segment impact business?

Works Well with Other Improvements: Can an improvement be delayed to tie in with another project?

MAIN STREET RENEWAL PROJECT

Following the end of construction on both rebuilding the Main Street Bridge over the Lynchburg Expressway and the utility and streetscaping on Fifth Street Phase 3, the City will begin work on the next part of Main Street. This phase runs along Main Street from Eighth Street to Twelfth Street and includes one block of Tenth Street, between Main and Church Streets. This phase will begin in the Summer of 2019 and was chosen due to:

- > the need of Appalachian Electric Power (AEP) to upgrade their infrastructure in this area, some of which may date to 1914;
- > the availability of their specialized crews to work in this unique system;
- > the opportunity to cost-share survey and streetscape costs with AEP;
- > the need to coordinate in-ground utility installation in limited street widths;
- > the potentially limited service available to accommodate new electric loads on Main Street; and
- > the desire of the City not to close street segments multiple times as the water infrastructure in the area still needs replacement.



10th Street will be included in the next phase because of the need to replace the vaults in the left turn lane.

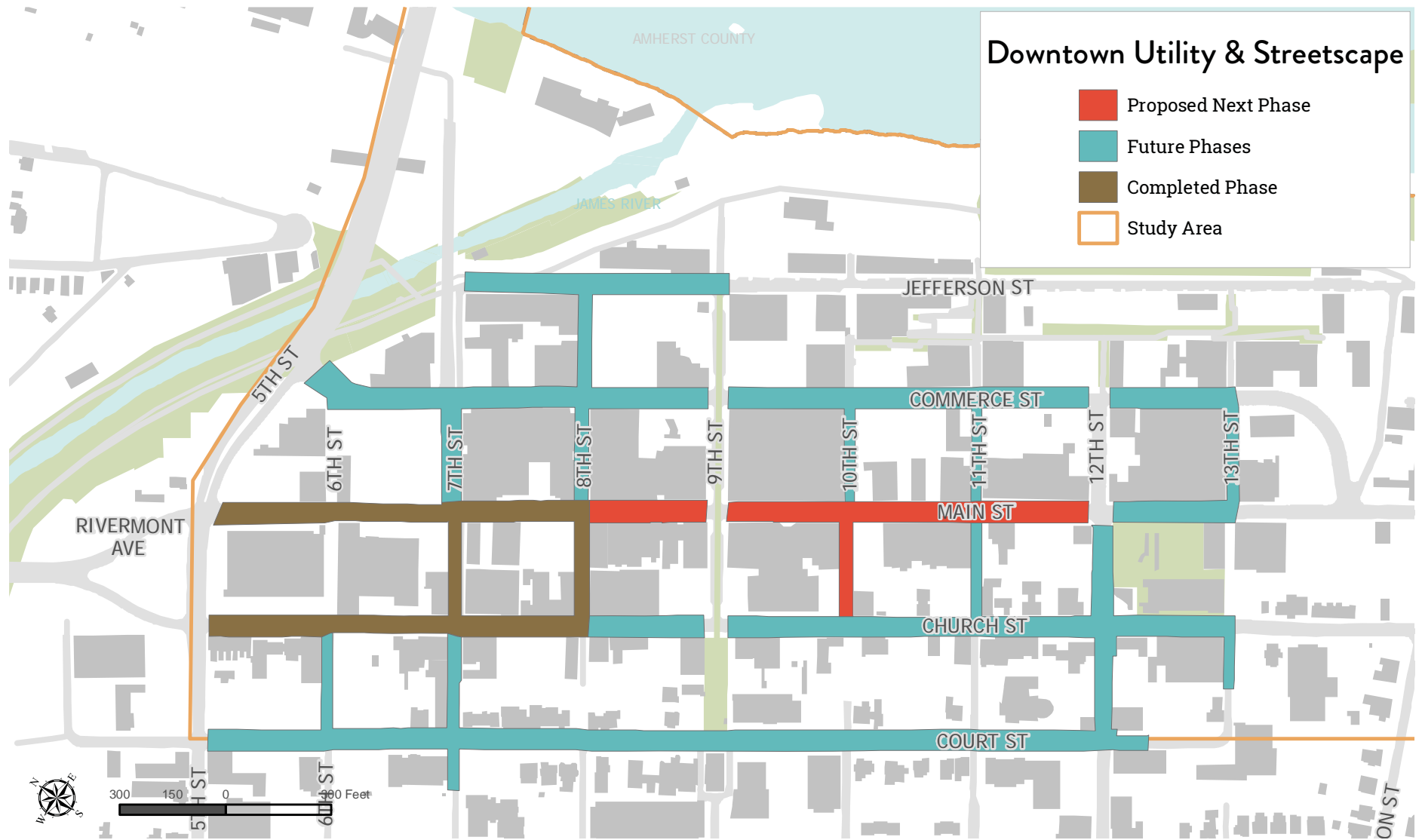


Main Street between 10th and 11th Streets

BEYOND MAIN STREET

The City and the Department of Water Resources should investigate whether other revenue sources can be found to expedite the replacement projects to prevent the potential effects of decades of ongoing construction Downtown.

For the long term, the City should hold a public workshop after the completion of each phase to allow further discussion on how street closures and detours affect the Downtown community and effects can be mitigated. This feedback would likely influence future utility project schedules. In addition, the City should review and update the “Lessons Learned” memorandum from the initial project on Main and Church Street (August 28, 2017) and apply to ensuing projects.



Next Project Location for Downtown Utility and Streetscape Improvements

7.3 STREETSCAPE PALETTE

Visitors and residents can appreciate the history of Downtown Lynchburg through the character of the streetscape and its historic buildings. Layers of Lynchburg's history are revealed in the historic streetscape materials. Lynchburg's heritage as a manufacturing hub in the James River watershed, and its importance as a crossroads from the Piedmont into the Blue Ridge, is a story told through the use of heritage materials that relate to the both the landscape and the transportation and public works history of the City.

Authentic materials related to Lynchburg's heritage characterize Downtown's historic streetscapes and shape an attractive urban fabric. Going forward, the City should choose the authentic options.

For future streetscape construction, the following priority guidelines are recommended:

RESTORE AND PRESERVE MATERIALS

Several surviving examples of Lynchburg's historic streets serve as models for future design. Generally, if heritage materials are found in place, and other criteria (such as safety or universal access) are not in conflict, they should remain as part of future construction. Examples of heritage materials that may be salvaged and restored-in-place include:

- > Brick paving block, as seen in Daniels Hill, Diamond Hill, 10th Street, and potentially, under asphalt on sections of Court Street.
- > Brick sidewalks and stone curbs as seen on Court Street.

ORIGIN STORY:

10th Street displays many of Lynchburg's heritage building materials: In the foreground, cobblestones which were ballast in the packet boats, bounded by local slate stone curbs, stone slabs with carved grooves for horseshoe traction, and beyond local fieldstone stacked rubble wall, enclosed with a granite cap, possibly "borrowed" from canal lock construction.



USE COMPATIBLE MATERIALS

If authentic materials cannot be found in their original location, consider using a compatible palette to heritage materials used in traditional streets. A compatible palette may include:

STREET PAVING AND CURBING

- > Recycled or new asphalt on **main arteries, and principal streets** used for heavy traffic.
- > Brick pavers (min. 4x4x10") on **residential streets, or low-volume streets** where traffic calming is important.
- > Cut granite curbs that generally matches the detailing of 9th Street: sawn top, split face, 6" high above roadway surface; Georgia Gray or Robin Blue color; from the quarries around Elberton, Georgia.

SIDEWALKS

- > A mix of clay-fired dark red or chocolate walkway paving brick with butt-tight joints on **residential streets, or low-volume streets** where traffic calming is important. Provide reinforced concrete slab and 1" sand leveling course under and surrounding the sidewalk to prevent horizontal movement. Adjust concrete slabs for loading requirements to provide a solid base with easy adjustment through the sand leveling course, should the brick pavers become unlevelled.
- > Additional local materials for accents in special seating or outdoor cafe areas. These may include other brick colors, bluestone flagstone, Buckingham slate, or cobblestones.
- > Sidewalk material should continue across driveway entrances.



Brick paving block street and brick sidewalk, in Daniels Hill



New sidewalk showing red-to-brown color field along 12th Street

CROSSWALKS

- > Brick, dry set on concrete sub-base with concrete edging bands bordering the crosswalk and
- > High visibility, thermoplastic 2' bars where appropriate for cost-savings and visibility.
- > Truncated dome bricks on ADA ramps OR Weathering steel bump strips for low-visibility contrast.

METAL APPURTENANCES (I.E. TRASH CANS, BOLLARDS, ETC)

- > Black cast iron or steel, painted gloss black.

STREET LIGHTING

- > Cast iron or steel street lights with black gloss paint. Light type should be of pedestrian scale with poles of approximately 12' high to base of luminaire, so as to match the height of transom glass on first floor businesses.
- > Along 9th Street: match existing offset fixture, which also provides for banner poles.
- > Along other streets: match fixture to correspond with Lynchburg's early 20th Century electric Downtown lights.
- > In Warehouse Alleyway areas: Shepherd's Crook Warehouse light.



Granite curbs and brick crosswalk along Commerce Street



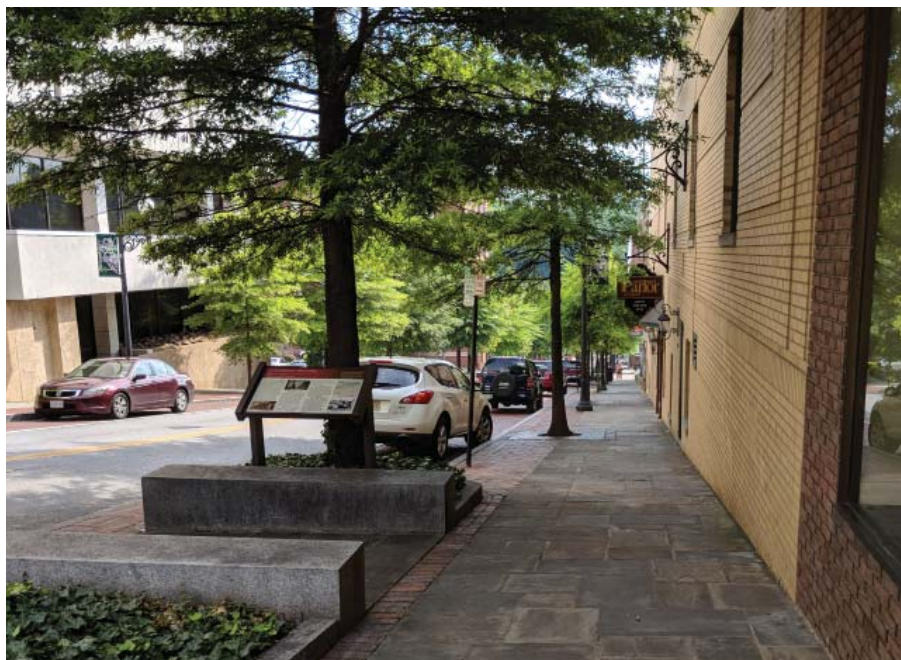
9th Street Fixture



Warehouse Alley Fixture

STREET TREES

- > Trees with native heritage to the Lynchburg region where a healthy amount of space can be provided.
- > Provide shade trees where appropriate.
- > All tree types to be approved by urban forester.



Street Trees along 9th Street

VIBRANT DOWNTOWN STREETSCAPES

As discussed in the Mobility Chapter streets should serve a variety of uses and a hallmark of a successful downtown is vibrant street life. Recommendations throughout this document are aimed at fostering this vibrancy. As the utility and streetscape project extends through Downtown, the public project should incorporate elements that directly enliven streets as public spaces. Café seating, parklets and public art, discussed in the Public Space and Recreation Chapter are important elements to design for. Additionally, interesting lighting and uplighting on buildings can help transform street spaces.

As part of the Phase I project, pedestals for public art and a drinking fountain were incorporated into the streetscape. Including drinking fountains in the streetscape is a perfect way to commemorate the significant public investment of replacing 100 year old water lines throughout all of Downtown. The fountains can help reduce reliance on bottled water (and the associated litter), reinforce Lynchburg as the “runner friendly community” it has been designated as, and increase the livability of Downtown’s streets. The opportunity to convert them to public art can establish them as a truly unique streetscape feature that will set Lynchburg apart.



*Artful drinking fountain in Minneapolis, MN.
Photo Source: <http://secondward.blogspot.com/2009/11/first-water-fountain-installed.html>*

7.4 REFUSE COLLECTION

FINDINGS

With the revitalization of Downtown, waste collection has become an issue among residents and businesses. The increasing number of restaurants has put a strain on existing waste collection systems. There is no single organized program for handling the waste or recycling, aside from City curbside trash pickup and numerous private vendors that service dumpsters at varying times. Nuisance concerns include the timing of collection on nearby residents, the timing of collection during business hours, placement of curbside bins, and the foul smells associated with waste sitting too long. In addition, citizens attending the workshops indicated that litter is an increasing problem in Downtown.



Curbside bins blocking crosswalk on Main Street in Lynchburg.

CASE STUDY: ROANOKE, VA

The City of Roanoke, Virginia has experienced revitalization similar to that being seen in Lynchburg today. The restaurants in Downtown Roanoke once had the same issues that Lynchburg is now experiencing. There was no centralized collection program and individual cans for collection would sit for days on the sidewalk waiting for different City or private collection companies. This case study summarizes the team's discussion with Bob Bengtson, the Director of Roanoke's Public Works Department.

Issues

The previous waste collection system was strained with the growth of the downtown area. Timing for collection was very difficult to manage as some businesses would set their container on the sidewalk when they closed for business at 5:00 PM, but the empty container would stay there after pickup in the evening until 8:00 AM the next morning. Increased foot traffic made waste management difficult on business owners because residents and others would use their containers. Another challenge occurred when restaurants started growing and needed multiple daily collections. Some restaurants required up to three collections per day. The cost of collection for businesses was nearly \$70-\$120/month.

Residents and local businesses were experiencing dirty sidewalks with many containers leaking restaurant grease. New residents who moved into Downtown were disturbed by the various collection times from the City and private companies. Collection during the day also proved to be more difficult as traffic began to increase.

case study continues...

Establishing Centralized Compactors

Downtown Roanoke, Incorporated, a non-profit organization, provided the recommendation for the waste management solution that is in operation today as a public private partnership. Steps involved to alleviate refuse collection issues included:

- > The City created an ordinance that does not allow any containers to sit on the sidewalk.
- > The City found five strategic locations for trash compactors that they lease from private entities.
- > The compactor is also leased so if something needs to be fixed, the private company will fix it.
- > The compactors are enclosed in a metal enclosure that has a doorway requiring a small security key for entry.
- > Each user (business or resident) must register and pay a fee with Downtown Roanoke Incorporated.
- > The registration allows each user to have two free dumps per week. Every dump thereafter costs \$1 each.
- > The compactor enclosure also has recyclable containers that are free (to encourage recycling). This also reduces the number of dumps in the compactor and saves the user the dumping fee.
- > The user activates the compactor prior to leaving.
- > The City has an employee that constantly checks the five compactors daily for cleanliness, operation and the recyclables.
- > Private companies, apartments and condominiums primarily use this same system; however, they are allowed to create their own collection system.



Impact of New Collection Management System

Changing the collection management system was difficult at first. Opposition came mainly from the users that now had to adjust to the new locations. However, the opposition didn't last long, as people adapted and recognized the benefits. Improvements from the new management system included:

- > It quickly cleaned up the sidewalks by no longer having containers and bags on the streets.
- > It became cheaper to the businesses that were paying for multiple pickups from small sidewalk containers. Some businesses' bills were cut in half.
- > The City also experienced a significant cost savings since that they no longer required 3 crews collecting trash multiple times, day and night, and on weekends.

REFUSE RECOMMENDATIONS

While there may have been growing pains as Roanoke adapted to their new system, rethinking how waste is collected Downtown can help accommodate continued growth and activity and minimize nuisance concerns. The following are recommended to improve waste collection Downtown:

- > Establish a system with centralized compactors similar to Roanoke's for private residents and businesses.
- > Continue to incorporate attractive public trash cans into the streetscape, especially where litter is an issue.
- > Include recycling bins with new trash cans, reducing speed at which trash cans fill up, encouraging recycling, and branding Lynchburg as an environmentally-friendly city.



Public trash and recycling containers in downtown Milwaukee, WI also incorporate public art into the design.



Current Refuse Collection in Downtown Lynchburg

7.5 SAFETY

The study team met with the police, fire and rescue, and emergency services staff to discuss public safety in Downtown. In addition, the team received citizen comments during other outreach and engagement discussions with the public.

FINDINGS

The police department has seen an overall improvement in the safety of Downtown. Violent crime has been reduced. Service calls in Downtown today deal mostly with traffic, graffiti, vandalism or theft. The City recognizes that although the actual safety has improved, many citizens still perceive Downtown as having safety issues. More outreach is needed to inform citizens of the improved safety of Downtown.

- > Because there are more people and many special events Downtown now, there has been a strain on public safety staffing and emergency communications.
- > The notification system for emergencies needs improvement; the current phone and email system does not effectively reach residents and businesses in Downtown.
- > Often, there is confusion of the location of an emergency when a call is received. Block markings have helped and call boxes are recommended.
- > The Bluffwalk has limited vehicular emergency access. The police department believes that safety can be improved at the Bluffwalk and the Trail System with the use of a small “gator” emergency vehicle. This type of vehicle will allow quick, easy transport for equipment or emergency personnel.

- > Pedestrian crossings could use improved markings. Certain streets and intersections could benefit from improved lighting.
- > Although there are many calls regarding cars going the wrong direction on one-way streets, there have not been many accidents.
- > Hydrant locations and flow has been good for fire response.
- > The City’s existing ladder truck can reach the 8th story of a building. The ladder truck requires 22’ of street width for access and operations.
- > Homelessness has not been a big issue in Downtown. Non-profits in the community have been effective.
- > The Police Department is considering a move to consolidate its department from the four buildings they are in now to a single location, possibly at the old Greater Lynchburg Transit Company (GLTC) Building near Kemper Street.

SAFETY RECOMMENDATIONS

- > Since it has been recognized that while safety has improved, perception from many citizens is that it has not. More outreach is necessary to show that Downtown has improved in overall safety. The City should implement a public announcement initiative to promote the improvements.
- > The City should also continue working on effective means to improve response times, including: staffing, call boxes, signage/ location markers, lighting, security cameras.
- > Review special events procedures to ensure adequate staffing and effective communication methods.

7.6 UTILITIES, STREETSCAPE, REFUSE AND SAFETY: GOALS

- > Manage, prioritize and provide opportunities to accelerate the Downtown Waterline and Streetscape Replacement project to complete in a timely manner.
- > Minimize disruptions to businesses and inform the public of the replacement priorities.
- > Ensure clean and safe public parks, streets and facilities.
- > Improve public perception of the safety of Downtown.

7.7 UTILITIES, STREETSCAPE, REFUSE AND SAFETY: RECOMMENDATIONS

Public improvements in Downtown as recommended in this plan will facilitate new business investment and further the vision for Downtown as a vibrant and safe urban destination for Central Virginia. Continued collaboration of the City with residents and businesses is essential for success, particularly with respect to the following public initiatives:

Utilities – Future infrastructure projects should employ effective public outreach methods to communicate and inform citizens and businesses about construction, schedules, and outcomes.

Safety – City departments should discuss and implement methods to continue improving public safety in Downtown, particularly with respect to managing large events and emergencies. Better communicating actual crime levels and locations can help decrease the perception of danger Downtown.

Refuse Collection – With the growth of Downtown, there is need for a coordinated refuse collection system that works for Downtown Lynchburg. As a start, the initiative should engage residents and businesses in discussing issues and potential solutions.

UTILITIES, STREETSCAPE, REFUSE AND SAFETY

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
UTILITY INFRASTRUCTURE		
<ul style="list-style-type: none"> Address issues of “Lessons Learned” memorandum from the initial project on Main and Church Street. 	<ul style="list-style-type: none"> Create a 1-year notice program to inform public about next project. 	<ul style="list-style-type: none"> Expedite utility replacement and streetscape improvements to complete as quickly as possible.
<ul style="list-style-type: none"> Host a public workshop after the completion of each phase of water main replacement project to allow further discussion on how street closures and detours affect the Downtown community and can be mitigated. 	<ul style="list-style-type: none"> Evaluate selection of each phase based on outlined factors. 	
<ul style="list-style-type: none"> Replace utility infrastructure and improve streetscape on Main Street. 		
REFUSE COLLECTION		
<ul style="list-style-type: none"> Develop a strategic map to locate refuse stations and include recycling. 	<ul style="list-style-type: none"> Create a partnership with a Downtown entity that can manage the waste collection registrations 	<ul style="list-style-type: none"> Implement collection of compactors and monitor the systems created for successful operation.
<ul style="list-style-type: none"> Involve the public in waste collection discussions. Host workshops and invite residents, businesses, building owners, property associations, etc. to help navigate through the issues for good locations, pickup times, operations and cost. 	<ul style="list-style-type: none"> Revise the current City Code Section 21.2 that allows for curbside collection and enact an ordinance that prohibits the use of private collection bins on sidewalks and requires the use of designated compactors in Downtown. 	
	<ul style="list-style-type: none"> Arrange leasing agreements with private entities for the compactor location, installation, aesthetics, and operation. 	

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

UTILITY INFRASTRUCTURE, REFUSE AND SAFETY

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
SAFETY IMPROVEMENTS		
<ul style="list-style-type: none"> Study more effective emergency response methods for use in Downtown. 	<ul style="list-style-type: none"> Increase lighting mid-block of Downtown streets, especially along Commerce Street between parking lots and garages. 	<ul style="list-style-type: none"> Provide call boxes or improved location signage at mid-blocks for easier identification in an emergency.
<ul style="list-style-type: none"> Investigate the use of prominent markers or call boxes on the Bluff Walk and Trails to allow callers to easily identify their location. 	<ul style="list-style-type: none"> Increase the mileage/marker signs along the trails to identify location. 	
<ul style="list-style-type: none"> Review and discuss public safety staffing, especially as it relates to increased events and residents in Downtown. 		
<ul style="list-style-type: none"> Work with local news outlets to improve reporting on crime in Downtown versus nearby neighborhoods to better align perception with reality. 		

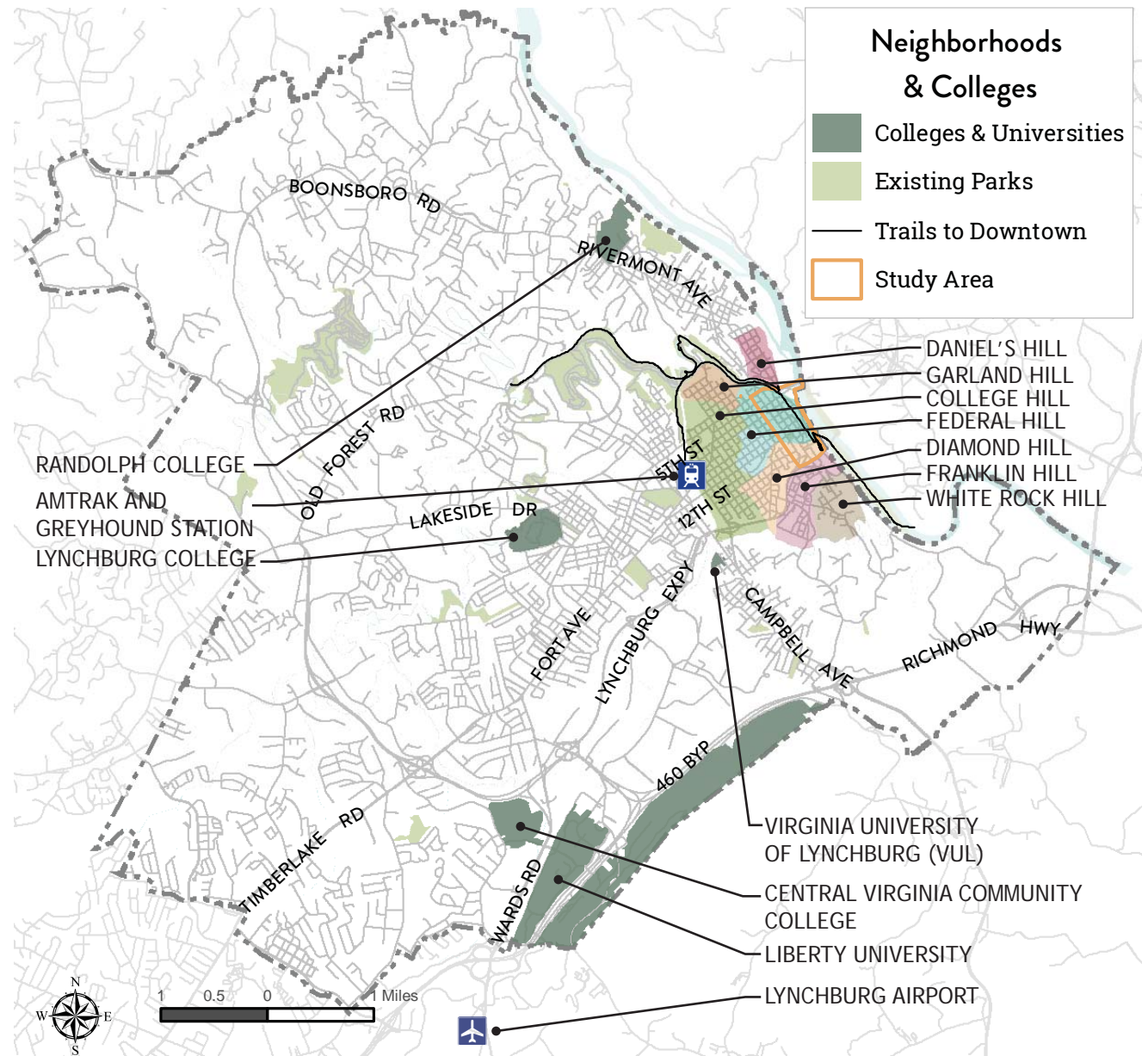
Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

8. CONNECTING COMMUNITIES

- 8.1 GATEWAY ENTRANCES
- 8.2 NEIGHBORHOODS
- 8.3 COLLEGES AND REGIONAL TRANSPORTATION
- 8.4 CONNECTING COMMUNITIES: GOALS
- 8.5 CONNECTING COMMUNITIES:
RECOMMENDATIONS

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Connections to and within Downtown increase opportunities to boost economic activity while promoting social interaction between residents, businesses, and organizations. The following section outlines strategic physical improvements to gateway corridors, bridges, and entrances to Downtown; recommendations for improving connectivity to Lynchburg's neighborhoods, both those nearby and farther from Downtown; and improvements to better tie Lynchburg's colleges and regional transit hubs and invite student populations to experience Downtown more.



Lynchburg Colleges / Universities & Downtown Neighborhoods

8.1 GATEWAY ENTRANCES

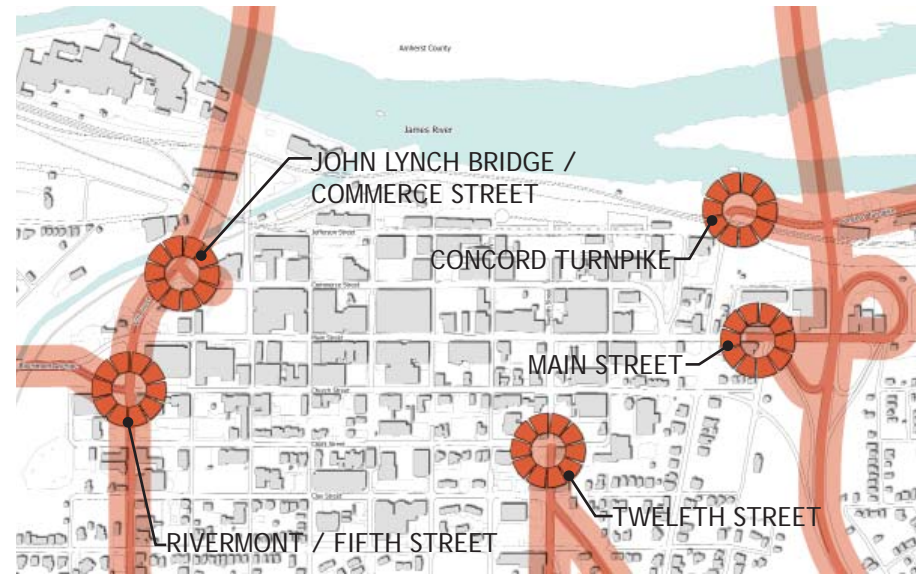
First impressions of Downtown take shape along major access corridors and at key entrances. Successful gateways clearly signal the transition into Downtown and create a sense of anticipation. Also, a coordinated system of gateways provides a cohesive identity and reinforces the Downtown image. Primary gateways into Downtown Lynchburg include:

- > Lynchburg Expressway interchange at Main Street Bridge
- > John Lynch Bridge / Commerce Street
- > Rivermont Bridge and intersections with Fifth Street
- > Concord Turnpike

Other important, though smaller, gateways include:

- > Twelfth Street and Grace Street
- > Fifth Street
- > Neighborhood Streets leading into Downtown

Along with signage recommendations described in the Wayfinding Chapter, this section proposes gateway improvements to better connect surrounding areas to Downtown and enhance the sense of arrival as people enter Downtown. In addition to gateway improvements, this plan also recommends a new gateway at U.S. 460 to connect the Tyreeanna neighborhood to Downtown via a scenic parkway along the James River.



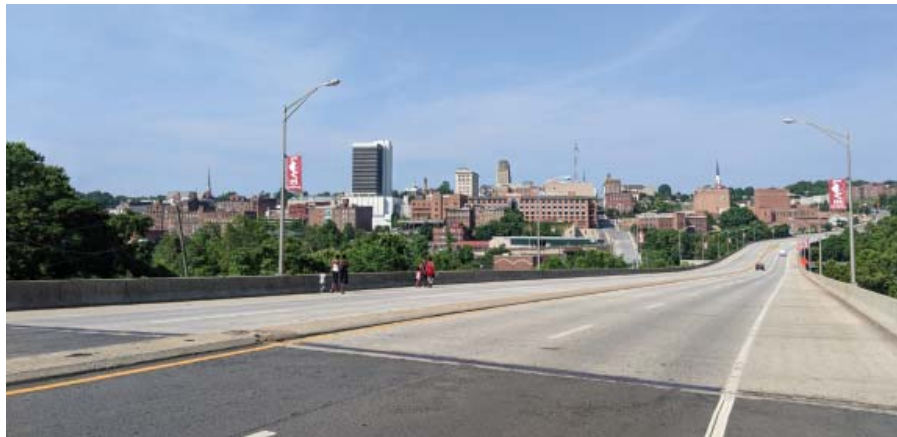
Key Gateways Downtown

SMALL GATEWAYS

Streets that tie into Downtown from adjoining commercial areas and residential neighborhoods should both draw people in and signalize the transition into the center of city. These streets should be evaluated for streetscape and intersection improvements that make these routes especially walkable with crosswalks, short crossing distances, and sidewalks with buffers from traffic and street trees.



Downtown Gateways



The John Lynch Bridge provides a striking gateway entrance visually for cars but could use enhancements to accommodate other modes of travel.

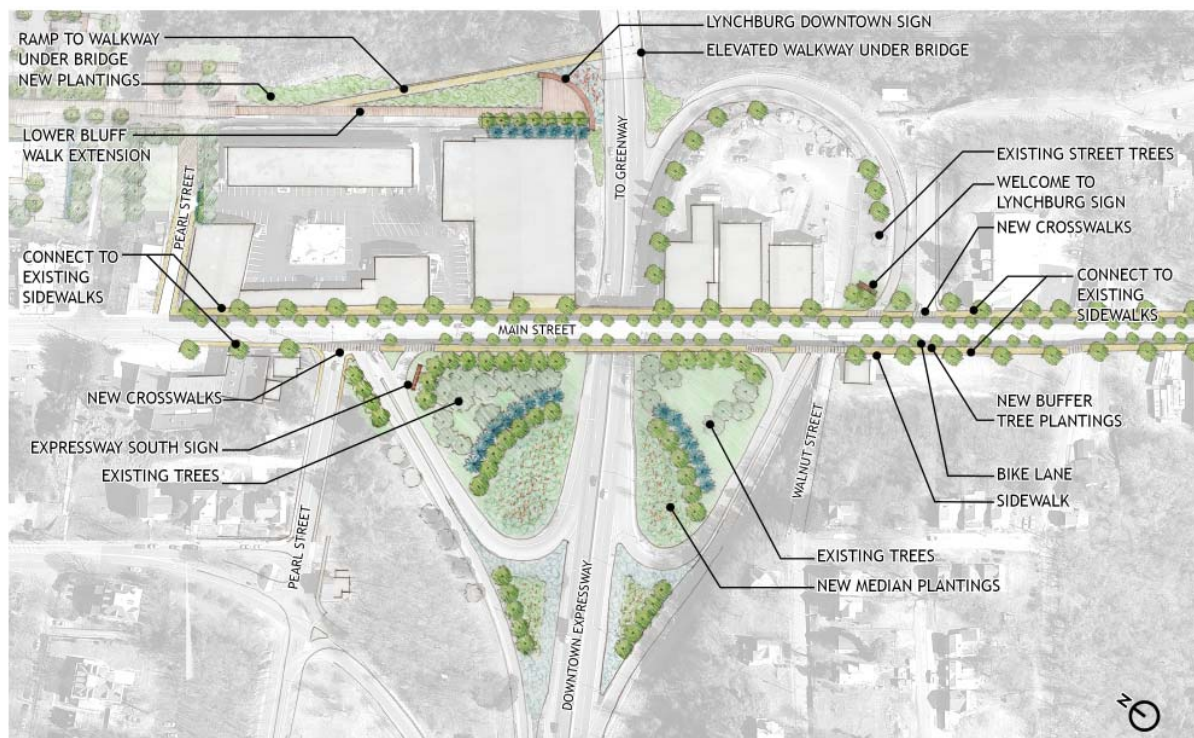


6th and Madison Streets, looking northeast towards Downtown should be enhanced to better tie the neighborhood to the commercial area.

MAIN STREET BRIDGE GATEWAY

The Lynchburg Expressway - Main Street interchange is currently undergoing improvements for the construction of a new bridge (2017-2018). The temporary closure of the interchange provides an opportunity to transform this primary Downtown gateway into a welcoming entrance for motorists and pedestrians. Streetscape improvements, such as plantings, lighting, and directional signage can strengthen visual and physical connections between the interchange and Downtown.

Additionally, improvements on the bridge will help better connect commercial areas and neighborhoods southeast of Downtown. The bridge is planned to be rebuilt with the same lane configuration (4 travel lanes), but after construction the number of lanes should be reconsidered and space used by excess lanes should be redistributed to improve pedestrian and bicycle connections across the bridge. From there, streetscaping can tie this route into the Lower Bluffwalk extension. This section of Main Street could also be further emphasized as a gateway by incorporating banners into the streetscape improvements plan.



Main Street / Lynchburg Expressway Gateway - Proposed Concept



Concept for Main Street / Lynchburg Expressway Bridge Replacement in 2018 (Kennon Williams)

RIVERMONT AVENUE BRIDGE

Rivermont Avenue and its adjoining neighborhoods access Downtown via the Rivermont Bridge. Just northwest of Downtown, Church Street and Main Street merge into Rivermont Avenue, and cross a bridge that spans over Blackwater Creek and the James River Heritage Trail. Both the approach segments and the bridge deck itself are four travel lanes, as shown in the existing conditions diagram for the bridge. The bridge deck contains narrow sidewalks directly adjacent to the vehicular travel lanes and some shared lane markings for bicyclists. Traffic counts on the bridge suggest that traffic could be accommodated by two travel lanes.

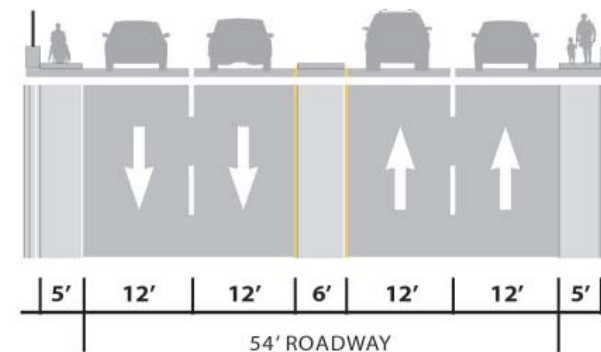
The following are recommended for the Rivermont Avenue Bridge gateway:

- > Repurpose the bridge deck to include separated bike lanes, safety railing, and buffer space from traffic to better connect Downtown to Rivermont Avenue neighborhoods and create a formal gateway.
- > Provide pedestrian-friendly crossings on either side of the bridge and use the center median as a pedestrian refuge.
- > Incorporate public art or a fountain (per 2000 Plan) into the Morrison Garden to activate the space and enhance the sense of arrival from the Rivermont Bridge, John Lynch Bridge, and Fifth Street.

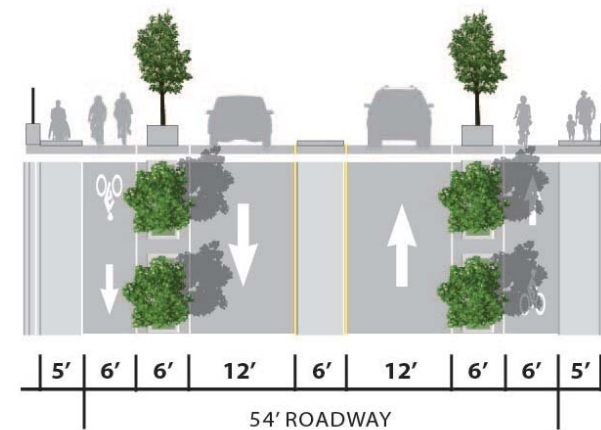
The proposed cross section would have minimal impact on traffic while providing a much-improved multimodal connection to residents, at a much lower cost than reconstructing the bridge deck. Rebalancing the cross section would also better control traffic speeds and behavior, improving the surrounding areas and making it easier to cross Rivermont Avenue.



Rivermont Bridge in 2018



Repurposing the existing Rivermont Avenue bridge deck for separated bicycle lanes and landscaping can better serve all modes of travel, while improving the aesthetics of a major Downtown gateway. Stand alone planters are available that are self-watering in the required dimensions.



PROPOSED

JOHN LYNCH MEMORIAL BRIDGE

Fifth Street forms the northwest boundary of Downtown proper and is connected to Amherst County and Madison Heights across the James River by the John Lynch Memorial Bridge. While both Fifth Street and Amherst Highway are two lanes as they move further from the bridge and river, the approach segments and the bridge deck itself are four travel lanes, (see the existing conditions diagram for the bridge). Once a major route between the City of Lynchburg and Amherst County, the four-lane bridge has become underutilized following improvements to U.S. 29 and U.S. 460.

Lynchburg's Riverfront Park lies on the southwest side of the James River and Amherst's Riveredge Park is on the northeast side - offering spectacular views of Downtown Lynchburg back across the James River. The bridge deck does not include any provisions for pedestrian or bicycle traffic to move between Downtown and the Amherst County side of the river. Similar to the Rivermont Bridge, this bridge deck can accommodate a dedicated bicycle and pedestrian facility by reallocating the excess space currently underutilized by vehicular traffic. Additionally, as the structure is a significant part of the view from Downtown, this plan also recommends introducing public art into the bridge design, potentially using a series of lights, to transform the appearance of this otherwise utilitarian bridge.



Reallocating some of the existing pavement of the John Lynch Memorial Bridge can better connect the pedestrian and bicycle network, while provide a new amenity for Lynchburg visitors and residents to interact with the James River.

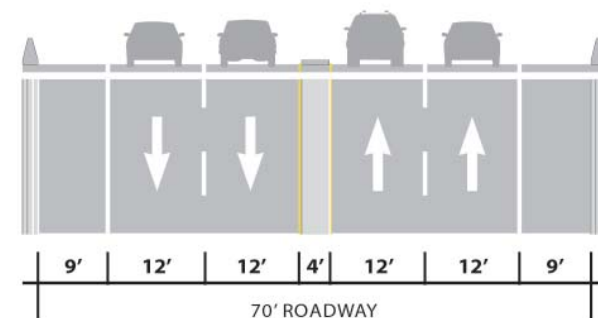
This Plan recommends the conversion of the outbound lane on the southeast side into a multi-use pedestrian and bike lane. With minimal impact to traffic flow, completing this conversion will:

- > Provide a multi-modal connection between Downtown and Amherst County at a relatively low cost
- > Complete a segment of a trail loop that runs between Riverfront Park and Amherst's Riveredge Park (see Public Space and Recreation Chapter)
- > Help control traffic speeds by having a consistent cross section for the entire length of Fifth Street and Amherst Highway
- > Offer pedestrians and cyclists with an overlook to the riverfront and Downtown without interfering with traffic
- > Connect Downtown to Amherst Riveredge Park, providing much-desired riverfront access in the near term
- > Enhance the experience of crossing this highly visible gateway



Safety railing like shown here should be incorporated into these designs to safely separate traffic from pedestrians, planters, and other bridge amenities.

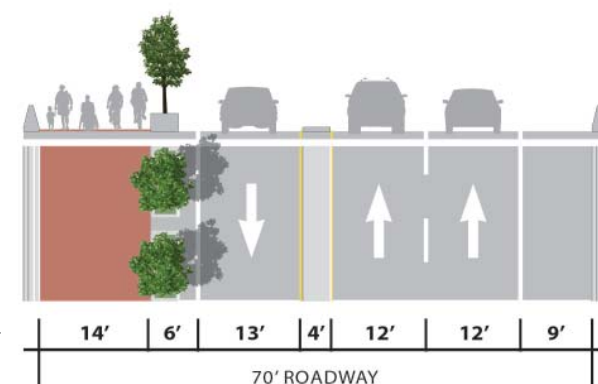
There are multiple options for accommodating pedestrian and bicycle facilities on John Lynch Memorial Bridge. Each should provide vertical separation (bollards or planters) from the roadway, aesthetic improvements, and adequate width to accommodate passing of people who may stop to overlook the River.



EXISTING



PROPOSED A



PROPOSED B

JAMES RIVER SCENIC PARKWAY

Recent improvements to U.S. 29 and U.S. 460 allow travelers to quickly bypass much of the City. Many visitors destined for Downtown use this route and then travel along Concord Turnpike to reach Downtown. Concord Turnpike travels through an industrial zone, passing the former landfill and the wastewater treatment plant. The James River Scenic Parkway proposed here can create a significant new gateway to Downtown. A two-lane parkway connecting Route 460, Tyreeanna, and White Rock Hill to Downtown would provide a scenic drive with spectacular views of the bluffs and the James River—a dramatic entrance to Downtown. The landfill closure and anticipated expansion of the wastewater treatment plant, presents an opportunity to begin planning for this as its development will take many years. The proposed route follows mainly undeveloped lands through a series of greenfields and would reduce traffic on dangerous at-grade railroad crossings. The Concord Turnpike corridor would remain open to reduced industrial traffic.



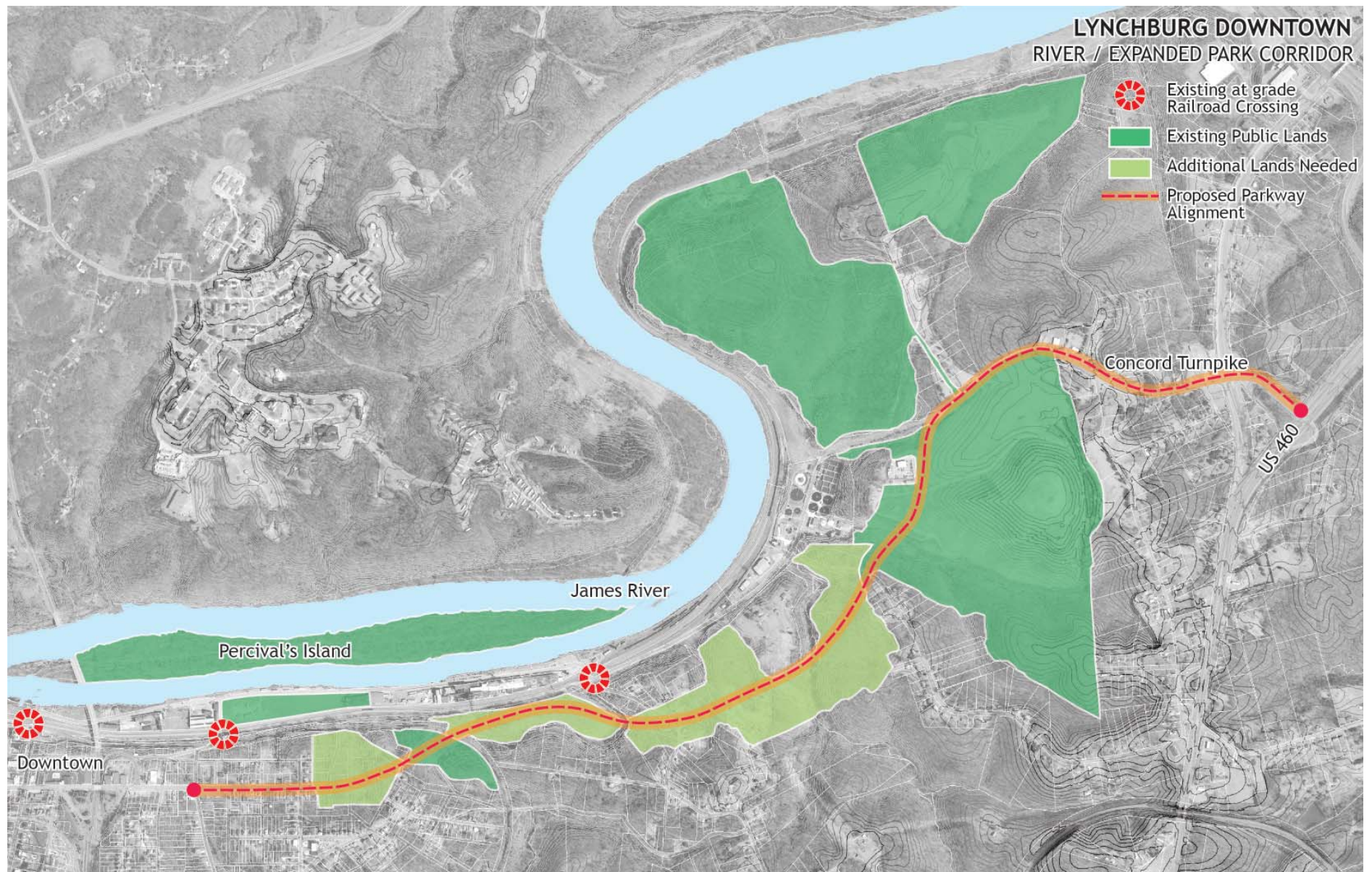
Proposed James River Parkway Alignment (Scenery Approaching Downtown)
Source: GoogleEarth



James River Parkway Proposed Concept

The James River Scenic Parkway project provides a significant opportunity to improve the first impressions of the large number of visitors entering Downtown from the southeast. Additionally, the project includes the following benefits:

1. Provides the only direct route to the heart of Downtown from U.S. 460, uninterrupted by traffic signals, railroad crossings, and turning conflicts.
2. Provides panorama views over the James River and Downtown.
3. Improves access for the Tyreeanna and White Rock Hill Neighborhoods to services and amenities Downtown.
4. Connects Downtown, and its surrounding neighborhoods, to potentially the largest cluster of outdoor spaces and parklands in the City (if the landfill is repurposed).
5. Removes travelers and traffic from the wastewater treatment plant and industrial zone that currently share the Concord Turnpike.
6. Reduces traffic from three hazardous railroad crossings, which can qualify the project for special transportation funding.
7. Connects to the southeast end of Main Street, positioning adjacent neighborhoods for increased development activity.



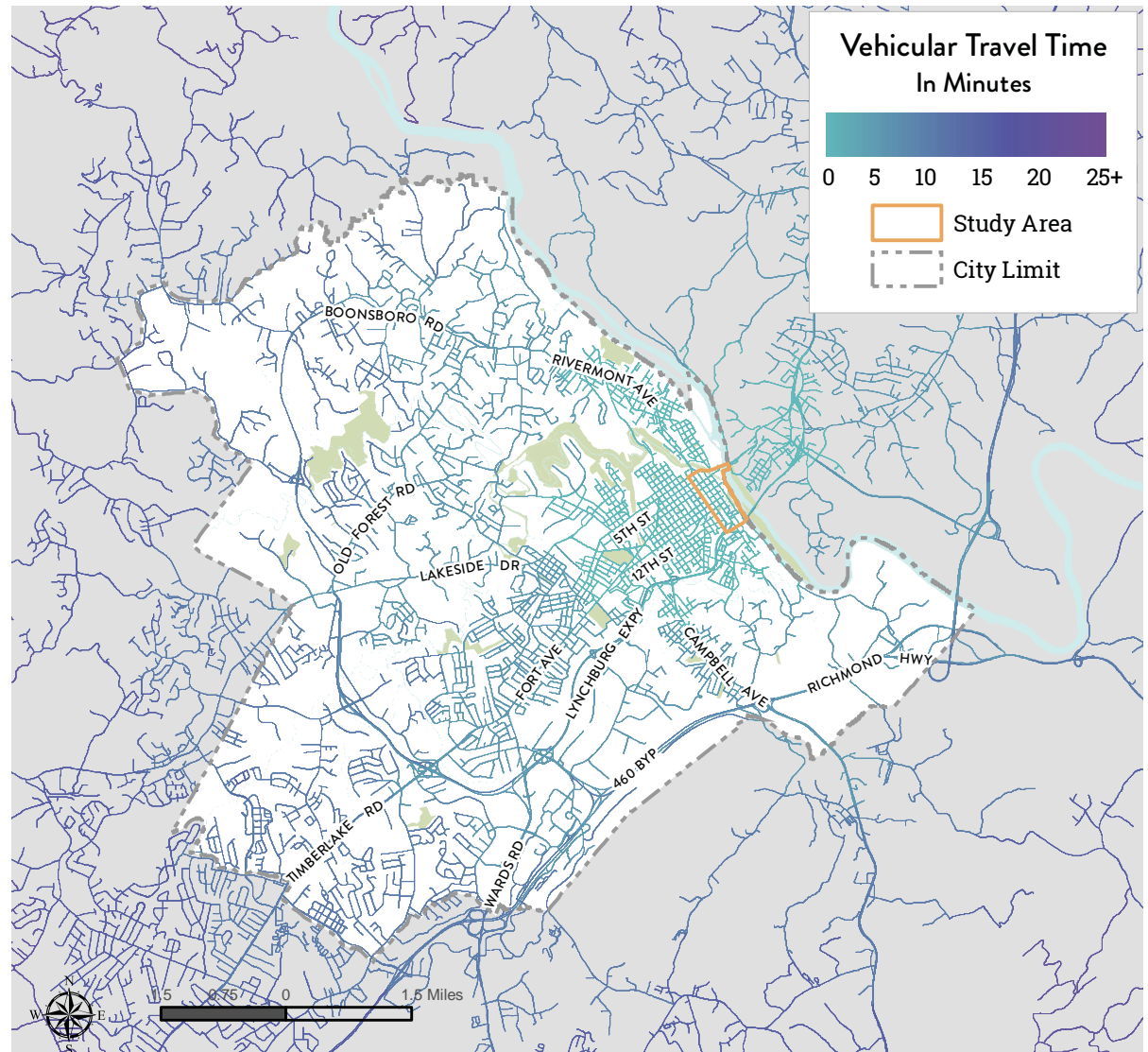
Routing and land availability for the James River Scenic Parkway

8.2 NEIGHBORHOODS

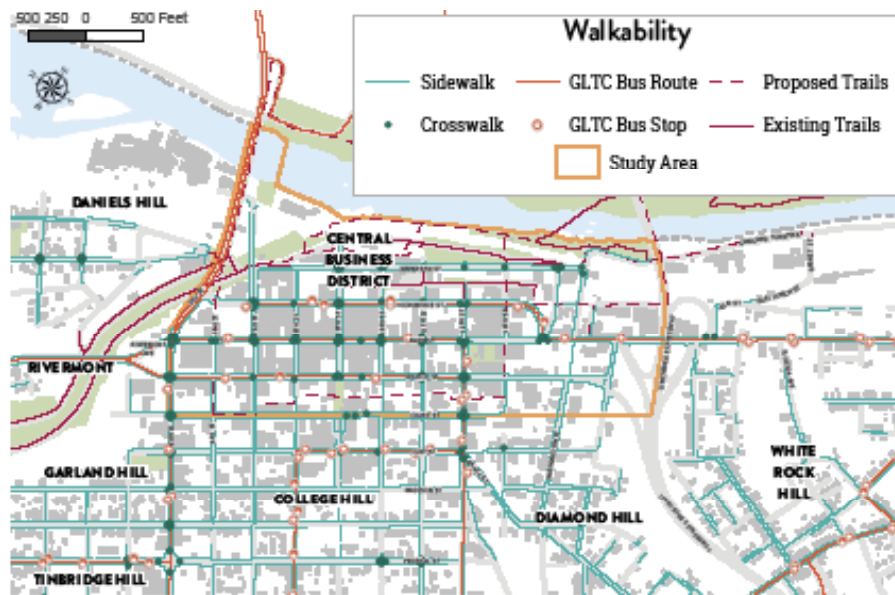
The neighborhoods of Lynchburg will play a vital role in continuing Downtown's revitalization. Both the neighborhoods immediately surrounding Downtown, the walkable ones, and outer neighborhoods should be well connected to Downtown, reinforcing Downtown as the center of the region. Driving to reach Downtown is relatively easy from anywhere in the City as most of the City is accessible within fifteen minutes. However, if Downtown is successful, parking and travel within Downtown will become more difficult over time. Increasing connectivity for pedestrians, cyclists, and transit riders will help ease the effects of this success and support further growth.



Garland Hill Neighborhood



While the map does not take into account traffic, vehicular travel to Downtown is very easy. Drivers can reach Downtown from most of the City within fifteen minutes.



Crossing Madison Street could be enhanced to encourage pedestrians from the nearby College Hill Neighborhood.

WALKABLE NEIGHBORHOODS

The neighborhoods immediately bordering Downtown contain unique historic homes and buildings in attractive neighborhoods. As Downtown continues to revitalize, the housing in these neighborhoods will see increased demand. Likewise, Downtown's success is also reliant on these neighborhoods. Downtown should be easily accessible and facilitate walking from these nearby areas rather than encouraging residents to drive short distances, find and pay for parking. However, Lynchburg's distinctive natural topography, with its dramatic bluffs and slopes, can make linkages to Downtown challenging. Wide roads and disjointed sidewalk systems also deter pedestrian and bicycle use. Improvements to Downtown's gateways discussed in the previous section will help, but implementing the "principles of walkability" discussed in the Mobility Chapter will be a key to enhancing the connectivity to these neighborhoods.

Routes from the surrounding neighborhoods should be assessed and upgraded for:

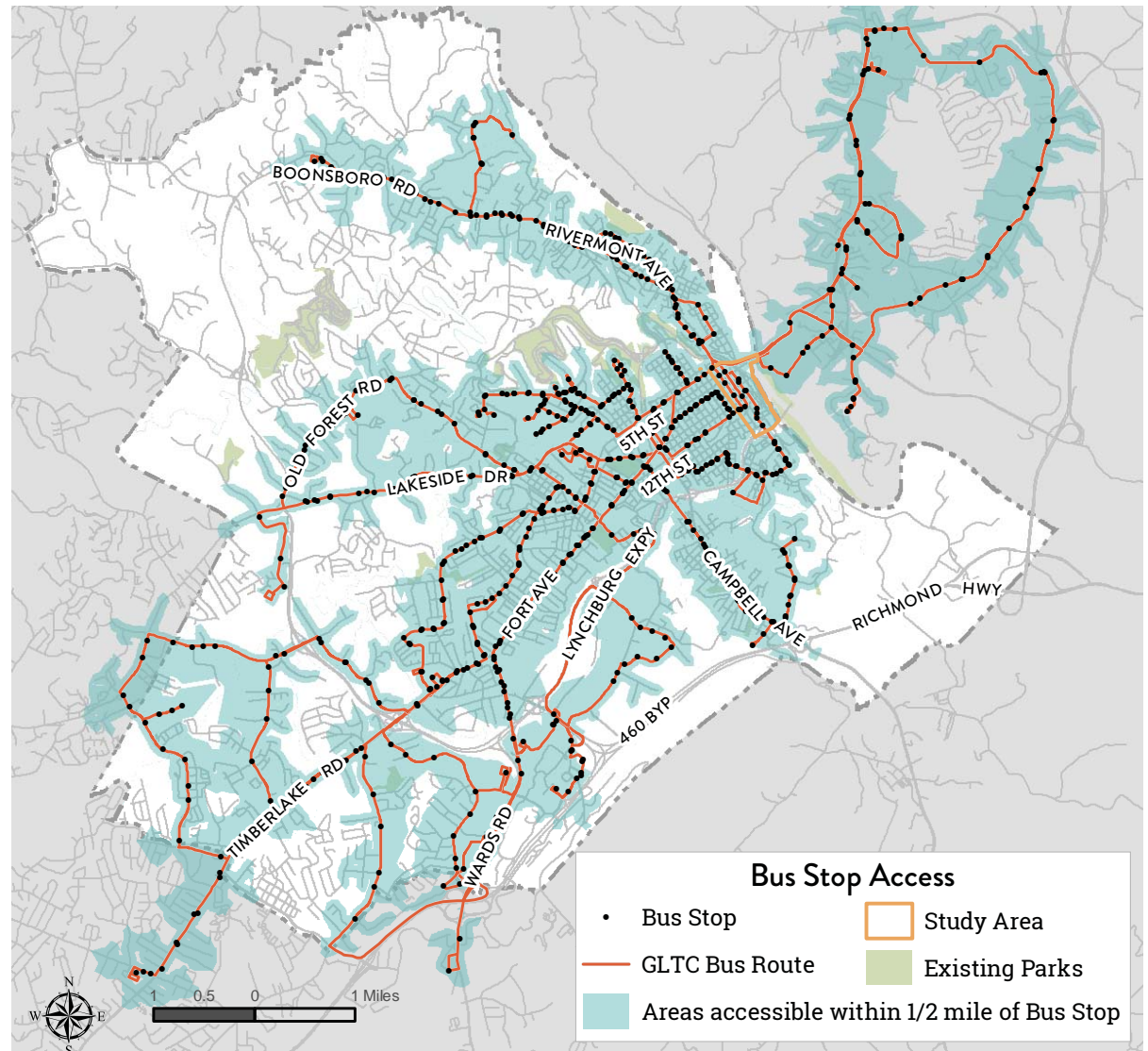
- > Sidewalk/crosswalk connectivity
- > Pedestrian environment
- > Potential cut-throughs to ease travel (i.e. Diamond Hill Stairs)
- > Street trees/adequate shade
- > Bus connectivity in the case of inclement weather

PERIPHERAL NEIGHBORHOODS

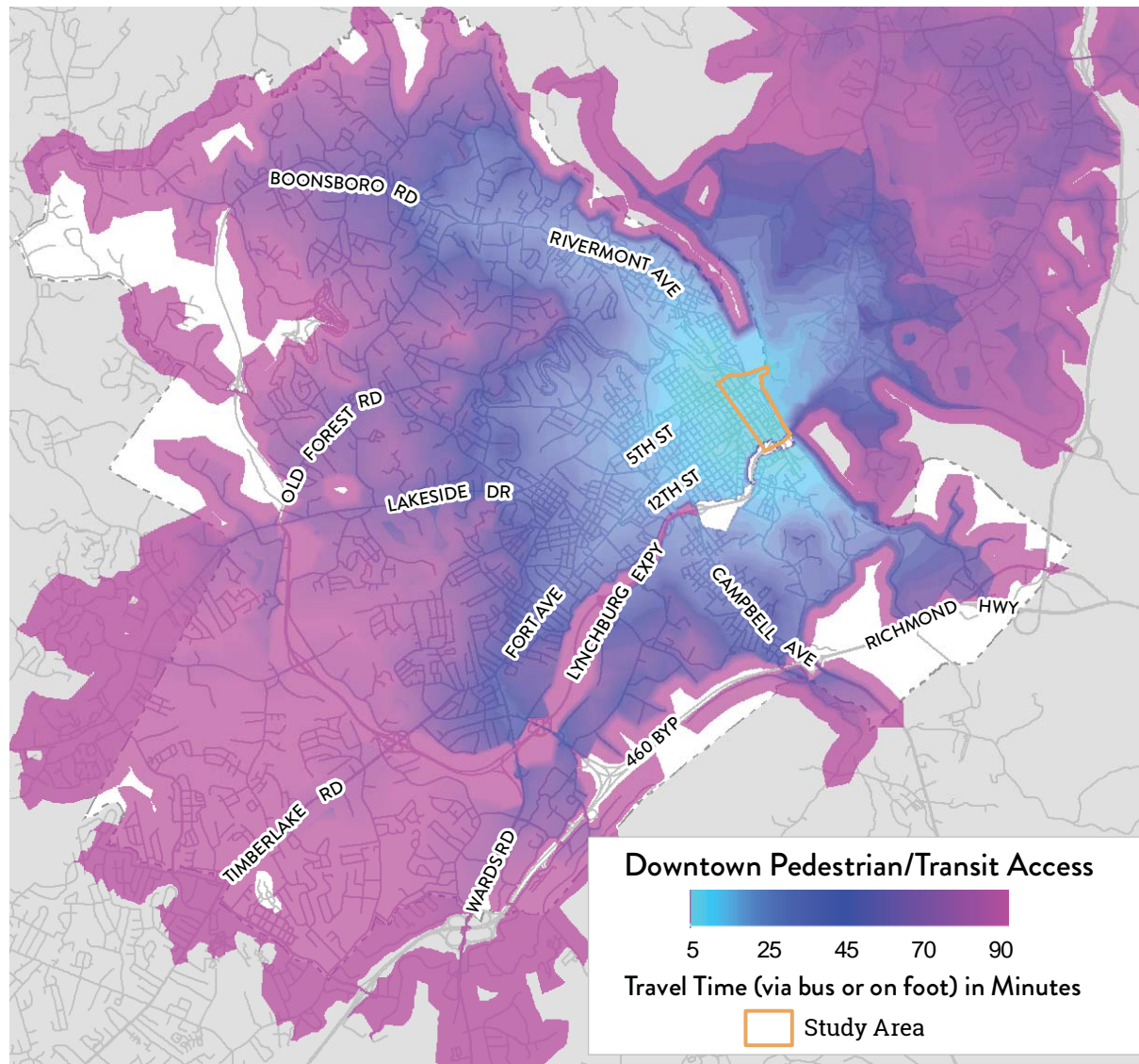
Many of Lynchburg's neighborhoods are only a few miles from Downtown via direct thoroughfares like Rivermont Avenue, Fifth Street and Memorial Avenue, Fort Avenue, and Florida Avenue. These neighborhoods could also be easily accessible via short bike or transit rides with enhancements to the system.

BUS ACCESS

Many of these peripheral neighborhoods can easily access a bus stop on major thoroughfares. The map to the right illustrates areas within a half mile of a bus stop. However, the time it takes to get Downtown via bus because of the infrequent service deters potential riders.



Many neighborhoods within Lynchburg are within walking distance to a bus stop.



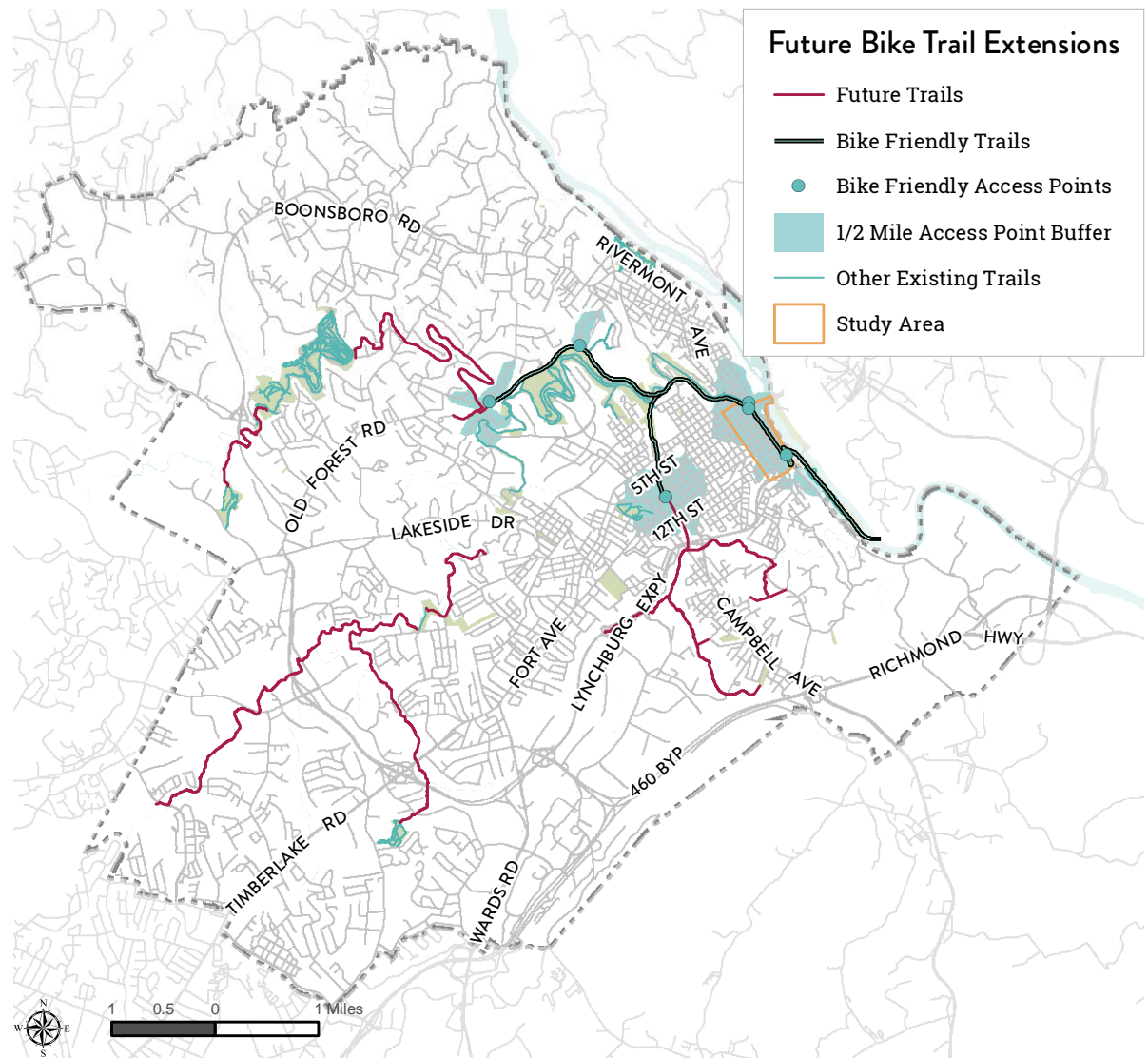
For example, Rivermont Avenue provides a direct route from many neighborhoods, however drivers can be Downtown within 10 minutes. Paying nothing for on-street parking, it would be difficult for anyone to choose riding the bus as it is both slower and more expensive. This map shows the average travel time to reach Downtown between 5 and 7pm from other areas of the City.

Increasing this accessibility can help reduce demand for parking Downtown, encourage more frequent travel Downtown by those without access to vehicles, and accommodate denser development around the City. See Mobility Chapter for more discussion on increasing bus route ridership.

BIKE ACCESS

As discussed in the Mobility Chapter, Lynchburg has an extensive trail system. These trails weave along creek beds behind many neighborhoods but actually have limited connection points to the paved trails (routes commuters could potentially take to reach Downtown). Extensions of the paved trails and small spurs that connect neighborhoods to the existing trails would help neighborhood residents better access Downtown via bicycle, encouraging up another mode of travel.

See Mobility Chapter for more discussion on trail improvements to encourage Downtown travel by bicycle.



Relatively few areas of the City are currently directly connected to the trail network, requiring people to drive and park before using the trails. However, the potential to tie neighborhoods in and encourage people to bike from their front door to reach Downtown is an enormous opportunity. Trail extensions as well as small spur trails connecting to the existing network will encourage this.

8.3 COLLEGES AND REGIONAL TRANSPORTATION

Lynchburg benefits from several institutions of higher learning within a short drive of Downtown. With its fashionable new apartments and mixed-use buildings, Downtown is becoming a residential destination for faculty and students. However, the Central Business District has yet to really capture the college energy and vibrancy. While the potential for Downtown to benefit from area colleges is enormous, the colleges should also benefit by marketing close Downtown ties to their prospective students and employees.

TRANSIT CONNECTIVITY

Analyzing the current levels of transit connectivity between Downtown and the Colleges reveals the difficulty for students and faculty to reach Downtown unless they own a personal vehicle. Despite relatively short drives (all the Colleges are accessible in less than 15 minute via car), the accessibility of Downtown via transit in less than 30 minutes was very low.

On weekdays between 7am and 7pm, area colleges were accessible within 30 minutes the following percent of the time throughout the course of the day:

Randolph College- 50%
Virginia University of Lynchburg (VUL)- 50%
University of Lynchburg (Lynchburg College)- <10%
Central Virginia Community College (CVCC)- 0%
Liberty University (LU)- 0%

Partnering with the colleges and Greater Lynchburg Transit Company (GLTC) can improve this connectivity immensely. If both a cheaper and just as (or more) convenient alternative is available, students and staff from the colleges will be enticed to take transit to reach Downtown. Better connectivity to Downtown will be an exciting amenity the colleges can offer students, while also helping Downtown harness and benefit from the energy on Lynchburg's college campuses.

FOCUS GROUP RECOMMENDATIONS

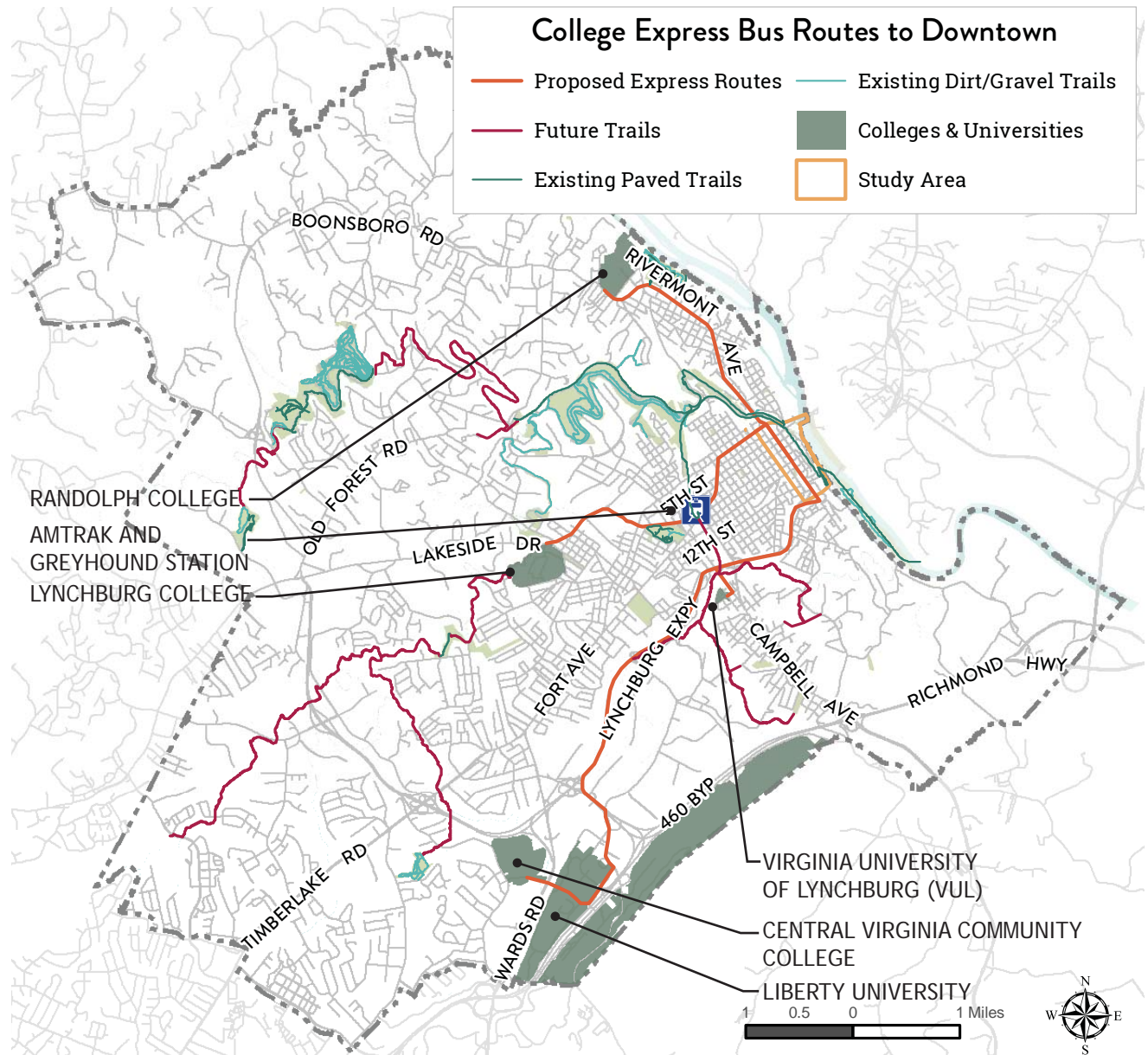
Focus groups, including college representatives, brainstormed several ways to potentially connect Downtown to local institutions and foster student life activities. The opening of the historic theater at the Academy Center of the Arts will be a first step toward bringing this vital demographic Downtown. Other recommended methods include:

- > A partnership with the Downtown Lynchburg Association and higher education institutions to create a program that allows students to make purchases at Downtown restaurants and businesses with a swipe card system.
- > Free or discounted bus service to Downtown (or all routes) for enrolled students financed by student fees.
- > Express buses running directly from a central location in Downtown to each of the colleges. See Express Bus Routes Map on the following page.
- > Amenities oriented to the student demographic such as the proposed **Main Street Arrival Pad and Destination Amphitheater** in Section 4.1 Parks and Gathering Areas. See Amenities Map in following pages.
- > A facility dedicated to student events such as the proposed **Multi-College Conference Center** in Chapter 3: Historic and Architectural Resources
- > Continued improvement of multi-modal networks that link local colleges and universities to Downtown. This includes prioritizing bicycle routes to these institutions, as illustrated in the bike trail extension map in the previous section.

REGIONAL TRANSPORTATION

Many visitors to Lynchburg opt to stay in hotels outside of Downtown that are closer to the airport or the destination they are visiting, often Lynchburg's colleges. If Downtown were more easily accessed from regional transportation hubs like the Amtrak/Greyhound station and the Lynchburg Airport, and large destinations are easily accessed from Downtown via Express Bus routes, visitors will be more likely to choose to stay Downtown where they can experience the destination restaurants, concentration of amenities, and culture of Lynchburg. Two key recommendations will help better tie Downtown to regional transportation and make it more attractive to Lynchburg visitors:

- > The Express route to Lynchburg College could easily stop at Kemper Street Station to and from its route Downtown. This will make train and Greyhound bus travel accessible, as well as provide a direct route to the Greater Lynchburg Transit Company (GLTC) transfer center.
- > Shuttles to and from the Airport at key departure and arrival times can facilitate Downtown visits as they also allow visitors not to rely on rental vehicles.



Express Bus Routes to Lynchburg Colleges and Universities

8.4 CONNECTING COMMUNITIES: GOALS

- > Enhance gateway entrances into Downtown.
- > Improve connectivity between Downtown and its surrounding neighborhoods through parks, public spaces, transportation, and streetscape improvements.
- > Attract students and staff from Lynchburg's universities and colleges to Downtown by providing amenities and transportation options.
- > Connect to regional transportation hubs to better attract Lynchburg visitors to Downtown.

8.5 CONNECTING COMMUNITIES: RECOMMENDATIONS

Strategic recommendations are proposed to improve access and connectivity between Downtown and its surrounding neighborhoods, as well as to promote social interaction among Lynchburg's diverse population groups. The short, mid, and long-term strategies on the following page summarize policy and design actions Lynchburg can take as part in. Additionally, many other initiatives related to Mobility and Accessibility, Public Space and Recreation, and Utility Infrastructure will also help better connect these communities.

CONNECTING COMMUNITIES

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
GATEWAYS		
<ul style="list-style-type: none"> Convert a portion of the underutilized John Lynch Bridge into a multi-use trail connecting Amherst Riveredge Park to Downtown. 	<ul style="list-style-type: none"> Reduce lanes on Main Street Bridge and add bike lanes with buffers. Improve Gateway streetscape on either side of bridge. 	
<ul style="list-style-type: none"> Develop a master plan for the construction of the James River Parkway. Acquire land as needed. 		<ul style="list-style-type: none"> Design and build the James River Scenic Parkway.
<ul style="list-style-type: none"> Convert underutilized lanes of Rivermont Avenue Bridge into bike lanes with buffers. 		
CONNECTIVITY		
<ul style="list-style-type: none"> Identify intersections and streets to improve walkability from adjacent neighborhoods. 	<ul style="list-style-type: none"> Implement pedestrian and bicycle improvements on neighborhoods streets. 	
<ul style="list-style-type: none"> Work with neighborhoods to identify and build potential spur trails. 	<ul style="list-style-type: none"> Increase bus frequency and enhance bus stops along key corridors. 	<ul style="list-style-type: none"> Extend paved trail network to reach additional neighborhoods and promote commuting via bicycle Downtown.
<ul style="list-style-type: none"> Establish a merchant program in partnership with Downtown Lynchburg Association (DLA) that accepts pre-paid college cards for payment and discounts. 	<ul style="list-style-type: none"> Establish a bus pass program for students as part of college fees. Partner with the Greater Lynchburg Transit Company (GLTC) and higher education institutions to create express routes and shuttles from colleges and regional transportation hubs. 	
<ul style="list-style-type: none"> Ensure all buses have bicycle hardware in partnership with the Greater Lynchburg Transit Company (GLTC). 	<ul style="list-style-type: none"> Identify priority greenway improvements that better link Downtown to colleges. 	

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

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9. ECONOMIC AND MARKET ASSESSMENT

- 9.1 METHODOLOGY AND DATA
COLLECTION SUMMARY
- 9.2 MARKET TRADE AREAS
- 9.3 SUMMARY OF FINDINGS
- 9.4 MARKET OPPORTUNITIES FOR THE FUTURE

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- > **Zip Code Survey** - Used to define the trade areas relevant to Downtown Lynchburg.
- > **Retail Leakage Analysis** - Identified the supply and demand in the trade area and opportunities for growth in Downtown Lynchburg.
- > **Demographic Snapshot** - Examined trends in population and income in Lynchburg and the surrounding region.
- > **Market Segmentation study** - Analyzed the makeup of Lynchburg's primary trade area in order to determine consumer needs and target markets.
- > **Residential and Commercial Development Analysis** - Looked at trends and potential for residential and commercial development in Downtown Lynchburg.

A summary of the market analysis is provided on the following pages. Additional detail can be found in the market analysis report located in the Appendix.

The market analysis establishes the retail trade area for Downtown Lynchburg. This information is critical to the remainder of the market study and provides the baseline data for the subsequent leakage and shares analyses. Our process began with a zip code survey of customers to determine the market base relevant to Lynchburg.

During a one-week period in July 2017, thirty-seven businesses in Downtown Lynchburg tallied the resident zip codes of their customers using the provided form shown below.

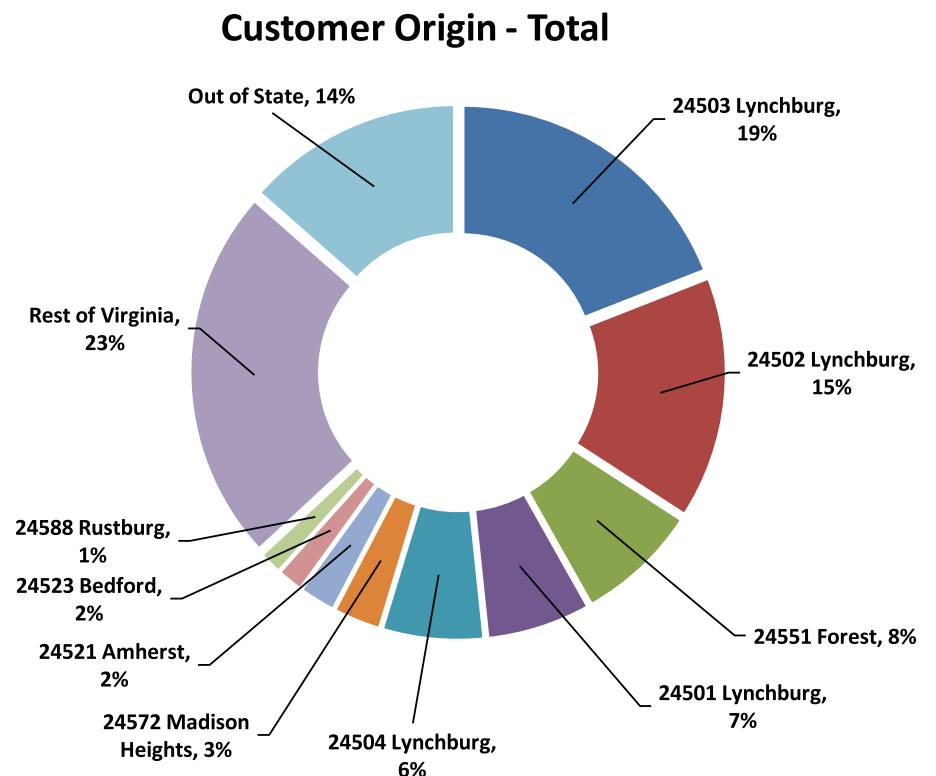
Zip Code Survey Form
Source: Arnett Muldrow & Associates

Participating businesses included a variety of retail, restaurant, cultural institutions, and visitor destinations located in Downtown. Businesses recorded the zip code of each customer and also asked if the customer was a current student of a local college. The survey recorded 3,077 visits from 413 unique Zip Codes, 38 states, and 3 foreign countries. Approximately 86.5% of customers were from Virginia, with 47.9% from Lynchburg.



Location of Businesses Participating in Zip Code Survey
Source: Arnett Muldrow & Associates

For the businesses that asked whether their customers went to local colleges, approximately 13% identified that they were students. While this is a significant portion of the market, it should be noted that the survey was done while colleges were not in regular session, and it can be assumed that the percentage would be higher during the school year.



Zip Code Survey Customer Origin
Source: Arnett Muldrow & Associates

9.2 MARKET TRADE AREAS

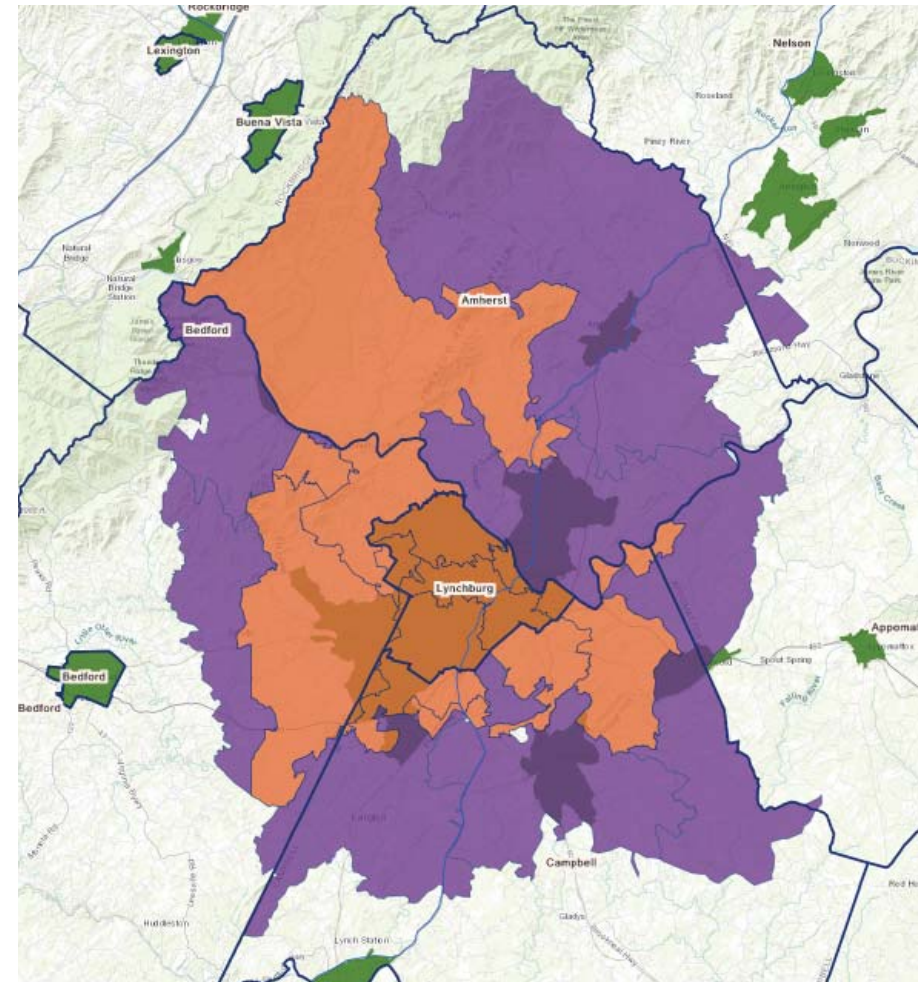
The results of the zip code survey were analyzed against the total population of each individual zip code to determine the market saturation. From this analysis, primary and secondary trade areas were identified for Downtown Lynchburg.

The primary trade area (PTA), with approximately 55% of the total visits, consists of the following zip codes:

24503 Lynchburg	24502 Lynchburg
24504 Lynchburg	24574 Monroe
24536 Coleman Falls	24501 Lynchburg
24551 Forest	

The secondary trade area (STA), with approximately 10% of the total visits, consists of the following zip codes:

24556 Goode	24526 Big Island
24521 Amherst	24538 Concord
24572 Madison Heights	24550 Evington
24588 Rustburg	



■ Primary Trade Area
■ Secondary Trade Area

Map of Lynchburg Primary Trade Area and Secondary Trade Area
Source: ESRI, Arnett Muldrow & Associates

9.3 SUMMARY OF FINDINGS

DEMOGRAPHICS

According to Nielsen Claritas, a national marketing service used by planners, consultants, and private businesses for their market research, the estimated 2017 population of the City of Lynchburg is 80,585. With 132,980 people in the PTA and 52,387 in the STA, Lynchburg's combined trade area has a population of over 185,000. Population in the City of Lynchburg and the PTA have grown faster than the metropolitan region. The U.S. Census Bureau shows that from 2000 to 2010, Lynchburg grew by 15.8% and the primary trade area grew by 16.7%. During the same time period, the Lynchburg Metropolitan Statistical Area (MSA or "metro") grew by 10.5%. Claritas projects Lynchburg and the PTA to grow by 4.7% from 2017 to 2022.

With a median age of 28.7, Lynchburg has the youngest population in the region. The median age in the PTA is 34.2 and the median age in the metro is 40.1 (Source: Claritas).

The median household income in Lynchburg (\$40,163) is on the lower end in the region and the median household income in the PTA (\$49,575) is in the mid-range of incomes in the region. The percent of families living below poverty in Lynchburg (18.9%) is significantly higher than that of the PTA (12.9%) and region (11.4%) (Source: Claritas).

EMPLOYMENT

Downtown Lynchburg is a regional center of both employment and commerce, with national and global reach. As Downtown has become more desirable, it has attracted growing business and destination retail anchors. As of March 2018, the unemployment rate in Lynchburg was 3.8% (Source: Bureau of Labor Statistics). The largest employment sectors in Downtown Lynchburg are education (29%), finance and

insurance (23%), public administration (14%), healthcare and social assistance (6%), and professional, scientific and tech (6%) (Source: US Census On the Map).

RESIDENTIAL AND COMMERCIAL DEVELOPMENT

The median value of all owner-occupied housing units in Lynchburg is \$148,856, compared to \$170,507 in the Lynchburg MSA and \$178,822 in the PTA (Source: Claritas). Overall, Lynchburg's housing market is strong, with rising values and decreasing days on market. Single-family residential permits in the Lynchburg MSA declined following the recession but have held steady since 2013. A small sample of building permit data from Downtown Lynchburg shows that the number of single-family building permits in Downtown has been increasing since 2012 (Source: City of Lynchburg).

Over 900 rental residential units have been developed as loft apartments in historic Downtown Lynchburg since 2007 (Source: City of Lynchburg). According to advertised rents on various Downtown loft websites, the current market sees a range of rents from \$550/month to greater than \$1,250/month, with units ranging from 595 square feet to 2,500 square feet.



Historic Residential Loft on Jefferson Street

In general, commercial investment in Downtown Lynchburg has been stable over the past decade, as evidenced by business licenses and commercial permits. Business licenses for new businesses in the Central Business District peaked in 2004, but annual revenues for all businesses in Downtown have been steadily increasing. In the past ten years, Downtown business license and meals-lodging-amusement tax revenues have increased each year, with an average annual growth of 12% during that time. \$1.75 million in revenue was generated in 2016 in Downtown (Source: City of Lynchburg). According to the City's data, commercial permits have been a mix of renovation to existing structures and new construction, with permits generally increasing over the past decade. A high of 43 commercial building permits in downtown was recorded in 2015.

RETAIL LEAKAGE ANALYSIS

A retail leakage analysis was performed on Lynchburg's primary and secondary trade areas in order to examine retail trade patterns in the community and identify potential opportunities for retail growth based on demand in the market.

"Retail Leakage" refers to the difference between the retail expenditures by residents living in an area and the retail sales produced by the stores located in the same area. If consumer expenditures in an area are higher than retail sales in the same area, then the area is said to be "leaking." Conversely, if retail sales in an area are higher than consumer expenditures, the area is said to be "gaining." All the following data comes from Nielsen Claritas.

The retail leakage analysis revealed:

- > Stores in Lynchburg's primary trade area sold \$3.1 billion in merchandise in the previous year. Consumers living in Lynchburg's primary trade area spent \$2.4 billion in merchandise during the same time period. Therefore, Lynchburg's primary trade area gained \$659.3 million in sales last year.
- > Lynchburg's secondary trade area had \$523 million in sales and \$941.6 million in consumer expenditures, resulting in a \$418.6 million leakage.
- > The combined trade area gained \$240.7 million.
- > The City of Lynchburg had \$2.38 billion in retail sales and \$1.43 billion in consumer expenditures, resulting in a gain of \$943.6 million.

The retail leakage analysis indicates that Downtown Lynchburg and its trade areas are a retail center, pulling a significant amount of sales from the outside. Lynchburg is an urban market that pulls in consumers from a large, rural geographic area. It also has a robust visitor market that drives sales in destination businesses leading directly to retail gain. While the trade areas are experiencing gain overall, there are a number of categories that show opportunity for growth based on demand.

9.4 MARKET OPPORTUNITIES FOR THE FUTURE

NEW MARKET POTENTIAL FOR RETAIL

While Lynchburg is generally serving the needs of the residents living in Downtown's trade areas, opportunities exist to both grow clusters to capture more of the regional market and to target growth in key retail categories that currently experience leakage.

Retail leakage in certain categories translates to an immediate opportunity to target new business. For this analysis, a capture scenario was used whereby a reasonable portion of the primary and secondary trade area leakage could be accommodated Downtown. The conservative scenario estimate a capture of 20% of primary trade area leakage, and 10% of secondary trade area leakage, then translates leakage dollars to supportable square footage. This analysis suggests a potential capture in Downtown Lynchburg of a range of up to 150,000 to 228,000 square feet of new retail. The lower figure removes certain categories (such as general merchandising or building materials) that may not be feasible in a downtown environment. Key opportunities in select retail categories are shown in the following chart.

	Calculated Capture (Square Footage)
Selected Retail Categories Below	228,396
Furniture Stores	15,061
Home Furnishing Stores	5,156
Household Appliances Stores	3,677
Building Material and Supply Dealers	9,465
Hardware Stores	727
Grocery Stores	11,751
Health and Personal Care Stores	10,381
Clothing and Clothing Accessories Stores	19,717
Women's Accessory & Specialty	3,531
Shoe Stores	2,711
Jewelry Stores	1,197
Luggage and Leather Goods Stores	1,380
Sporting Goods Stores	3,084
Hobby, Toys and Games Stores	2,258
Sew/Needlework/Piece Goods Stores	1,246
Book Stores	11,024
General Merchandise Stores	66,486
Florists	204
Gift, Novelty and Souvenir Stores	1,304
Foodservice and Drinking Places	33,729
Drinking Places -Alcoholic Beverages	24,306

Capture Scenario for New Retail Space in Downtown Lynchburg.

Source: Arnett Muldrow, Claritas, ULI Dollars and Cents of Shopping Centers

10. BUSINESS DEVELOPMENT AND MARKETING

10.1 ECONOMIC CLIMATE

10.2 ONGOING BUSINESS DEVELOPMENT
& MARKETING EFFORTS

10.3 BUSINESS DEVELOPMENT RECOMMENDATIONS

10.4 MARKETING RECOMMENDATIONS

10.5 BUSINESS DEVELOPMENT AND
MARKETING: GOALS

10.6 BUSINESS DEVELOPMENT AND
MARKETING: RECOMMENDATIONS

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Business development strategies for Downtown Lynchburg are based on the opportunities outlined in the economic assessment as well as the overall economic climate of the Downtown market. The actions identified in this section are intended to help the City and its partners recruit new investment while sustaining a healthy environment for Downtown business.

10.1 ECONOMIC CLIMATE

The economic outlook in Downtown Lynchburg is positive, particularly given the successful implementation of the 2000 Master Plan. The challenges faced sixteen years ago have evolved, and new hurdles exist today. Overall, Downtown Lynchburg remains a desirable place to live, invest, and open a business.

DOWNTOWN SUCCESS

- > Greater than \$12.7 million in tax revenue has been generated from private investment in Downtown since 2012. Much of this development has occurred along Jefferson Street and Riverfront Park, as well as Commerce Street and Lower Bluffwalk.
 - > Residential growth is a huge economic driver as over 900 new units have been developed over the past decade. Most have been market-rate, loft apartments constructed by private developers utilizing local property tax incentives and state and federal historic tax credits.
 - > New residential continues to show potential in Downtown. Rents are increasing and leasing is active, and there is continued interest from the private sector in market-rate lofts and for-sale units.
- > Downtown continues to be the center of government and employment, with key employer expansions including Pacific Life, Innovative Wireless Technologies, AntWorks, and others.
 - > Similarly, Downtown has seen increased small business activity since the previous plan, particularly with restaurants and specialty retailers.
 - > Downtown activity is driven by key destinations such as Amazement Square, Academy Center of the Arts, Lynchburg Community Market, Downtown events and others.



Amazement Square

CURRENT BUSINESS CLIMATE

- > Many small retail owners in Downtown sense that overall business is “down” for the first time in years because of recent construction, a changing market, or both. These business owners, as well as some developers, are concerned about the future and the effect of planned infrastructure projects.
- > Liberty University and other local colleges are considered a good market draw for residents and consumers. This was confirmed by the market research.
- > Downtown has seen a growing younger market driven by college students and young professionals who live Downtown, dine in local restaurants, or enjoy Downtown events. Some businesses see this as very positive, while others wonder if it means Downtown is losing its traditional market.
- > Within the near future, Downtown will have additional active anchors such as the Academy of Music Theatre and Grassroots Local Market.

- > Internet retailing has become the biggest competitor to Downtown shops. Some businesses have successfully addressed this by supplementing their trade with sales on Facebook, Etsy, and dedicated websites.
- > Additional owner-occupied housing is needed in Downtown. Lynchburg’s Real Estate Rehabilitation and Renovation Program has been incredibly successful in providing incentives for developing loft residential units. Most residential development in Downtown, however, has been with renter occupied housing.

The Real Estate Rehabilitation and Renovation program was amended in early 2018, and provides tax exemptions for residential, commercial, and industrial.

- > Overall, Downtown has a robust geographic market pull that creates demand for new business. The market analysis presented earlier in this report shows the potential for between 150,000 - 228,000 square feet of new retail space that could be directed to Downtown.

10.2 ONGOING BUSINESS DEVELOPMENT AND MARKETING EFFORTS

The City of Lynchburg has excellent business development and marketing tools focused on economic development, civic communication, tourism, and Downtown promotion.

BUSINESS DEVELOPMENT

The City of Lynchburg's Office of Economic Development and Tourism (OEDT) cultivates a healthy business environment and positions the city and Downtown for new development.

- > The Opportunity Lynchburg website is a clearinghouse of information related to investing in Lynchburg. It includes an economic profile, database of available properties, incentives, and information on why Lynchburg is a sound investment.
- > The City facilitates various economic incentives such as Enterprise Zone investment and jobs grants, as well as the highly successful Real Estate Rehabilitation and Renovation Program, among others.
- > The Office of Economic Development and Tourism offer numerous programs that support small business. This includes Launched in Lynchburg and CO.STARTERS. These programs may evolve over time, but OEDT and the City are committed to continued support of small business.

CIVIC COMMUNICATION

The City of Lynchburg operates an expansive website that provides important information for its citizenry such as departmental information, services, and press releases. This includes information on Lynchburg Regional Airport, Lynchburg TV, and City schools, among others. It also provides the ability to pay tax, utility, and business licensing payments online.

DOWNTOWN ACTIVITY

An expanded customer base for local businesses is generated through the programming of events, active marketing of Downtown shops and restaurants, and the activity created by Downtown destinations.

- > The Downtown Lynchburg Association programs events such as Get Downtown and Deck the Hills.
- > The organization also facilitates targeted marketing campaigns highlighting creative businesses, such as "Where the Makers Are," deployed through digital media in 2017.
- > The Lynchburg Community Market creates daily commerce and event activity in Downtown. It drives resident and visitor traffic to local growers and artisans, and actively promotes the "Lynchburg is for Locavores" marketing campaign.

ACTIVE SOCIAL MEDIA

Most of the initiatives above are fully integrated into digital and social media on the City and Downtown Lynchburg Association websites, Facebook, Instagram, and Twitter.

10.3 BUSINESS DEVELOPMENT RECOMMENDATIONS

True economic development focused on downtowns is often an afterthought in many mid-sized cities like Lynchburg. More often than not, these activities are the responsibility of regional economic agencies whose focus is on recruiting investment to industrial sites and business parks. Similarly, small business development efforts are often limited in our downtowns, with locally owned shops and employers left to fend for themselves.

Neither of these is the case in Lynchburg. The City's Economic Development Office as well as the Downtown Lynchburg Association have been implementing exceptional business development initiatives from which many of its peer communities could learn.

The following business development strategies recommended are based on capturing the opportunity identified in the market research, while also growing the foundation of small business and development already in Lynchburg.

TARGETED RECRUITMENT

Tailor Recruitment Efforts Based on Opportunities Identified in Market Research.

The market analysis showed a growing employment market, continued residential development opportunity, and significant retail potential for Downtown. While any prospect should be considered, active recruitment strategies should focus on those opportunities that show potential for success.

Retail Recruitment

The market analysis showed potential for up to 150,000 to 228,000 square feet of retail that could be accommodated in Downtown. Targeted recruitment efforts should begin with identifying potential vacant or underutilized space that could house key opportunities. Certain businesses may need a particular location, have specific parking/loading needs, upfit requirements, etc. Use this information to direct potential prospects to favorable locations.

Develop Retail Anchors

Create "anchors" and cluster retailers in locations where they can benefit from similar businesses. Downtown has an abundance of high-quality retailers, but it is difficult to see the depth of retail due to the relative distance or topographic changes between locations and streets. Clustering could solidify key retail destinations in Downtown, and could include:

- > ***Specialty Retail Anchor*** in the block surrounding the Main Street and 12th Street intersection - This area currently has some specialty retail, but also has non-retail occupying key street-level commercial space, infill sites, and the vacant City Auditorium.
- > ***Specialty Retail Cluster*** in the enhanced Main Street corridor - This cluster would complement the signature public/private destination amphitheater and capitalize on activity generated by the Lower Bluffwalk, Community Market, and amphitheater. The market research identifies upwards of 46,000 square feet of demand for key specialty retailers.

- > ***Creative Business Anchor District*** - Amazement Square and Riverviews Artspace have emerged to establish a creative anchor district at the intersection of 9th and Jefferson Streets. This area could grow with additional gallery space and creative retailers.

For example, the market analysis detailed opportunity for home furnishing stores (5,000 sf) and furniture stores (15,000 sf). Targeted recruitment for this anchor district could include creative-type businesses such as interior designers that sell home furnishing products, or design-focused furniture stores such as Galaxie Modern.

- > ***Visitor and Entertainment Businesses*** - Specialty foods, restaurants, and gift shops could locate near lodging clusters (Craddock Terry, Holiday Inn, Virginian) or near primary destinations (Jefferson Street between Amazement Square and Riverfront Park).

Continue Restaurant Recruitment

Downtown Lynchburg currently has 32 restaurants and specialty food businesses. Market research indicates that the district brings in dining customers from across the region and beyond. More importantly, it shows potential for up to 30,000 square feet of additional restaurant space, and 24,000 square feet of drinking, or entertainment-type establishments. Restaurants are critical to continued Downtown development as they generate both local and visitor activity.

Lynchburg should continue to grow Downtown's current dining cluster. Restaurants are challenging to operate, and it is important that any new establishments have sound business plans, sufficient operating capital, and a track record of successful operation. In addition, recruitment strategies should also include an effort to diversify the current offerings. Downtown has a great mix of restaurants, yet many

of the newer establishments cater to a similar market, price point, and diner. These products still have potential in Downtown, but diversification should always be a consideration.

Target Asset-Based Businesses

The James River, Percival's Island, Blackwater Creek Trail and other trails generate a tremendous amount of activity in Downtown Lynchburg. However, there are only two local businesses that cater to this captive market. Other active communities in Virginia have had success recruiting outfitters, kayak or fishing guide businesses, bike rentals and shuttles, among others. The market analysis showed local demand for sporting goods for up 3,000 square feet, but with the outdoor recreation visitor market, the potential is much greater.



Outfitters and Bike Rental businesses would complement the James River and local trails that intersect within Downtown.

Recruit Signature Retail Tenant

Downtown Lynchburg has great destinations such as the Academy Center of the Arts, Amazement Square, Riverfront Park, and others. While each impacts nearby businesses, only the Community Market has a significant retail component. A signature retail tenant would not be a national chain, but rather a unique shopping destination that generates both retail and visitor activity. Examples include Mast General Store (nine locations in NC, TN, and SC) or Floyd Country Store in Floyd, VA. The City could target regional prospects like Mast, or identify more locally connected investors who may share a similar vision for Downtown Lynchburg.



Destination Retail such as the Floyd Country Store in Floyd, Virginia would generate visitor activity and commerce.

Promote Residential Recruitment

Much of Downtown's success is due to residential development, and market indicators and private interests suggest a growing potential for new housing in Downtown.

- > Continue to recruit developers for Downtown rental lofts. Lynchburg has over 900 residential units in Downtown. Most of these are market-rate rental properties with a wide range of sizes and price points. Lynchburg should continue to work with developers to find appropriate product (buildings) and provide incentives through the City's Real Estate Rehabilitation and Renovation Program.
- > Actively recruit developers of for-sale condominium and townhome-type residential. Local developers felt like there is market demand for owner-occupied housing, but due to available product and lack of incentives, development in Downtown is a challenge. In order to have more success in bringing this type of residential product, Lynchburg should:
 - Host an investment round-table for residential developers to understand challenges the development community has with building new residential and owner-occupied housing. Peer communities like Greenville, SC and Asheville, NC routinely engage the private sector to understand needs and work towards common goals.
 - Continue annual **review of incentive packages** such as the Real Estate Rehabilitation and Renovation program to encourage more owner-occupied housing, or even establish criteria for mixed use such as ground-floor retail.

Promote Office Recruitment

Downtown Lynchburg will continue to be the primary employment center for the City and region. The City has been successful in bringing employers and investment into Downtown despite challenges of parking, building product, and rentable space. The City's Economic Development Office already does the most important thing in maintaining a database of available properties and local incentives. It also promotes "best city" rankings and the general quality of life. Other tasks can include:

- > **Host a quarterly employers' round-table.** During the planning process, employers offered critical input related to parking, available space, and even the need for Downtown living. Numerous stakeholders recognized the City's efforts to create a great and well-rounded quality of life, and felt the livability in Downtown impacts their ability to recruit qualified employees. Ongoing input will be important to refining and implementing strategies for office recruitment.
- > **Target national firms to invest in Downtown** including finance, tech, professional businesses, and headquarter operations. One way to facilitate this is by coordinating recruitment trips to other cities and regions. This would be done in cooperation with partners like Lynchburg Regional Business Alliance, Downtown Lynchburg Association, and Region 2000.
- > **Target creative employers** including tech firms, marketing and graphic designers, architecture firms, etc. Local employers felt that the future of Downtown may lie not simply in larger employers with national markets, but also in smaller professional firms with a creative focus. Downtown has established an urban feel that is desirable for these small businesses with 10 employees or less. Like retail, the City can identify smaller spaces in Downtown (2,000-5,000 square feet) that could accommodate these firms, and create targeted marketing materials to attract creative industry to Downtown.
- > Continue annual **review of incentive packages** such as the Real Estate Rehabilitation and Renovation program, and encourage their use for the renovation of loft space for office and live-work opportunities in Downtown. This incentive has been a successful tool in Lynchburg, and was most recently updated in 2017.

CONDUCT ECONOMIC DEVELOPMENT ACTIVITIES

Plan for Economic Development Visits to Other Communities

Take a contingent of elected leaders, department heads, economic development staff, and private developers to peer communities to learn about projects and initiatives. Successful communities are accustomed to receiving representatives from other places and enjoy sharing their success. They also could learn from Lynchburg about its achievements. These visits could be tailored to specific projects or the overall vision of Downtown Lynchburg, such as:

- > **Greenville, SC** – successful public-private partnerships.
- > **Asheville, NC** – development of the River Arts District as an economic focus area with artist, studios, and creative industries.
- > **Mount Airy, NC** – development of Renfro Lofts and other mills in Downtown that have utilized state and federal pass-through tax credits for owner-occupied residential.

Cultivate Relationships with Investors/Developers

Building relationships with real estate developers is critical to bringing in new investment to Downtown. The brokerage community often has the best contacts, and communication and sharing of information often results in bringing prospects to the table. Other communities have facilitated meetings where the City shares planning efforts, the private sector highlights new projects with their peers, and guest speakers are brought in to discuss economic development.

Expand Opportunity Lynchburg with Dedicated Downtown Page

The Opportunity Lynchburg website is an extremely well-designed tool to promote citywide economic opportunities. The City's Economic Development Office should consider creating a dedicated page on the Opportunity site that focuses on investment specifically in Downtown, including properties, incentives, quality of life, etc. This page would not need to be expansive like the full Opportunity site, but rather a simple overview of why investing in Downtown makes sense.

Consider Public-Private Partnerships

Public-Private Partnership is a broadly-used and somewhat loosely defined mechanism to incentivize private investment through public infrastructure, grant programs, land swaps, tax abatement, etc. The resulting public commitment is often an amenity to be used for the common good (parking facility, public park), and is needed to help make the private capital investment feasible.

All communities, including the City of Lynchburg, participate in public-private partnerships in some form or another. For example, the Rehabilitation and Renovation Program sponsored by the City provides tax exemptions for qualified renovation and rehabilitation projects. Similarly, the Economic Development Authority through the EDA Capital Investment Program provides cash or infrastructure improvements for qualifying capital investments that generate positive tax base return on the public investment.

Greenville, SC has long used public-private partnerships to drive economic development, from large public parking decks in conjunction with anchor developments, to small public pocket-parks that may be needed to bring in a key investment. The City has formalized these partnerships creating an application and development criteria for each effort, and tying each of its potential public funding strategies to potential developments. This allows for maximum flexibility and negotiation, as well as identifying multi-year public investments over time. Greenville has used public-private partnerships to fund parking structures, acquire land for development, streetscape enhancements,

and renovation to public spaces. For example, The Project ONE development in Downtown Greenville was the result of a \$130 million public-private deal including \$118 million in investment from the private sector. The City's portion included not only a 474-space public parking garage, but a signature Downtown public plaza that serves as a primary destination for Greenville. These types of projects require agreements and investment from both the private sector as well as the public.

The City of Lynchburg and the Economic Development Authority have Economic Development Principles that guide decision making on public support from local government for private-sector investment. The program is similar to Greenville's in that it provides a framework for public investment in projects that will increase tax base and jobs growth, while addressing local market needs. The City should identify which projects within this Master Plan are most suitable for public-private-partnerships, and solicit private investment on a case-by case basis. In addition, utilizing a formal public-private-partnership form, like Greenville's "application", may help ensure private developers are meeting the development principles, and have all required documentation in place during preliminary due diligence. In Greenville, the process creates an organized efficiency for maximum impact, one that also provides a consistent expectation from the private sector.



Project ONE Public-Private Partnership in Greenville SC.



Consider Expanded Public Funding Tools

Large projects always require creative funding, and the City and the Economic Development Authority (EDA) should continue to consider certain tools that may enhance its ability to develop key projects, or participate in public-private deals. The right tool will depend on the specific project, and certain projects may need to use multiple tools. Each of the funding mechanisms below have been used by other cities in Virginia and would be permitted by state statutes. Case studies for many of these mechanisms are presented in an appendix that accompanies the Master Plan.

- > **Tax increment financing, or TIF.** TIF financing is widely used across Virginia to leverage increased tax base from development to fund key public infrastructure in a district. In TIFs, a district is designated and an initial baseline tax value is identified. Each taxing entity (city, schools, county) continues to receive property taxes based on the initial baseline. As investment occurs and tax base increases in the district, the increase (increment) in taxes is used to fund public projects. TIFs are often used to fund projects like parking structures, and have been utilized successfully in Virginia Beach, Chesapeake, Henrico County, Hampton, Arlington, & others. VA Code §§ 58.1-3245 to -3245.5 - Tax Increment Financing.
- > **TIF by Agreement.** TIF has also been used in Virginia outside of TIF statute. Referred to as “synthetic TIF” in other states, it’s called “TIF by Agreement” in Virginia. The methodology is the same as statutory TIF in that public projects are funded through increases in tax base. TIF by Agreement can be more flexible than statutory TIF, in that the City could determine what tax revenues and what percentages would be used for the public

project, as well as establishing certain development criteria. It would enter into agreement with a Community Development Authority (defined below) or the EDA, whereby the designated revenues would be paid to the CDA/EDA to support bonds issued by that authority. Since the tax revenues are not created through an “increment”, the revenues would come from the general fund.

- > **Community Development Authority, or CDA.** CDAs are special taxing districts and statutory development agencies used to finance infrastructure improvements in a defined area through the issue of bonds and collection of an additional real estate tax. The bonds are paid via an additional real estate tax, special taxes, TIF, or combination. CDAs can be initiated by the private sector, and require the approval of at least 51% of property owners within the designated district. They have been used throughout cities in Virginia including Richmond, Williamsburg, Hampton, Fredericksburg, and others. VA Code §§ 15.2-5152 to -5159 – Community Development Authorities.
- > **Business Improvement Districts, or BID.** In BIDs, business property owners agree to pay an additional tax to fund improvements such as streetscape, parking, beautification and marketing. BIDs are private-sector initiatives functioning as independent non-profit entities. They have not been as widely used in Virginia as the tools above, but the Cities of Arlington and Hampton have multiple BIDs.

Consider Enhancing And Expanding Current Incentives

Additional incentives to recruit small businesses are identified below. These efforts can be funded in a number of ways including allocation of general funds, grants, and private sector participation. New incentives should be tied to businesses identified through market research and support the vision for Downtown Lynchburg. The City may consider adopting requirements for incentives, such as participation in CO.STARTERS or Launched in Lynchburg programming, to be eligible.

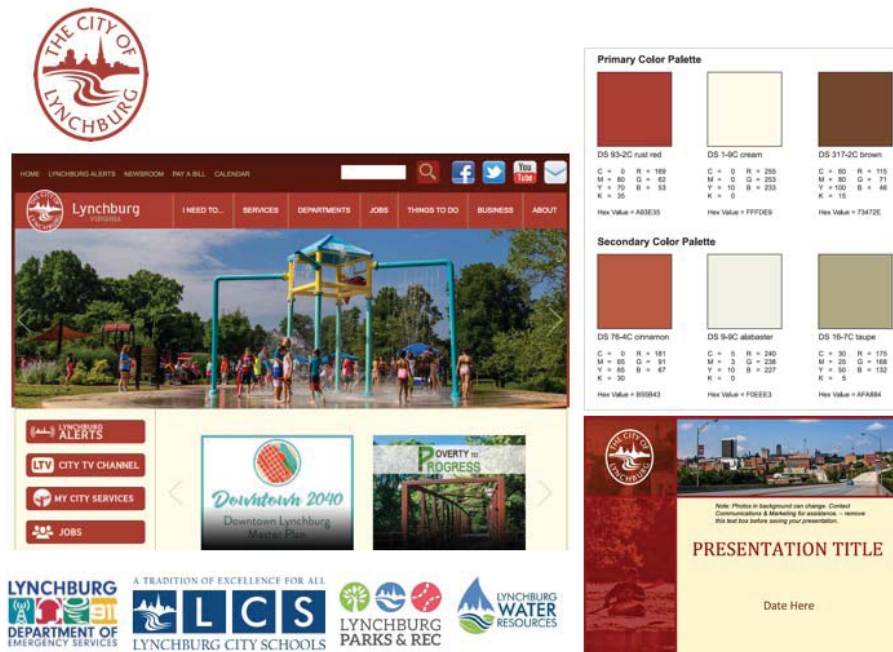
- > **Entrepreneurial challenges.** Other communities and business development organizations have created small, locally focused entrepreneurial challenges funded through both public and private seed monies. Opportunity SWVA facilitates the competitive My Southwest Virginia Cup funded by a Collaborative Communities Grant from the Virginia Department of Housing And Community Development. A similar program called Pop Up Marion Small Business Boot Camp is done in Marion, Virginia. The City of Lynchburg has successfully implemented the similar INOV8 and Community Business Launch Programs, in addition to other small business support such as CO.STARTERS and Launched in Lynchburg.
- > **Marketing grants.** Lynchburg has great creative resources and firms who can educate and help local small businesses build marketing collateral. Other communities have appropriated funds to provide marketing grants for as little as \$500-\$1000 to help local businesses. In Lynchburg, a key focus could be social media marketing, particularly as businesses try to connect with local colleges. Norfolk offers a wide-ranging and flexible grant program called “Vibrancy Grants” - facilitated through the Downtown Norfolk Council.

- > **Small office grants.** Grant awards tied to small offices (ten employees or less) could be given to targeted small businesses and start-ups. Similar programs have applied grants to small rent subsidies, utilities, etc.
- > **Business License Incentive.** Similarly, business license incentives can be a significant tool in bringing in small businesses and offices to Downtown. This could be tied to Lynchburg’s existing Enterprise Zone program or a new program. The City of Virginia Beach offers an initiative whereby qualifying businesses pay only \$50 per year for the first two-years’ business license as a partial tax exemption. Criteria could be applied to business type, number of jobs, gross receipts, etc. Norfolk and Arlington offer similar programs.
- > **Live Work Subsidies.** This is a private-sector initiative that could be encouraged by the city. As part of recruitment, local employers could provide rent subsidies or down payment assistance to employees who look to live in Downtown.

10.4 MARKETING RECOMMENDATIONS

The City of Lynchburg has marketing resources and expertise that allows it to communicate better than most other communities of similar size. The marketing messages focus on city government, economic development, Downtown as a destination, and tourism, each with a distinct marketing identity.

- > **City of Lynchburg Brand** – This is represented by the City seal showing the river and Downtown skyline. The City has a style guide for implementation that details colors, typeface and use.



City of Lynchburg Government Brand System

- > **Opportunity Lynchburg Brand** – Opportunity Lynchburg represents the Economic Development identity for the City and is the most recent of the City's brands. The design (name, imagery, colors) presents an "economic development" identity, and is connected through digital tools such as website, social media, and video production.



Opportunity Lynchburg Economic Development Brand System

- > **Downtown Lynchburg Brand** – This brand represents both the destination and organization of Downtown. Like Opportunity Lynchburg, the brand is fully integrated into digital, social media, and video tools. Downtown Lynchburg Association has developed a marketing plan to fully implement the Downtown brand.

- > **Lynchburg Tourism Brand** – The brand is for the Lynchburg Regional Convention & Visitors Bureau (CVB), which now exists within the City’s Office of Economic Development & Tourism.

Each of the City’s brands have all been implemented independently and therefore lack a cohesion and connected brand message. Also, there is no separation between the destinations (Lynchburg or Downtown) and the organization (City or Downtown Lynchburg Association).



Downtown Lynchburg Brand

INTEGRATION AND EXTENDING DOWNTOWN BRAND

A Unified Brand System For The Community

Create a uniform, destination-based brand identity for the Lynchburg community. This would include unique, yet connected logos for the different identities (government, economic development, tourism and Downtown). This task would require an extensive public engagement process on character and design. Opportunity Lynchburg and Downtown Lynchburg have achieved very effective outcomes with working with local design firms to create brands and marketing strategies, and the development of a community-wide brand could come from the same processes. An example of a connected system is shown below:



Unified Destination Brand System for Grayling Michigan.

Create A More User-Friendly Parking Map

The existing digital parking map is well designed and simple, with the only shortcoming being the complex naming convention of the public parking facilities. A more user-friendly naming strategy should be used for the parking resources, and be incorporated into the parking map.



Example of Downtown Parking Map showing key public parking resources

Integrate Into Downtown Pedestrian Kiosks

Also, the parking map shown here could be incorporated into a Downtown pedestrian kiosk, with concise information on parking, destinations, dining and shopping. Kiosks typically are located in primary parking resources, as well as strategic locations within Downtown.



Map for Pedestrian Kiosk

Create Communication Tools To Use During Downtown Infrastructure Construction

In Lynchburg, streetscape construction, replacing bridges, and redirecting traffic will cause a temporary, but real inconvenience to Downtown users and businesses. Effective communication tools during construction can turn a negative experience into a positive message. Communities have used billboards, temporary signage, social media marketing, and even kids' events to market these improvements. More importantly, they remind users and businesses that the projects are part of realizing the vision for a revitalized Downtown.



Billboard to be located outside of Downtown promoting progress.



Temporary spring sign located in Downtown at point of construction or diversion.

Deploy Print Material In Lynchburg Hotels And Key Destinations

Downtown Lynchburg Association (DLA) should develop a rack card-type brochure or destination/parking map and distribute to lodging establishments, both inside and out of Downtown. Currently, there is either no information in local hotels, or the products created by private, ad-based advertising companies. A branded tool created by DLA would reinforce the Downtown brand, while also delivering the most useful information about the Downtown experience.

Create A Downtown Passport

The Downtown Passport would be a print and/or app-based tool that would encourage users to go to the different districts (Main Street, Jefferson Street, Commerce Street, etc.) in Downtown. It would help provide awareness of different businesses that are separated by the challenging topography of Downtown.

The Atchafalaya Passport is shown as an example. In Lynchburg, the passport program could be implemented to foster more student activity in Downtown, similar to the swipe card system or discounted bus service recommendations suggested in Section 8.2 of this report.



Branded "Passport" for Atchafalaya National Heritage Area

Create A Branded Business Recruitment Package

The City of Lynchburg Economic Development Office and the Downtown Lynchburg Association should cooperate to create branded marketing material specifically to promote investment in Downtown. This would include inserts for available properties, incentives, demographics, and market opportunity, etc.



Branded Business Recruitment Package and inserts from Lovettsville, Virginia.

Create A Master Plan Poster

Create a branded Downtown Master Plan marketing brochure or poster to market the plan, its vision and implementation strategies to potential investors, employers, state leaders, and representatives of potential funding agencies. The poster could be formatted as a graphic, intensive executive summary of the plan and can be distributed whenever meeting with prospects or partner agencies.



Branded Master Plan Poster for Columbus, Mississippi

MARKET POSITION FOR DOWNTOWN LYNCHBURG

Lynchburg Office of Economic Development and Tourism and the Downtown Lynchburg Association are doing exceptional jobs of marketing Downtown, with well thought-out marketing messages that promote Downtown for economic development, event programming, and an expanded customer base.

It is recommended that the City and Downtown Lynchburg establish a concise market position based on these messages, market data gathered during this process, as well as the overall vision of the 2040 Downtown Master Plan. It should be noted that a market position is intended to be very succinct and specific as described below. In addition, a market position should change as the Downtown evolves, and as such, should be evaluated as needed.

The following presents the framework of market positions, key targets relevant to Downtown Lynchburg, and key themes and value propositions for Downtown.

It is important to note that positioning a community is different than promoting a consumer product such as a shoe company or a soft drink company. A community identity or place-based brand is much more broad and multi-faceted. A Downtown district is relevant to numerous target markets, and the values important to that user will vary depending on how he or she interacts with the place. Therefore, a community should not ask itself whether it needs to be either a “historic town” or a “college town,” a “retiree destination” or an “employment center.” In reality, it has to be relevant to all potential markets, and the market position must be flexible as it addresses the various targets. While different from a consumer product, creating a market position for a community begins with the same questions.

- > Who are the target markets and what values do they hold?
- > What unique assets does it have that it can use to connect and be relevant to those markets?

Geographic Market

Downtown is an urban market that pulls in customers not only from the City of Lynchburg, but also a large rural geographic area including portions of Amherst, Bedford Campbell, Appomattox, and Nelson Counties. The Lynchburg Metropolitan Statistical Area (MSA) alone has a population of 258,062 according to the 2016 Census ACS Data. Downtown also serves a substantial visitor market, with key destinations drawing tourists from at least 38 states and multiple countries, according to the zip-code survey conducted during this process.

MARKET SEGMENTATION

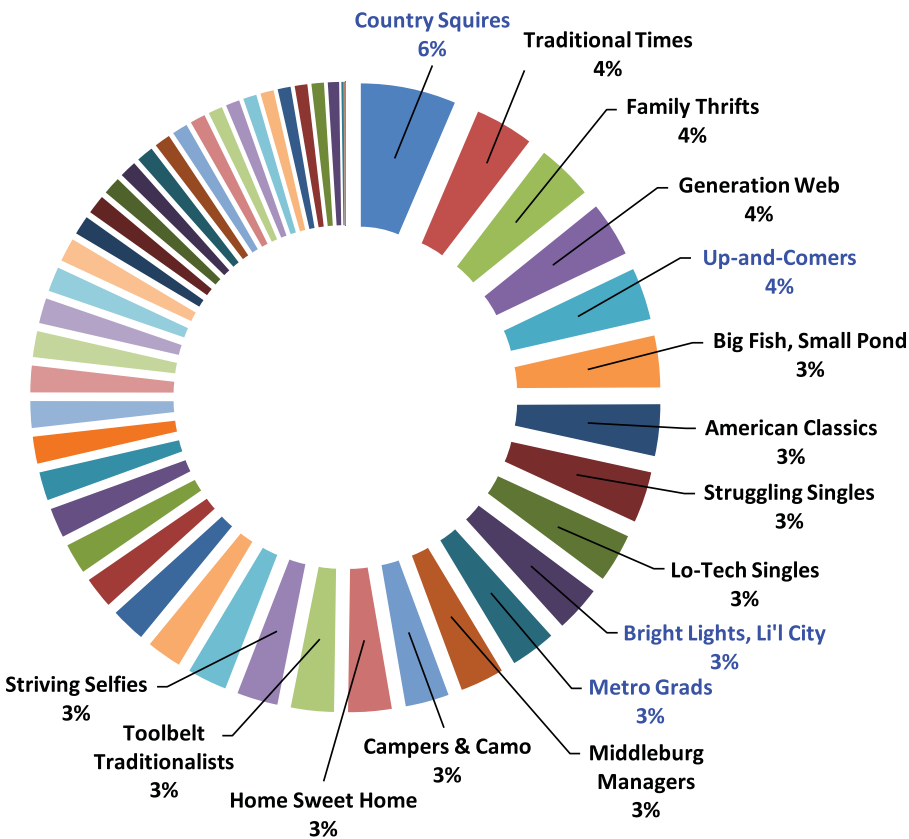
A segmentation analysis was performed to better understand the makeup of Lynchburg’s market by describing the behavioral traits and consumer patterns based on various “segments” including factors such as age, income, education and family structure.

Of the 68 segments identified by Claritas, 49 segments are used to describe households in the Lynchburg PTA. The segmentation analysis indicates that while households in the Lynchburg PTA trend older, there is a healthy portion of younger families and singles. The chart below shows the various household segments represented in Lynchburg’s PTA. Opportunities exist to target select segments for residential development Downtown, focusing on young professionals and empty-nesters that prefer an urban lifestyle. Select segments include those identified in the segmentation analysis such as Up-and-Comers, Metro Grads, Empty-Nesters, and Young and Influentials. Opportunities also exist to cater towards academics, including both professors and students.

Detail about key segments is provided in the market analysis report located in the appendix.

This data can help define the potential target markets for new residents, workers, and visitors to recruit to Downtown Lynchburg.

Market Segmentation



Market Segmentation for Downtown Lynchburg PTA.
Source: Nielsen Claritas Premier Segmentation

Target Market Segments

The demographics of Downtown's market vary significantly, and an understanding of Downtown's user base helps to describe the most relevant market segments for Downtown. Key user bases include:

- > **Professional** workforce that come Downtown to work on a daily basis. These employees work in local government, finance, technology, hospitality, and retail.
- > **Visitors** who come Downtown to enjoy the various historic sites, outdoor recreation, cultural assets, dining, and shopping.
- > **Residents** who live in the loft and condo units in Downtown. These people range from college students and young professionals, to wealthy retirees.
- > **Local citizens** who live in Lynchburg and come Downtown for civic business, culture & heritage, recreation, and entertainment.
- > **College students and faculty** of local institutions who live in Downtown, come for entertainment, or open businesses in the district.
- > **Business owners and developers** looking to invest in Downtown as a source of income, but also contribute to Downtown's quality of life.

The market research included a Market Segmentation Study (referenced previously) that analyzed the local trade areas based on a number of socio-economic, consumer, and lifestyle characteristics. While Downtown is and should be relevant to all segments in its market, the ones below are key target segments to cultivate in Downtown:

- > **Country Squires:** Wealthy residents and families 55 years and older with graduate degrees or higher education. They are executives and professionals who live in large properties outside of the community core.
- > **Up-and-Comers:** Younger families aged 25-44 who are college graduates with professional jobs. They enjoy athletic activities, technology, and nightlife.
- > **Bright Lights, Li'l City:** Younger, college educated families with upper-middle incomes who live in the suburbs but frequent downtowns for dining and entertainment.
- > **Metro Grads:** Middle aged couples and singles without children who are focused on their careers. They live in suburban areas but enjoy everything from professional sports to opera.
- > **Young and Influential:** These midscale singles and couples without kids are becoming influential in their community through active engagement and social networking.

Target Market Value Proposition

Key themes and value propositions of Downtown that connect to the target markets are shown below. These are the basis for the overall market position for Downtown.

- > **Shopping** – Downtown Lynchburg provides an exceptional shopping experience, with a variety of high-quality goods and hand-made products in our many unique specialty shops and businesses.
- > **Dining and entertainment** – Downtown Lynchburg has a full slate of signature events and festivals to entertain locals and visitors alike. This includes a vast array of restaurants and eateries, from cafés and lunch counters, to fine dining and creative local cuisine.
- > **Recreation** – Downtown Lynchburg offers active outdoor experiences for the novice to the adventurer, including biking our nationally recognized nature trails, kayaking our historic river, or simply strolling along our terraced streets.
- > **Culture** – Downtown Lynchburg is the center of creative culture for much of Central Virginia, with our award-winning children’s museum, exceptional performing arts, unique makerspace, and fine art galleries.

- > **Downtown Living** – Downtown Lynchburg offers all the modern comforts of home in a historic downtown, with affordable amenity-rich living in our numerous lofts, historic homes and condos, all within walking distance to work, the great outdoors, unique shops and restaurants.
- > **Employment** – Downtown Lynchburg is a regional center of employment and commerce, from large employers with a national and global reach, to smaller, creative businesses who take inspiration from Downtown’s unique setting.
- > **Investment Opportunity** – Creative thinking and collaboration between the public and private sector has made Downtown Lynchburg a profitable return on investment. Businesses have thrived and investments have bloomed under a common understanding that historic preservation is economic development.

The information above related to target markets and value propositions should form the basis for a concise and consolidated market position for Downtown Lynchburg.

10.5 BUSINESS DEVELOPMENT AND MARKETING: GOALS

- > Identify and recruit new retail investment and grow small businesses in Downtown by strengthening anchors, capitalizing on the James River and outdoor amenities, and enhancing restaurant and cultural attractions.
- > Pursue office and employment growth that continues to establish Downtown as a destination for national firms.
- > Attract additional residential development to Downtown, including renovated loft apartments, as well as owner-occupied housing products.
- > Market Downtown using an integrated branding system and coordinated marketing messages.

10.6 BUSINESS DEVELOPMENT AND MARKETING: RECOMMENDATIONS

Economic Development involves three key elements: understanding market potential for business growth (market research); creating an environment for business growth and investment (physical infrastructure, business support tools); and promoting the opportunities that exist (marketing and communication). These fundamentals apply to a community targeting a new industry, as well as attracting small business and investment in a Downtown environment, such as Lynchburg.

The business development and marketing recommendations in this plan apply the opportunities identified in the market research to strategies that create a healthy business environment, target new investment, and communicate the market potential to future businesses, employers, and residents.

BUSINESS DEVELOPMENT AND MARKETING

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
RETAIL RECRUITMENT		
<ul style="list-style-type: none"> Tailor recruitment efforts based on opportunities identified in market research. 	<ul style="list-style-type: none"> Develop retail anchors in strategic locations (specialty retail, creative retail, entertainment). 	<ul style="list-style-type: none"> Continue to evaluate and revise short and mid-term retail recruitment strategies.
<ul style="list-style-type: none"> Pair available space to suitable prospects. 	<ul style="list-style-type: none"> Recruit signature destination retail tenant. 	
<ul style="list-style-type: none"> Target asset-based businesses (outdoor recreation, creative retail, etc). 		
RESIDENTIAL RECRUITMENT		
<ul style="list-style-type: none"> Continue to recruit developers of Downtown rental lofts. 	<ul style="list-style-type: none"> Expand and enhance Downtown recreational uses to support residents and visitors. 	<ul style="list-style-type: none"> Continue to evaluate and revise short and mid-term residential recruitment strategies.
<ul style="list-style-type: none"> Actively recruit developers of for-sale housing units. 	<ul style="list-style-type: none"> Continue to evaluate Real Estate Rehabilitation & Renovation Program to encourage more owner-occupied housing. 	
<ul style="list-style-type: none"> Host investment round-table with residential developers. 		
<ul style="list-style-type: none"> Target businesses that support residential (for example: dry cleaners, grocery, health & personal care, etc.) 		
OFFICE RECRUITMENT		
<ul style="list-style-type: none"> Host regular employers' round-tables. 	<ul style="list-style-type: none"> Coordinate recruitment trips to target National firms to invest in Downtown. 	<ul style="list-style-type: none"> Continue to evaluate and revise short and mid-term office recruitment strategies.
<ul style="list-style-type: none"> Target and recruit creative employers (technology firms, marketing and graphic design, architecture, etc.). 	<ul style="list-style-type: none"> Encourage private-sector use of live-work subsidies. 	
	<ul style="list-style-type: none"> Continue to evaluate and revise, if needed, the Real Estate Rehabilitation and Renovation Program to encourage renovation of loft space for live-work, and ground floor retail, in addition to residential. 	

BUSINESS DEVELOPMENT AND MARKETING

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
ECONOMIC DEVELOPMENT		
<ul style="list-style-type: none"> Plan economic development visits to learn from other successful communities. 	<ul style="list-style-type: none"> Coordinate recruitment trips to other cities and regions. 	<ul style="list-style-type: none"> Conduct update to market analysis for retail, residential, and office demand every 5 years, and update strategies accordingly.
<ul style="list-style-type: none"> Host regular real estate/investor meetings. 	<ul style="list-style-type: none"> Identify key projects in this plan for Public-Private Partnerships, and pursue private sector partners. 	
<ul style="list-style-type: none"> Create economic development presence for Downtown Lynchburg on Opportunity website. 		
FUNDING AND INCENTIVES		
<ul style="list-style-type: none"> Create small incentives for marketing, office recruitment, etc. 	<ul style="list-style-type: none"> Expand public funding tools to use in Public-private partnerships fund for public projects identified in this plan (TIF, CDA, BID, etc.). 	
<ul style="list-style-type: none"> Consider business license incentives targeting small business and employers. 	<ul style="list-style-type: none"> Continue to provide programs to promote and support small business in Downtown (such as CO.STARTERS, Community Business Launch, and Launched in Lynchburg). 	

BUSINESS DEVELOPMENT AND MARKETING

SHORT-TERM STRATEGIES	MID-TERM STRATEGIES	LONG-TERM STRATEGIES
MARKETING		
<ul style="list-style-type: none"> Consolidate color palettes and typography of existing brands (City, Opportunity, Downtown) to connect marketing/messaging. 	<ul style="list-style-type: none"> Create communication tools to use during upcoming infrastructure projects (billboard, temporary signage, social media strategy, events). 	<ul style="list-style-type: none"> Create a unified destination-based brand system for the Lynchburg community.
<ul style="list-style-type: none"> Integrate consistent branding into Downtown parking maps and pedestrian kiosks. 	<ul style="list-style-type: none"> Create branded business recruitment package for Downtown investment. 	
<ul style="list-style-type: none"> Create branded print brochure/parking & destination map promoting Downtown. Deploy in Lynchburg area hotels. 		
<ul style="list-style-type: none"> Create a Downtown passport or app-based tool. 		
<ul style="list-style-type: none"> Create a Downtown 2040 Master Plan poster to communicate vision to investors, funding partners. 		
<ul style="list-style-type: none"> Adopt a unified and concise market position for Downtown Lynchburg focusing on urban character and "cool" factor of downtown 		

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

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11. WAYFINDING

11.1 EXISTING CONDITIONS

11.2 WAYFINDING PROGRAM

11.3 KEY WAYFINDING ROUTES, DECISION
POINTS AND DESTINATIONS

11.4 WAYFINDING: DESIGN
RECOMMENDATIONS

11.5 WAYFINDING: GOALS

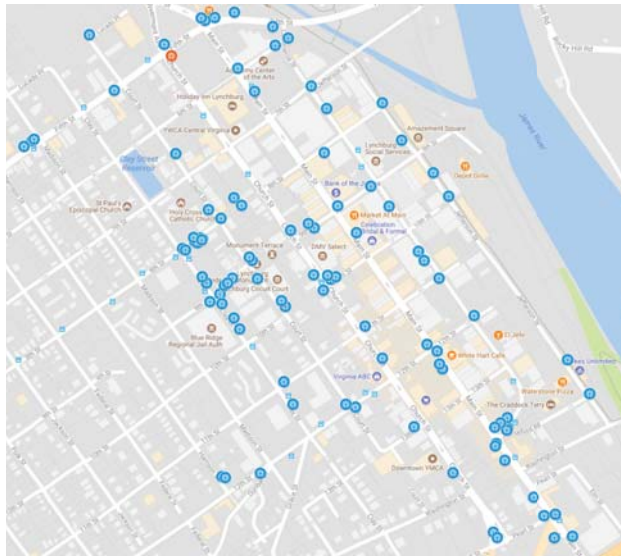
11.6 WAYFINDING: RECOMMENDATIONS

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The wayfinding assessment began with a study of the current state of existing signage in Downtown Lynchburg. This started with a review of an initial wayfinding plan created in 2003 by Bizzell Design, and a subsequent wayfinding assessment completed in 2012 by Region 2000. It also addressed current signage graphics as well as Downtown and City branding. The wayfinding recommendations below provide both short and long-term actions for the City and Downtown Lynchburg to follow to implement new wayfinding in Downtown.

11.1 EXISTING CONDITIONS

The existing wayfinding for Downtown was planned and implemented beginning in 2003. Since then, the system has evolved with the change in destinations, but also the ability of the City's sign shop to produce its own signage and change existing signage. The system as it has progressed is assessed briefly below.



*City of Lynchburg
Wayfinding Inventory.
Source: City of
Lynchburg*

STRENGTHS

- > The City of Lynchburg maintains a thorough and well-managed inventory of all of its signage in Downtown including parking, directional trailblazers, and specialty signage.
- > Region 2000, operating as the Central Virginia Metropolitan Planning Organization (MPO), published a wayfinding study in 2012 for the entire Greater Lynchburg Region. The signage assessment looked region wide, not just at the City of Lynchburg or Downtown. It included an analysis of the existing conditions, most of which is still relevant today.
- > The City's sign shop in the Department of Public Works has the ability to produce its own signage, greatly reducing costs for fabrication and maintenance of the existing system.
- > The existing system is professionally designed, and includes highly attractive, creative wayfinding.



*Directional Trailblazer
in Existing System*

WEAKNESSES

- > The current wayfinding system does not meet MUTCD (Manual of Uniform Traffic Control Device) standards for size, content, retro-reflectivity, breakaway standards, etc. The existing signage was designed in 2003, and the current MUTCD standards were established in 2009.
- > There have been significant changes over time including new signage, destinations, and materials, with the result being the current disjointed and disconnected system.
- > The original signage system is overly designed and expensive. They tend to be ineffective in their complexity, and are extremely costly to reproduce. The existing cabinet type trailblazers with multi-pieces can cost over \$10,000 per sign.
- > The signs and materials have not aged well. Many are discolored, edits to the signs over the years have resulted in a change from relief letters to flat letters, and ghost images exist where old lettering once was.
- > There is currently no connection between Downtown's wayfinding and citywide signage, either in design or function.
- > Existing gateways to Downtown are attractive, but are too small or improperly placed (Main Street gateway) to be effective.
- > There is significant signage clutter throughout Downtown, creating inconsistencies that lead to driver confusion.
- > Some of this clutter is due to the overabundance of parking signage and poorly marked parking facilities. In some portions of Downtown, there are individual parking signs on every single parking space and in some cases, two signs per space.
- > Similarly, the current lot naming for parking resources is not driver or visitor friendly.
- > There is too much content on individual signage, particularly those that are intended for motorists. There should be no more than three (and in limited cases four) destinations per individual vehicular trailblazer. Some downtown vehicular signage has as many as eight total destinations.
- > Similarly, there is too much variation between typography (point size, italics) on individual signs making them virtually unreadable.
- > A few signs are in locations that are after the designated turn.
- > There is inconsistency in destination names on the signage (Riverfront, Riverfront Park, Riverfront Parks, Historic Riverfront).
- > There are destinations and districts that no longer exist included in the signage.



High-end multi-part sign panel with separate topper, attached arrow



Fading colors, ghost imaging on current signage



Inconsistent type (relief and flat) on current signage



Vinyl peeling from sign



Directional Arrow that had fallen and reattached.



Kiosk Panel with dated information

11.2 WAYFINDING PROGRAM

POLICY AND MANAGEMENT

A key project goal is to establish a wayfinding policy and management program that will ensure the sustainability of the wayfinding recommendations and provide a roadmap for physical maintenance and system expansion over time.

WAYFINDING POLICY

A useful wayfinding policy will address two key issues: one, the inclusion and exclusion of potential destinations into the wayfinding recommendations; and two, an assessment of the relative significance of qualifying destinations.

It should be noted that not all destinations will be included in a directional wayfinding signage. Some will be identified by building markers (such as police department), district gateways or street sign toppers (historic neighborhoods) or on kiosks or maps (trails and greenways).

TYPES OF QUALIFYING DESTINATIONS

To be considered for inclusion into the community wayfinding recommendations for Downtown Lynchburg, a destination or attraction must clearly conform to one of the categories below. There are other destinations that exist in the City (airports, industrial parks, etc.) that would be part of a city-wide system. The destinations below exist in or near Downtown Lynchburg, or may be a future destination in Downtown.

- > **Architectural & Historical:** Historic Sites, Historic Districts
- > **Commercial:** Farmers Markets, Shopping Districts
- > **Community:** Neighborhoods
- > **Cultural & Institutional:** Colleges and Universities, Convention Centers, Courthouses, Government Buildings, Health Care Centers, Libraries, Museums, Schools, Theaters
- > **Recreational:** Boating Access, Campgrounds, Hiking/Biking Trails and Routes, National/State/Regional Parks, Parks and Recreational Facilities, Sports Facilities
- > **Transportation:** Historic Routes, Parking Resources, and Transit Centers
- > **Visitor Services:** Hospitals, Visitor Information Centers.

SCORING CRITERIA FOR QUALIFYING DESTINATIONS

By establishing scoring criteria, destinations can be ranked to determine what destinations would be included on directional signage, as well as which ones take priority on the individual signs. The criteria below were established for the Downtown Lynchburg system. They have been used in this plan to determine qualifying destinations and sign content, but also are a tool for the City to use whenever new destinations are developed in Downtown that may or may not be included in the system.

Size of Attraction: Score based on number of full-time employees.

10 or fewer	1
11-49	2
50 or more	3

Access to Attraction: Score based on ease of access via roads and entrances.

Unmarked and unpaved/no entrance	0
Entrance poorly marked and/or unpaved entrance/access	1
Clearly marked entrance with paved entrance/access	2

Parking Resources: Score based on number of parking spaces or nearby on-street parking.

No on-site or nearby on-street parking	0
Nearby on-street parking only	1
Dedicated parking lot with 10 or fewer spaces	2
Dedicated parking lot with 11 or more spaces	3

Seasonality: Score based on annual availability or access to destination on an annual basis.

6 months or less	1
6-9 months	2
9-12 months	3

Hours of Operation: Score based on weekly availability or access.

0-20 hours/week	1
20-40 hours/week	2
40 or more hours/week	3

Significance of Attraction: score based on local, regional, or national importance.

Local significance	1
Regional significance	2
National significance	3

11.3 KEY WAYFINDING ROUTES, DECISION POINTS AND DESTINATIONS

RECOMMENDED DESTINATIONS

The consultants worked with the City to edit and rank the destinations to be included in the wayfinding recommendations. Destinations are divided into two categories based on their overall significance as a visitor destination. Rankings are done to determine what destinations may be included in the system. Tiering is done to identify which destinations have the highest priority within the system. In other words, a destination may have a higher score, while a lower scoring destination may actually have higher priority in the signage system.

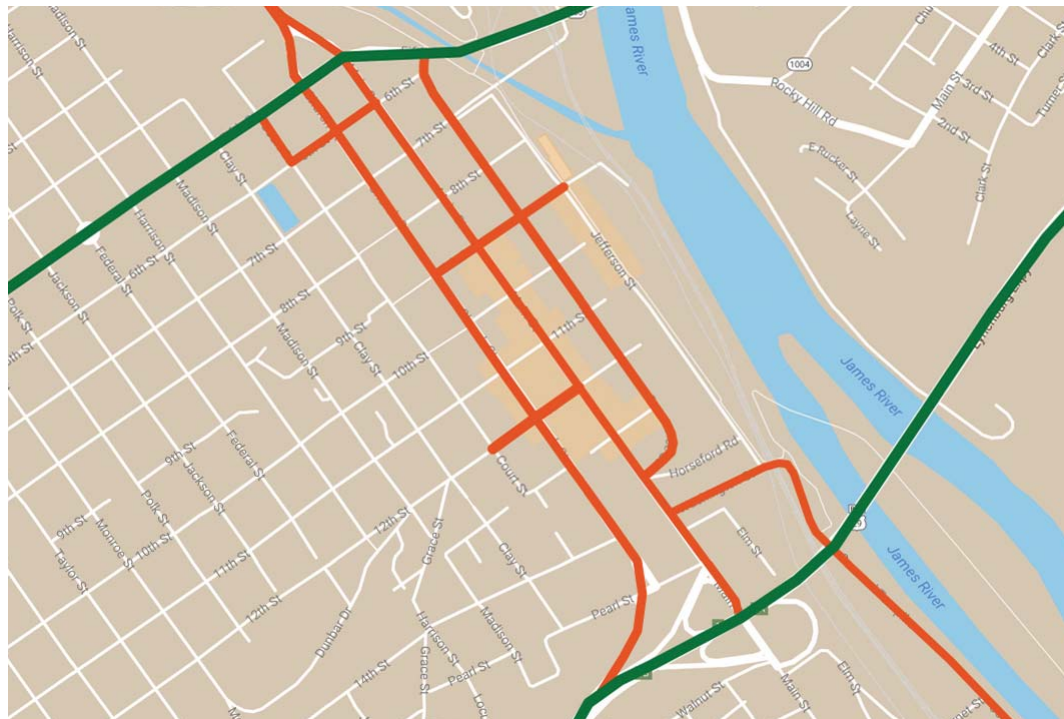
Tier One Destinations are regarded as more significant than Tier Two Destinations, and will typically require a directional trailblazer sign to direct visitors to the destination. **Tier Two Destinations** will require a directional trailblazer when a turn is necessary and may be included in a directional trailblazer when a directional trailblazer is required because of a Tier One Destination. **Tier Three Destinations** do not meet the minimum scoring criteria to be eligible for directional wayfinding signage. However, they can be included on pedestrian-scaled signage, kiosks, maps, and monument signage.

Naming for sign panel text has been formatted appropriately for directional trailblazer signage. All abbreviations are necessary only for this type of sign. Pedestrian signs may not require abbreviations.



Downtown Destinations

To determine the appropriate locations for wayfinding signage, the consultants identified key wayfinding routes to, through, and within Downtown Lynchburg. These key wayfinding routes will serve as the basic infrastructure of the wayfinding recommendations. The intersections of key wayfinding routes represent important decision locations for the user. These key decision locations should be signed adequately to optimize the visitor experience in Downtown.



Key Routes and Decision Points

■ Primary Routes for Wayfinding
■ Secondary Routes for Wayfinding

SYSTEM MANAGEMENT

The wayfinding recommendations will be managed with a cooperative effort by the Office of Economic Development and Tourism (OEDT), the Department of Public Works, Downtown Lynchburg Association, and Parking Management. These partners will play different, yet complementary roles in managing the physical and administrative elements of this wayfinding program.

DAY-TO-DAY SYSTEM MANAGEMENT

The City of Lynchburg and its Department of Public Works have been managing the updates to the existing wayfinding system including changes to existing signs, new sign fabrication and installation. This plan should be incorporated into the Downtown Wayfinding Policy adopted in October 2009. Overall management should be the responsibility of one entity, possibly OEDT, while the Department of Public Works would be responsible for scheduled system maintenance, including cleaning and repair to minor damage of system components, and fabrication and installation of new signage.

The partners should convene as often as necessary to review the system status, address maintenance or repair issues, and discuss and recommend (if needed) action to alter, modify, or expand the existing system. Future design services can be managed by the Department of Public Works or through an as-needed services contract with a qualified firm.

LONG-TERM SYSTEM MANAGEMENT

Project partners will be required to manage, and allocate additional funds to, an ongoing wayfinding management program. It is recommended that at least fifteen percent of the funding for project implementation be earmarked for long-term system repair, replacement, and expansion. City Council may be required, on occasion, to contribute additional funds to ensure the system is adequately maintained.

IMPLEMENTATION

Based on these wayfinding recommendations, the OEDT and the Department of Public Works should coordinate to determine internal fabrication and installation capabilities, where certain recommendations will require outside fabricators, and total cost of fabrication, installation, and on-going maintenance.

Once total cost has been estimated, then potential funding streams can be identified. In other communities, wayfinding has been funded through appropriation of general funds, grants, and allowable local taxing streams such as lodging and meals taxes.

After budget has been established, project priorities and potential phasing can be determined.

CONCEPTUAL MODEL

A conceptual model explores how visitors should engage with wayfinding recommendations. The visitor experience of Downtown Lynchburg should be curated starting with the roadways that lead motorists into the community. Upon arrival, the visitor should be welcomed to Downtown Lynchburg and should be directed to key destinations within the district. A network of gateway signs, directional trailblazers, and parking directional signage should guide the visitor to the desired destination, or parking facility. In some cases, parking facility signage, as well as pedestrian-scale maps, and directional signage, may be appropriate to guide visitors in the district.



Wayfinding Conceptual Model

11.4 WAYFINDING: DESIGN RECOMMENDATIONS

The consultants worked with the City and its partners to edit and refine artwork for the wayfinding recommendations. Important considerations included color palette, form, materials, and other design elements.

Using the Downtown Lynchburg brand identity package as well as the Manual of Uniform Traffic Control Devices (MUTCD) as guides, the consultants prepared the wayfinding design concepts, as broken down on the following pages. The downtown brand, developed by the Downtown Lynchburg Association, includes a style guide for its usage. MUTCD standards are used by Federal and State agencies as requirements for roadway signage including wayfinding. While the majority of downtown roadways in Lynchburg may not require VDOT approval of signage, MUTCD standards are best practices for effective and attractive directional signage, and should be used for any downtown wayfinding.

TYPEFACES

The wayfinding recommendations for Downtown Lynchburg features two typefaces which are described and illustrated below.

The first typeface is **Highway Gothic**. This typeface should be utilized for vehicular signage, which is intended for viewing by people in motorized vehicles along public roadways. The cap height for sign copy must be six inches for signs in speed zones thirty miles-per-hour and above and four inches for speed zones less than thirty miles-per-hour.

The second approved typeface is **Brandon Grotesque**, which should be utilized for pedestrian signage. This typeface is intended for viewing by people on foot or non-motorized vehicles outside the public right-of-way. Brandon Grotesque should also be utilized for destination markers, which are on-site signs that identify specific destinations included in the wayfinding recommendations.

Highway Gothic
abcdefghijklmnopqrstuvwxyz
ABCDEFGHIJKLMNOPQRSTUVWXYZ

Brandon Grotesque
abcdefghijklmnopqrstuvwxyz
ABCDEFGHIJKLMNOPQRSTUVWXYZ

Recommended Typefaces

COLOR PALETTE

The recommended color palette for the wayfinding system draws directly from the brand palette for the Downtown Lynchburg Association. It is important to note that shades of red, orange, and yellow may not be used as sign backgrounds, as these colors may resemble regulatory signage and confuse and endanger motorists.



Approved Colors

ARROWS AND SYMBOLS

It is recommended that MUTCD (Type D) arrows should be used in all motorist-oriented signage in the Lynchburg wayfinding recommendations. For pedestrian-oriented trailblazers, an alternate set of arrows should be used.



Vehicular Arrows



Approved Pedestrian Arrows

MATERIALS

Based on MUTCD standards, the below materials are recommended when fabricating and assembling the wayfinding signs.

POLE-MOUNTED SIGNAGE

- > 3M High Intensity Prismatic Reflective Sheeting 3930 with 3M approved UV/Graffiti Vinyl Over-laminate over .25 gauge aluminum.
- > Breakaway posts and decorative post features should be constructed with of powder-coated metal with triangular slip base per MUTCD standards.
- > All installed signs should meet federal and state requirements for minimum height and breakaway features. Minimum height for trailblazers and full-width parking signs is eight feet above grade.
- > Single pole-mounted directional signs may feature a secondary panel on the opposite side of the pole that indicates what street the observer is on.

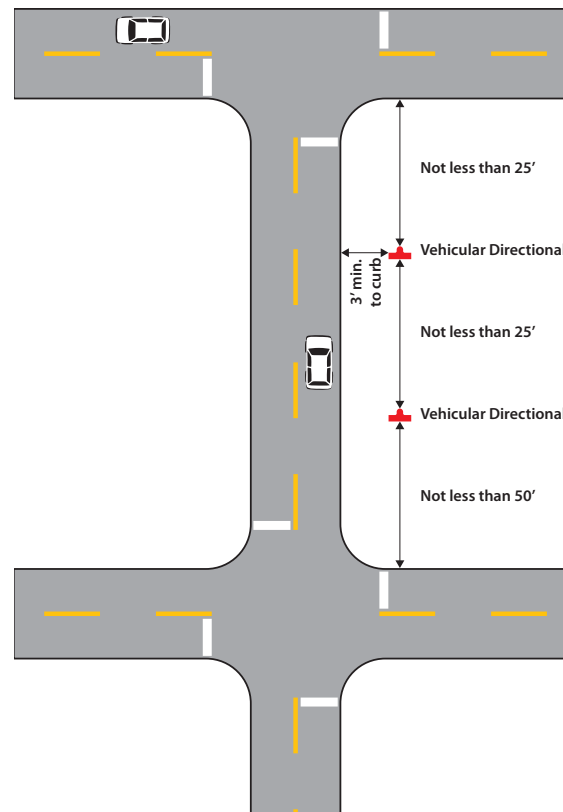
MONUMENT-STYLE DISTRICT GATEWAY SIGNAGE

- > Monument signage should be constructed of brick or stone masonry with concrete footers and adhere to all relevant state and federal regulations related to sight lines, rights of way, clear zones, etc.
- > These signs should be illuminated.

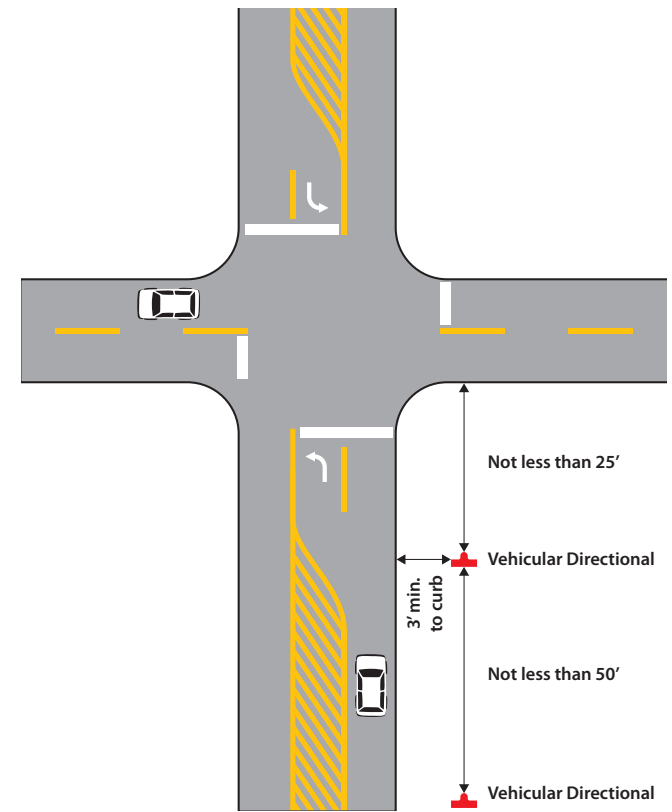
SIGN PLACEMENT

Wayfinding signage should be installed in locations per MUTCD guidance. Sign location diagrams for “typical” intersections displayed.

Locations that have been identified on the accompanying maps and sign schedule for Downtown Lynchburg are based on this guidance, as well as the conditions of existing infrastructure, traffic direction, driveways, etc.



Typical Intersection



Typical Intersection with Turning Lane

SHORT-TERM STRATEGIES

PARKING SIGNAGE

A key element to any successful downtown wayfinding plan is to clearly mark and direct visitors to the available municipal parking facilities. By implementing bold, clean directional signs, drivers are consistently shown where they can park and what restrictions may apply to the various parking facilities. Many communities, including Downtown Lynchburg, suffer from a perceived parking shortage, when the reality is they suffer from a parking awareness issue. The signs illustrated in the following pages use the design elements established for the Downtown Wayfinding Recommendations and should adhere to MUTCD standards in regard to construction materials and sign placement.

Parking Facility Naming

In order to reinforce a sense of place and assist drivers in remembering where they parked, the following recommendation focuses on renaming the public parking facilities in Downtown Lynchburg. The current system of lettering parking decks and parking lots can still be utilized internally for departmental management purposes, but a more informative nomenclature should be used for user facing signage and other collateral.

Each public parking facility identified by the Downtown Lynchburg Association on its parking identification map should be renamed based primarily on its street, or a nearby public landmark. For example, the main parking resource on Jefferson Street is recommended to be renamed (in its signage and mapping) as as “Riverfront Lot,” while the smaller lot on Jefferson is to be identified as “Jefferson Street Parking Lot.” Most importantly, it is recommended that the existing Midtown Parking Deck be renamed “Main Street Parking Deck.” This is primarily to avoid confusion with the Midtown area in Lynchburg, commonly referred to yet located outside of Downtown.



Revised Parking Map

On-Street Marker (Stencil)

The purpose of on-street markers is to reinforce directional vehicular traffic signage to parking garage entrances. Painted on-street markers can be used in conjunction with pole-mounted or building mounted signs and also when street-side obstructions may impede the use of additional signs.



Street Marker/Stencil



Street Marker/Stencil Conceptual Rendering

Vehicular Directional Parking Signage

The purpose of these pole-mounted signs is to direct vehicular traffic to parking facility entrances. Much like Directional Trailblazers, these signs should be placed well before parking facility entrances to ensure drivers have enough time to react accordingly. There is no set distance before the lot that would be required, so actual distance will vary depending on speed of street and existing infrastructure. There are two different design options that can be used depending on size and location restrictions.



Small Parking Directional Sign



Large Parking Directional Sign

Vehicular Regulatory Signage

The purpose of vehicular regulatory signage is to convey relevant rules, regulations, and policies to motorists inside of city parking facilities. These signs should be placed conspicuously at the entrance to parking facilities. Most importantly, these signs should be consistent in their design, color and typography to the wayfinding system.



Large Regulatory Sign



Medium Regulatory Sign



Small Regulatory Sign

Event Parking

These portable signs are easy to deploy during special events where parking facilities may be accessible for public use that are normally private or reserved for permit-only parking. By incorporating the colors and designs of the rest of the Parking Wayfinding recommendations, these signs maintain consistency and reinforce visitor awareness.



Event Parking Sign Examples



SHORT-TERM TEMPORARY DIRECTIONAL SIGNAGE

Short-term recommendations for directional signage in Downtown Lynchburg are to allow the City and the Downtown Lynchburg Association to install interim signage where necessary, prior to the installation of new permanent wayfinding signage. The goal is to create a set of environmental graphics to be deployed in a temporary fashion, where needed. These signs could be cover-ups to the existing downtown trailblazers, temporary road signage for use during construction projects or detouring, or new signage applied to existing infrastructure (utility and streetscape) where possible.

Temporary Roadside Signs

These mounting options allow for the new design recommendations to be rolled out in areas that are either under construction or do not currently have their permanent hardware. There are a variety of different mounting hardware available from numerous vendors.

Mounting options come in various forms, including but not limited to weighted bases that use water, sand, or heavy metal plates, spring stands (typical of many road construction signs that reduce the chances of toppling over due to passing traffic and weather events), or simple metal framed stands (that suspend the sign from chains that allow it to sway, reducing the chances of toppling).



Examples of Temporary Sign Mounting Options

Cover-Ups

By utilizing sign manufacturing and mounting resources available from the Department of Public Works, new MUTCD-compliant panels can be made and attached to the existing cabinet-style signs already in place around Downtown Lynchburg. The Department of Public Works can request guidance from outside sign vendors to determine the appropriate material and mounting application to maximize sustainability while adhering to MUTCD standards. Where required, the City should follow all relevant federal and state guidelines for wayfinding signage.



Before and After Rendering



Before and After Example
(Photo credit: <http://studerer.org/2015/05/leap-class-unveils-new-downtown-signage/>)

Temporary Construction Awareness Signs

These sign concepts demonstrate how temporary signs can be used to remind passers-by that current construction conditions are only temporary and that services and amenities are still available and accessible while improvements are being made to downtown infrastructure. The purpose of these signs is to convey a positive message using the Downtown Lynchburg brand identity to reassure the viewer during a period of inconvenience.



Temporary Construction Sign Concept



Temporary Construction Sign Example

LONG-TERM STRATEGIES

The recommended short-term solutions are only a temporary fix. In the long-term, the City of Lynchburg should remove all existing directional wayfinding and install new MUTCD compliant wayfinding signage as prescribed herein.

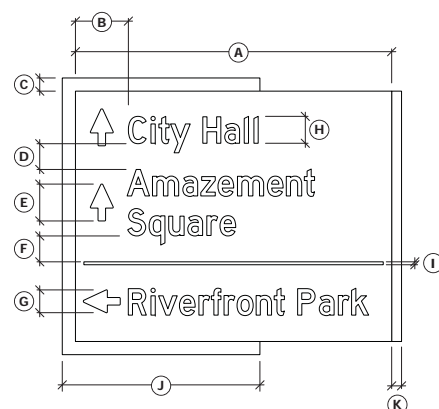
The wayfinding recommendations are composed of several unique sign types which serve different functions. All dimensions should be considered “typical” for each sign type, as detailed below.

DIRECTIONAL TRAILBLAZERS

Directional Trailblazers are designed to be as visible as possible without creating unnecessary distraction for motorists. These signs include an optional color-coded panel on the reverse side to identify the corridor the observer is on. Another option is a Downtown Lynchburg panel near the top of the pole. Decorative posts for trailblazers are shown for illustration purposes only.

- > Trailblazers must meet federal and state requirements for breakaway features.
- > Text must have a minimum of 4” cap height.
- > No more than 3 destinations per sign.
- > Destinations are ranked in the following directional order with destinations in the same direction being ordered from nearest to farthest:
 - Straight
 - Left
 - Right
- > A separator is to be used when directional arrows change on each panel.

Dimensions



A	48"
B	8"
C	2"
D	4"
E	5.5"
F	4"
G	3.5"
H	4"
I	0.5"
J	30"
K	1.5"

Directional Trailblazer Dimensions



Directional Trailblazers

POLE-MOUNTED GATEWAY

Pole-mounted Gateways are constructed similar to Directional Trailblazers and are to be placed at the edges of the Downtown District where a Monument Gateway is not feasible.

MONUMENTAL GATEWAY

Monumental Gateways are located at the primary ingress points to the Downtown District. They establish the identity for the district and create a sense of arrival for visitors. These gateway signs are designed to reflect the historic character of the Downtown architecture while incorporating the current brand system. Appropriate illumination should be used to ensure visibility at all times of day. Gateway entrances are discussed in more detail in Section 8.3: Gateway Entrances.

Positioning

Monumental gateways should be positioned so that each ingress route it faces has as close to a direct line-of-sight as possible and adhere to all federal and state guidelines as they pertain to rights-of-way, clear zones, breakaway, etc. For example, the current gateway sign on Main Street coming into Downtown, off the expressway, is directed *only* at the traffic coming off of the southbound exit from Madison Heights. When coming from the northbound exit, the gateway sign is not placed in the direction of traffic, which is not ideal. This unique situation may require a multi-faced gateway construction that includes two separate gateway panels.

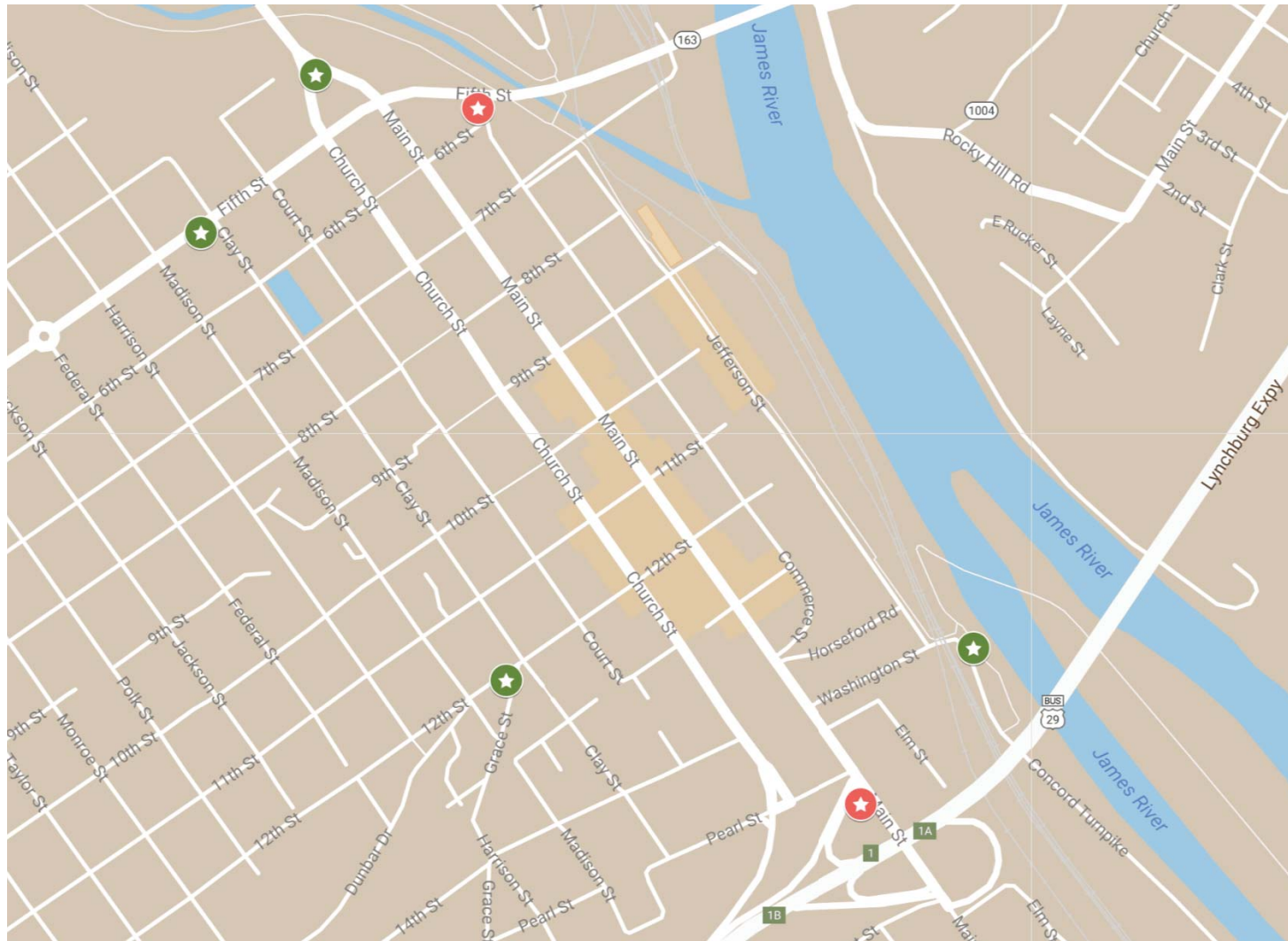


Pole-Mounted Gateway



Monumental Gateway

GATEWAY SIGN LOCATIONS



Recommended Gateway Sign Locations

Green Star Pole-Mounted Gateway
Red Star Monumental Gateway

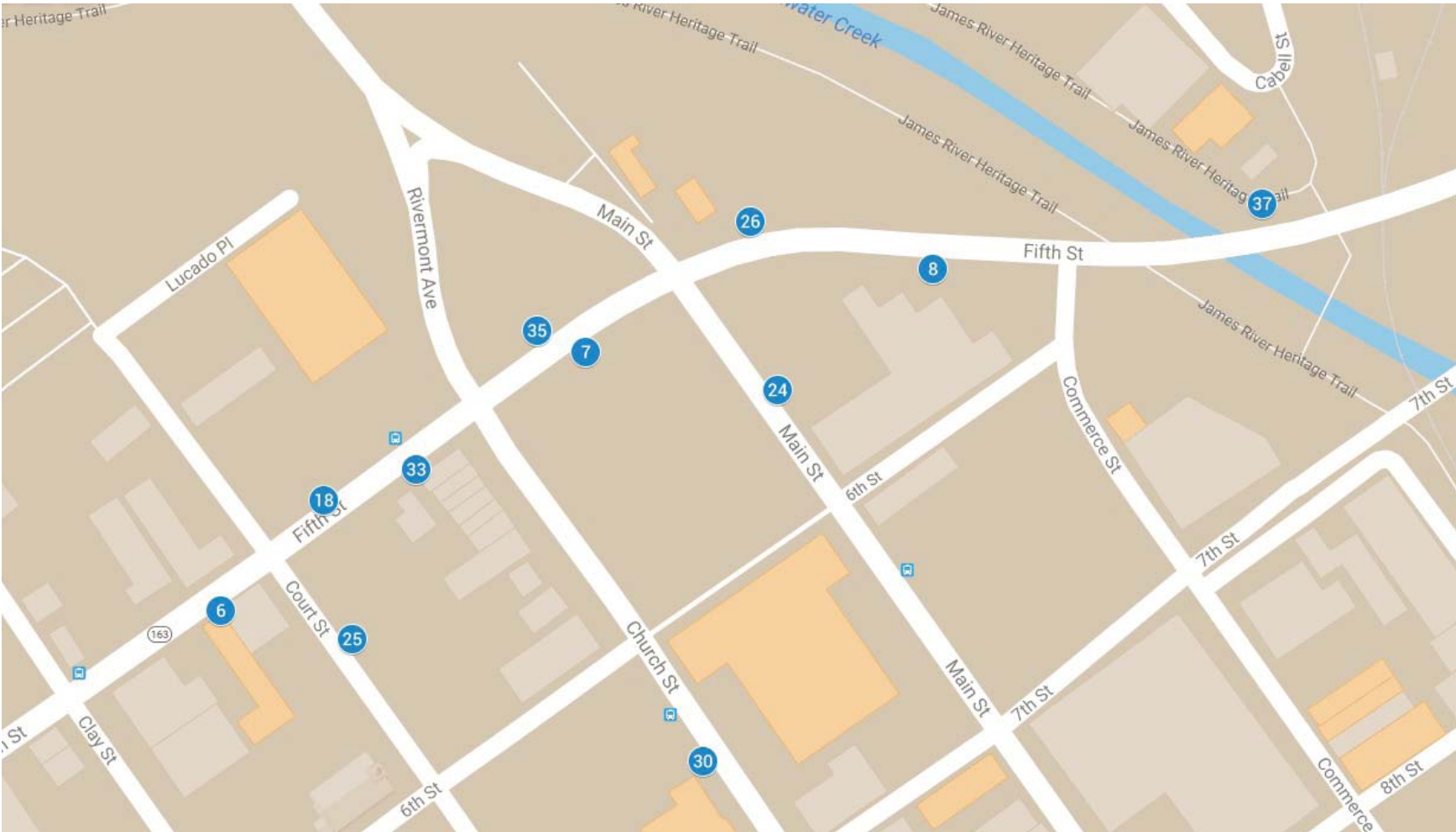
VEHICULAR SIGN SCHEDULE

This chart below lists the content of each of the recommended signs. This sign schedule is also included in the companion wayfinding spreadsheet that shows location, destination content for each sign, and direction of arrows. The coding corresponds to the maps included here as well as the online mapping tool developed for this project. The sign schedule and map should be seen as a working tool as Lynchburg implements and updates the wayfinding program for Downtown. For example, all recommended sign locations are based on the existing infrastructure within Downtown including the one-way streets. As streets are returned to two-way as recommended in Chapter 5, Mobility and Accessibility, these wayfinding guidelines and sign schedule can be used to identify locations and content for new signage.

CODE	SIGN TYPE	DESTINATION A	DIR A	DESTINATION B	DIR B	DESTINATION C	DIR C
DT-LS -1	Vehicular Trailblazer-Lo	Academy Center of the Arts	↑	Renaissance Theatre	←	Bluffwalk	←
DT-LS -2	Vehicular Trailblazer-Lo	Academy Center of the Arts	←	Amazement Square	←	Riverfront Park	←
DT-LS -3	Vehicular Trailblazer-Lo	Amazement Square	←	Riverfront Park	←	Percival's Island	←
DT-LS -4	Vehicular Trailblazer-Lo	Amazement Square	←	Riverfront Park	←	Riverviews Artspace	←
DT-LS -5	Vehicular Trailblazer-Lo	Amazement Square	↑	Academy Center of the Arts	↑	Riverfront Park	↑
DT-LS -6	Vehicular Trailblazer-Lo	Amazement Square	↑	Lynchburg Museum	→	Court Complex	→
DT-LS -7	Vehicular Trailblazer-Lo	Amazement Square	↑	Riverfront Park	↑	Point of Honor	←
DT-LS -8	Vehicular Trailblazer-Lo	Amazement Square	→	Academy Center of the Arts	→	Riverfront Park	→
DT-LS -9	Vehicular Trailblazer-Lo	Amazement Square	→	Riverfront Park	→	Riverviews Artspace	→
DT-LS -10	Vehicular Trailblazer-Lo	Bluffwalk	←	Community Market	←		
DT-LS -11	Vehicular Trailblazer-Lo	City Hall	→	Monument Terrace	→		
DT-LS -12	Vehicular Trailblazer-Lo	Bluffwalk	↑	City Hall	←	Monument Terrace	←
DT-LS -13	Vehicular Trailblazer-Lo	City Hall	←	Monument Terrace	←	Court Complex	←
DT-LS -14	Vehicular Trailblazer-Lo	Community Market	↑	Renaissance Theatre	→	Riverfront Park	↘
DT-LS -15	Vehicular Trailblazer-Lo	Court Complex	→	Lynchburg Museum	→		
DT-LS -16	Vehicular Trailblazer-Lo	Court Complex	→	Lynchburg Museum	→		
DT-LS -17	Vehicular Trailblazer-Lo	Downtown	←	Riverfront Park	←	Visitors Center	←
DT-LS -18	Vehicular Trailblazer-Lo	Legacy Museum	↑	Lynchburg Museum	←	Court Complex	←
DT-LS -19	Vehicular Trailblazer-Lo	Lynchburg Museum	→	Court Complex	→		
DT-LS -20	Vehicular Trailblazer-Lo	Monument Terrace	↑	City Hall	↑	Academy Center of the Arts	→
DT-LS -21	Vehicular Trailblazer-Lo	Monument Terrace	←	Academy Center of the Arts	←	City Hall	←
DT-LS -22	Vehicular Trailblazer-Lo	Percival's Island	←	Visitors Center	→	Community Market	→
DT-LS -23	Vehicular Trailblazer-Lo	Percival's Island	↑	Bluffwalk	→	Renaissance Theatre	→
DT-LS -24	Vehicular Trailblazer-Lo	Point of Honor	↑	Legacy Museum	←	Old City Cemetery	←
DT-LS -25	Vehicular Trailblazer-Lo	Legacy Museum	←	Old City Cemetery	←	Point of Honor	→
DT-LS -26	Vehicular Trailblazer-Lo	Visitors Center	↑	Community Market	↑	Point of Honor	→
DT-LS -27	Vehicular Trailblazer-Lo	Renaissance Theatre	↖	Riverfront Park	↗	Percival's Island	↗
DT-LS -28	Vehicular Trailblazer-Lo	Riverfront Skate Park	←	Riverfront Park	→	Percival's Island	→
DT-LS -29	Vehicular Trailblazer-Lo	Visitors Center	←	Lynchburg Museum	←	Bluffwalk	→
DT-LS -30	Vehicular Trailblazer-Lo	Visitors Center	↑	Community Market	↑	City Hall	↑
DT-LS -31	Vehicular Trailblazer-Lo	Visitors Center	↑	Riverfront Park	→	Amazement Square	→
DT-LS -32	Vehicular Trailblazer-Lo	Visitors Center	→	Community Market	→	Academy Center of the Arts	→
DT-LS -33	Vehicular Trailblazer-Lo	Visitors Center	→	Monument Terrace	→	Community Market	→
DT-LS -34	Vehicular Trailblazer-Lo	Visitors Center	←	City Hall	←	City Market	←
DT-LS -35	Vehicular Trailblazer-Lo	Visitors Center	←	Monument Terrace	←	Community Market	←
DT-LS -36	Vehicular Trailblazer-Lo	Monument Terrace	←	Amazement Square	→	Riverfront Park	→
DT-LS -37	Vehicular Trailblazer-Lo	Amazement Square	←	Riverfront Park	←	Academy Center of the Arts	←
DT-LS -38	Vehicular Trailblazer-Lo	Downtown	→	Riverfront Park	→	Visitors Center	→

Sign Schedule

DIRECTIONAL TRAILBLAZER SIGN LOCATIONS



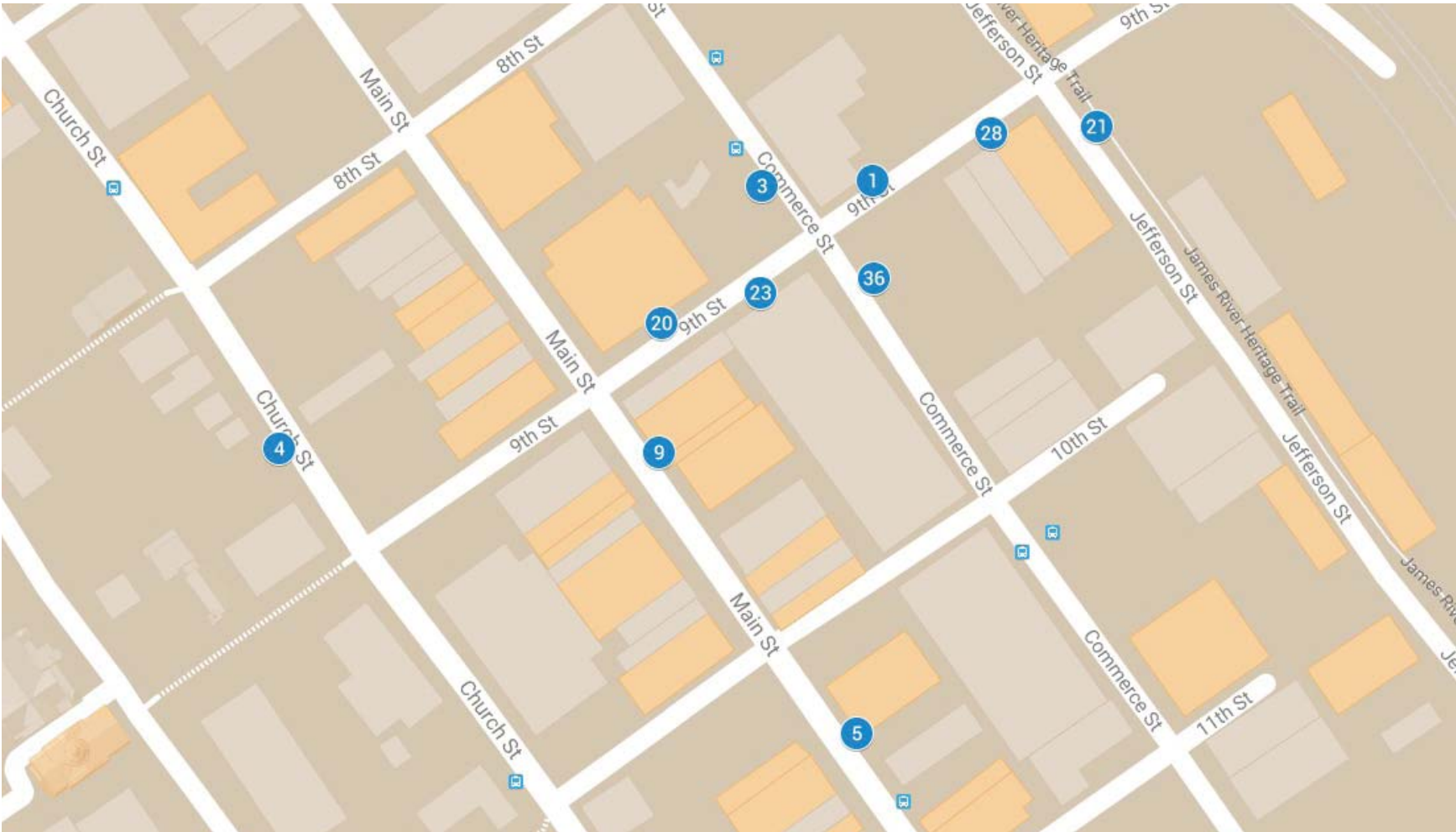
Recommended Sign Locations

DIRECTIONAL TRAILBLAZER SIGN LOCATIONS



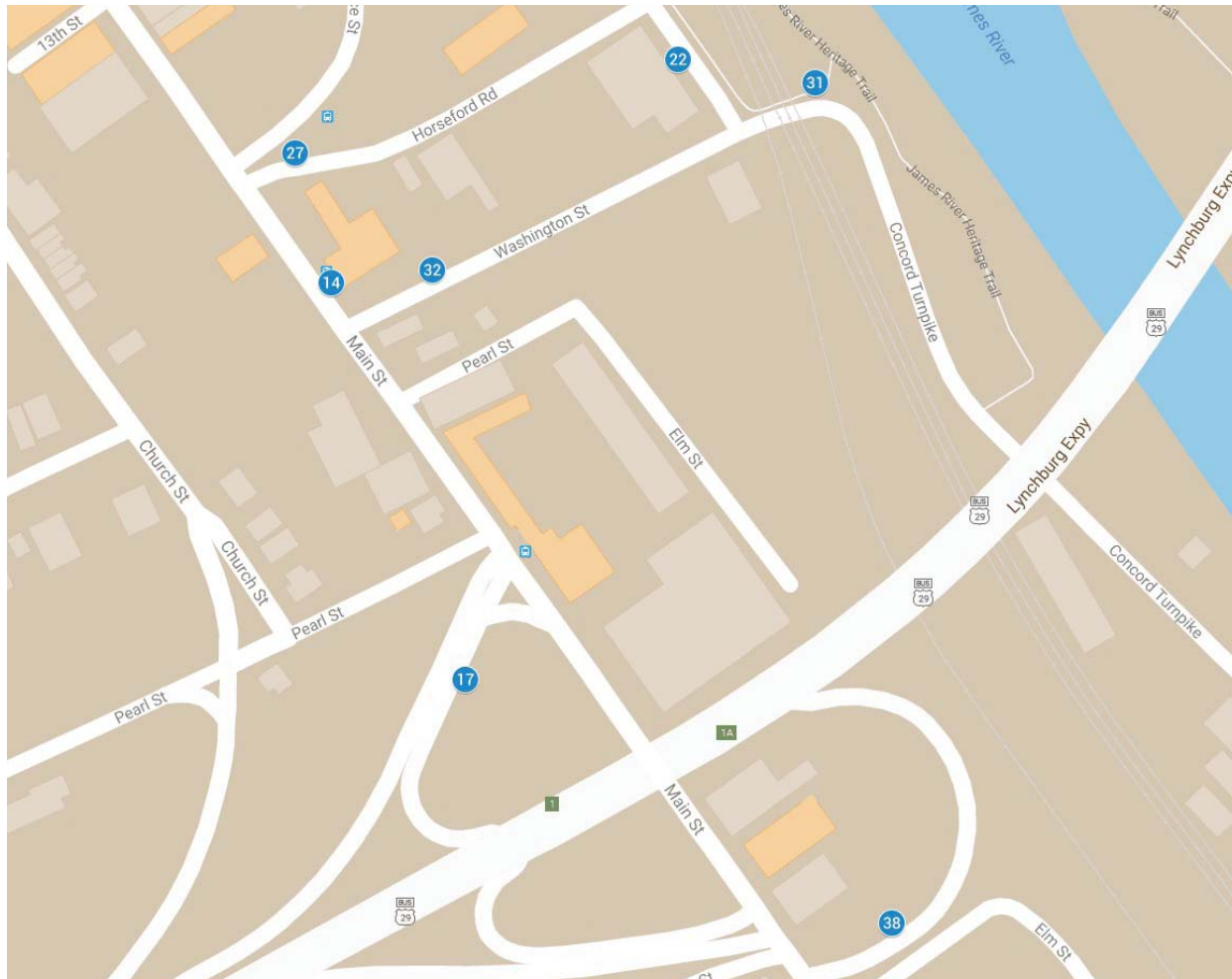
Recommended Sign Locations

DIRECTIONAL TRAILBLAZER SIGN LOCATIONS



Recommended Sign Locations

DIRECTIONAL TRAILBLAZER SIGN LOCATIONS



Recommended Sign Locations

PEDESTRIAN WAYFINDING

Pedestrian Wayfinding provides a greater level of detail than vehicular wayfinding. Pedestrian signs are not regulated by the MUTCD, but they are restricted from being retro-reflective. These signs should be placed at or near intersections as well as parking lot or garage exits which are considered key decision points for pedestrians. Unlike vehicular trailblazers, pedestrian signs can include more than three locations as well as private businesses. The following examples demonstrate how flexible a pedestrian wayfinding system can be.

Pole-Mounted Pedestrian Sign

Typefaces on the destinations should be no smaller than 1" cap height to ensure legibility. The example shown is the same width as the corridor identification panel seen on the reverse side of the vehicular trailblazers. This design helps maintain a visual consistency with the overall system. These panels should also be fabricated with separate panels for each destination that can be added or removed as new places of interest open, relocate, change names, or close down. Pedestrian Trailblazers will not be mounted on the same poles as vehicular trailblazers. Depending on location, these signs can be mounted to existing infrastructure such as light poles or they may require a new stand-alone pole.



Pedestrian Directional Trailblazer

Pedestrian Map

The Pedestrian Map can be implemented in a similar way to the pole-mounted signs. This map provides a greater context for the viewer. This type of map is often printed on more durable, coated material and housed in a simple cabinet style enclosure behind Plexiglas since the information may change throughout the life of the sign.



Pedestrian Map Concept

Pedestrian Kiosk

Kiosks can range from small, single sided enclosures to large, covered structures. Other kiosks are designed to reflect the architectural character of their surroundings or as an homage to the historical significance of their location. Locating these structures near parking facilities enables a great deal of information to be presented to a visitor at a key transition from being a vehicular traveler to a pedestrian.

Kiosks provide ample space to convey important local information such as:

- Maps
- Calendar of events
- Key destinations
- Contact information
- Regional brochures
- Sponsorship opportunities



Pedestrian Kiosk Examples



11.5 WAYFINDING: GOALS

- > Improve wayfinding into and within Downtown using a consistent, functional, and easily maintained signage system.
- > Monitor wayfinding signs to ensure accuracy.
- > Develop temporary wayfinding solutions that effectively communicate detours and foster a positive perception during construction.

11.6 WAYFINDING: RECOMMENDATIONS

The recommendations below are intended to improve wayfinding within Downtown using a creative, attractive, consistent, and functional signage system. The system should incorporate the Downtown Lynchburg brand identity, as well as comply with recommended uniform traffic control device standards which provide information for motorists to easily navigate preferred routes to key destinations, public amenities, and parking facilities. Wayfinding is an effective traffic control mechanism that encourages vehicles to use the optimal routes to limit congestion and increase community awareness.

Since very little of the existing Downtown wayfinding infrastructure adheres to MUTCD compliant best-practices, design recommendations in this plan incorporate standards that can be used by Downtown Lynchburg, the Department of Public Works, and other associated parties, to fabricate and implement a safe and effective wayfinding system.

Public policy can set the foundation for the implementation of an effective wayfinding signage system by adopting the following recommendations:

Wayfinding Signage System– Wayfinding signage, design, destination listing, and placement should be in accordance with the standards and placement defined in the Wayfinding Plan in Chapter 7.

Wayfinding Management – Wayfinding should be managed by the City’s Office of Economic Development and Tourism, with maintenance and installation provided by the Department of Public Works.

WAYFINDING

SHORT-TERM STRATEGIES	LONG-TERM STRATEGIES
<ul style="list-style-type: none"> • Update parking facility naming convention to increase user awareness. 	<ul style="list-style-type: none"> • Install new MUTCD-compliant footers, sign poles, and directional trailblazers.
<ul style="list-style-type: none"> • Apply on-street stencils for parking facilities. 	<ul style="list-style-type: none"> • Install updated monumental gateway signs.
<ul style="list-style-type: none"> • Install updated parking directional signs before facility entrances. 	<ul style="list-style-type: none"> • Implement pedestrian wayfinding signs.
<ul style="list-style-type: none"> • Install new parking facility regulation signage at parking facility entrances. 	<ul style="list-style-type: none"> • Install pedestrian kiosks.
<ul style="list-style-type: none"> • Purchase portable event parking signs. 	
<ul style="list-style-type: none"> • Distribute temporary roadside directional signs for construction zones or detours. 	
<ul style="list-style-type: none"> • Distribute temporary construction awareness signs. 	
<ul style="list-style-type: none"> • Update printed maps. 	

Timing of these strategies will vary. Implementation depends on the availability staff and funding as well as the changing environment Downtown.

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12. IMPLEMENTATION & NEXT STEPS

12.1 SUMMARY IMPLEMENTATION MATRIX

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Successful implementation of the recommended strategies discussed in this Master Plan will require careful coordination and communication among diverse stakeholder groups. Many of the significant projects and strategies need both public and private support to further investment and achieve the vision and goals for Downtown Lynchburg in 2040.

12.1 SUMMARY IMPLEMENTATION MATRIX

The recommended strategies and public policies are discussed in detail in the respective chapters for land use, architecture, public space and recreation, mobility, utility infrastructure, business development and marketing, and wayfinding. For quick reference, a table at the end of each topic chapter provides recommended strategies for short-term to long-term implementation.

A comprehensive Summary Implementation Matrix is included in the Appendix which lists in one table all the recommended strategies for short, mid, and long-term implementation, as well as preliminary costs, potential funding sources, and implementation partners. This matrix can serve as a tool for monitoring progress and planning for future Downtown improvements.

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