

# 1. INTRODUCTION

## *What is Plan 2035?*

Plan 2035 is the long-range transportation plan (LRTP) for the City of Lynchburg, Town of Amherst, and surrounding suburban portions of Amherst, Campbell and Bedford Counties. It serves as a guide for local, state and federal government agencies to plan, fund, build and maintain the transportation facilities and programs that serve the region's residents, businesses and visitors. In order to be eligible for federal funds, proposed transportation improvements must be included in the LRTP.

Updated every five years, the LRTP is a document intended to guide the Central Virginia area in creating a more efficient, responsive, and environmentally sensitive transportation system over the next twenty to twenty-five years. The Plan examines transportation issues and trends and offers a list of proposed projects and programs that can address the area's mobility needs.

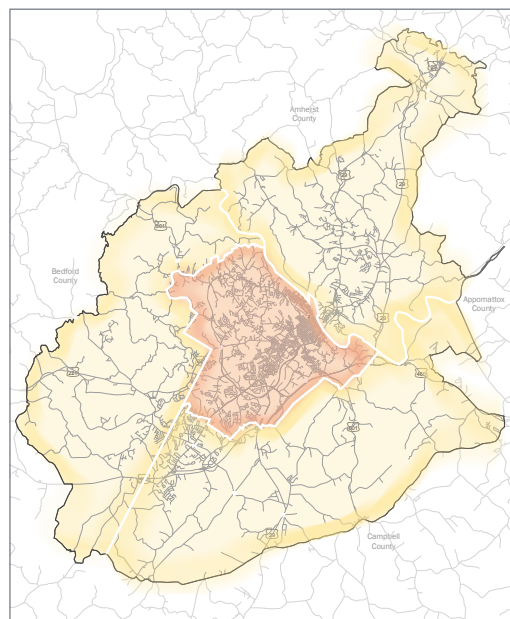


Figure 1-1 Plan 2035 Study Area

## **The Central Virginia Metropolitan Planning Organization**

Plan 2035 was developed by the Central Virginia Metropolitan Planning Organization (CVMPO), which is the federally designated transportation planning agency for the Lynchburg urbanized area. It is led by an eleven (11) member Policy Board that includes elected and appointed officials from the City of Lynchburg, Town of Amherst, and the Counties of Amherst, Campbell and Bedford, as well as representatives from the Virginia Department of Transportation (VDOT).

The CVMPO is staffed by the Virginia's Region 2000 Local Government Council (Region 2000), a planning organization that encompasses not only the urban area but also the surrounding rural communities. Its governing members include the Cities of Lynchburg and Bedford, the Towns of Amherst, Appomattox, Brookneal, Altavista, and the Counties of Amherst, Campbell, Bedford, and Appomattox. By sharing staff and other resources with Region 2000, the CVMPO is able to operate efficiently and to coordinate transportation planning efforts with initiatives on economic development, environmental preservation, housing, and other important community issues that affect, and are affected by, transportation investments.

To implement the projects in the LRTP, the CVMPO biannually develops the updated Transportation Improvement Program (TIP) of projects that will be used to allocate funding within the coming four years. These priorities then feed into the planning process for the VDOT six years improvement plan (SYIP). The CVMPO also develops an annually updated Unified Planning Work Program (UPWP) of studies and planning initiatives to be conducted each year.

## Addressing Federal Requirements and Funding Constraints

The current federal transportation bill, SAFTEA-LU, sets forth a national policy that designates the MPO for each urbanized area to carry out a continuing, cooperative, and comprehensive multimodal transportation planning process, including the development of a metropolitan transportation plan and a transportation improvement program (TIP), that encourages and promotes the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight (including accessible pedestrian walkways and bicycle transportation facilities) and foster economic growth and development, while minimizing transportation-related fuel consumption and air pollution.

The planning effort conducted for this 2035 Long Range Transportation Plan update addresses the Federal Highway Administration requirements for long range transportation planning, including all of the SAFETEA-LU criteria. However, the funding projections for transportation projects fall well short of the identified needs in the region. Anticipated revenues through the year 2035 will support the projects shown in the current Virginia Department of Transportation Six Year Improvement Plan (SYIP), a number of bridge projects, multimodal enhancements, and safety projects. However, there is no funding available for additional major capacity projects such as those shown in the unconstrained project list (vision list). The financially unconstrained “Vision Plan” includes recommendations for other projects and programs for which funding has not yet been secured.

## Setting the Stage for Alternative Perspectives and Strategies

The transportation funding crisis is not unique to the CVMPO. Severe constraints upon national, state and regional sources of transportation funding have made it impossible for America to continue relying upon the practice of alleviating congestion by widening existing roads and building new ones. Prolonged revenue shortfalls, combined with growing concerns about environmental and social impacts of our nation’s heavy dependence upon automobile-oriented transportation, have served as a catalyst for communities across the nation to examine new ideas and strategies for preserving mobility and improving accessibility.

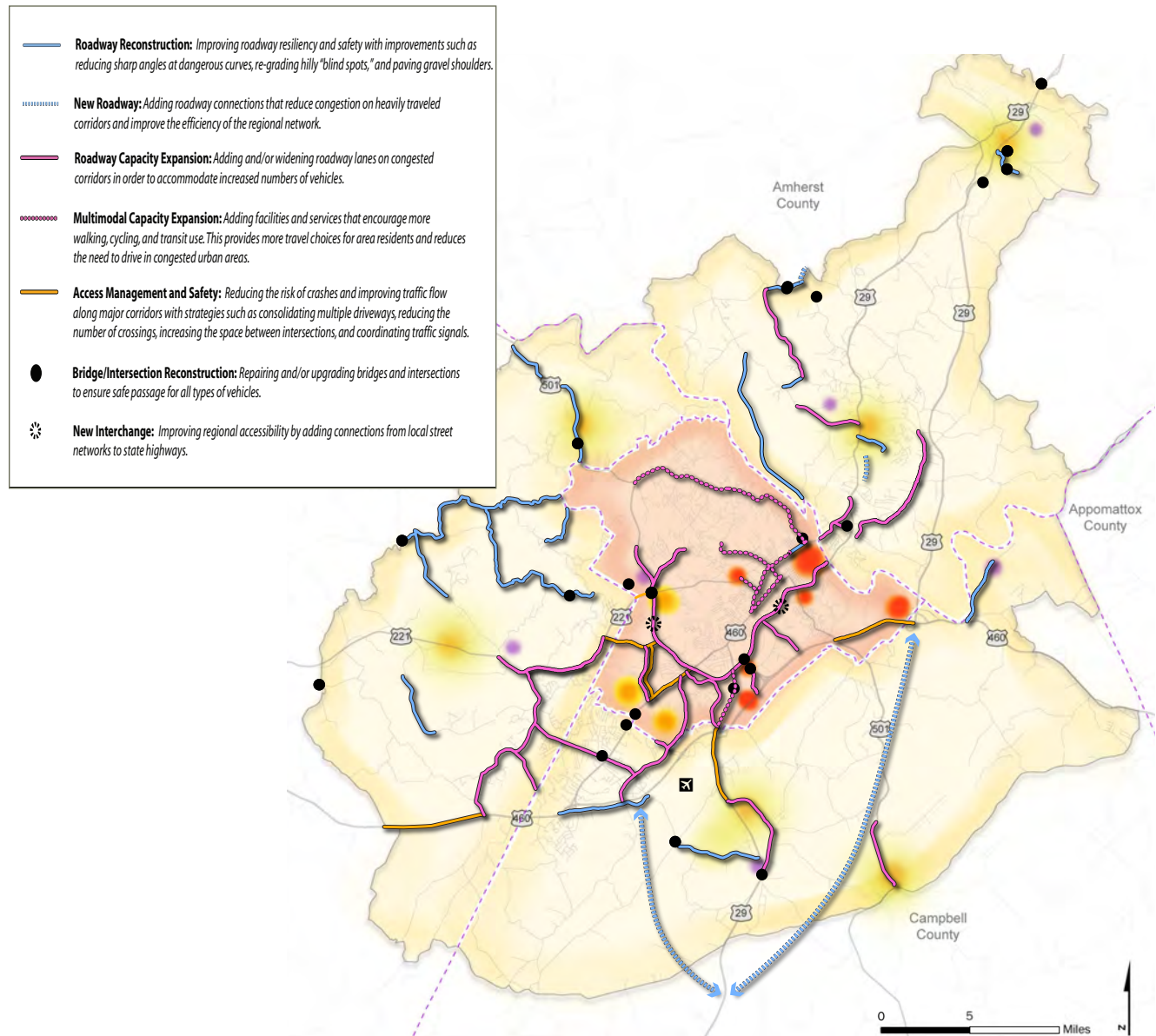
Regardless of projected funding constraints, the CVMPO remains committed to its mission of improving mobility and accessibility for all users of the regional transportation system. Toward this end, Plan 2035 featured a scenario planning process, in which the MPO and local stakeholders examined a variety of land use and transportation strategies to meet its goals without relying solely upon expanded highway infrastructure. The resulting vision and recommendations encourage the development of new land use policies and transportation investments that would maximize the efficiency of the existing system while also advancing local economic, environmental and community development goals.

Testing of the Alternative Scenario was limited to a model run that showed that perhaps two of the secondary road projects could be taken off of the list. In earlier presentations to the TAC we provided this in a presentation, along with a comparison of costs and congested miles between Trend and Alternative Scenarios. However, since the model is not sensitive to mode split and more rigorous testing was not performed to add local connections that could modify how and where centroid loadings might occur, we can only qualitatively state that the Alternative Scenario provides more opportunity for mode shift which would likely further reduce VMT and demand on area roadways. Thus, the road improvement recommendations

are based strictly on the Trend Scenario and it is the non-peak hour VMT reduction that provides the most evidence of shorter trip lengths and greater mode split that could be expected if the lane use policy recommendations, as provided in Chapter 6, are further considered and implemented.

The detailed traffic modeling analyses and transportation project recommendations in Plan2035 are based upon existing adopted local land use plans. However, the proposed “Alternative Perspective” scenario has provided a basis for ideas and recommendations to advance local plans and policies that promote more efficient land use patterns which can be served by more cost-effective, multi-modal transportation networks. During the coming five years, the CMVPO will encourage localities to consider the “Alternative Perspective” policy recommendations as part of their ongoing comprehensive planning efforts, so that the next transportation plan update can be based upon adopted plans that more closely reflect the concepts laid out in Plan2035.

Figure 1-2: Vision Plan Summary Map



## *Summary of Plan2035 Transportation and Land Use Recommendations*

The summary map on the previous page (Fig 1-2) illustrates proposed transportation investments from both the fiscally constrained and unconstrained plan elements, along with a sketch of the Alternative Perspective regional development concept. There is very limited funding to construct significant capacity expansions, so the key strategies in the plan focus on optimizing the performance and safety of existing facilities and developing land use policies and development plans that preserve the capacity of the existing system by reducing Vehicle Miles Traveled (VMT), creating markets for transit, and providing a complete street network that allows for more bicycling and walking. Only one new major roadway facility is under consideration. Along US 29 South, a new eastern alignment would facilitate inter-regional travel, while a western section would improve regional mobility. This strategically important project would provide improved intra- and interstate access for goods and people, and would reduce congestion in northern Campbell County.

In addition to transportation investment needs and projects, Plan 2035 also includes suggested policies and strategies for coordinating land use and transportation plans in order to reduce the need for costly new infrastructure by increasing the efficiency and effectiveness of the transportation system. The suggestions were developed with the help of local planners, agencies and the public through a process of creating and evaluating alternative future land use and transportation patterns for consistency with the following guiding principles.

### **Guiding Principles**

*In the year 2035, Central Virginia will be a place where -*

- *Our people enjoy a strong sense of community.*
- *Our businesses thrive and prosper.*
- *Our natural beauty flourishes.*
- *Our region is accessible to businesses and visitors from around the world.*
- *Our communities are accessible to people of all ages and abilities.*

The planning team articulated the guiding principles based upon discussions with the public and a review of local and regional plans and policy statements. The “Alternative Perspectives Scenario” map and supporting suggestions provide an opportunity for the Central Virginia Metropolitan Planning Organization (CVMPO) and its member localities to consider promoting regional development patterns that exemplify the guiding principles.

### **Goals**

The CVMPO, in partnership with member localities and agencies, will plan and develop a coordinated strategy for multi-modal transportation investments and local land use policies that optimizes regional mobility and accessibility, and that supports local communities in achieving their goals for economic vitality, environmental stewardship, and quality of life. Through the implementation of Plan 2035 and related local and regional plans, the members of the CVMPO will seek to advance the following goals:

1. **Make it Safe:** Promote transportation safety and security for motorized and non-motorized travelers.
2. **Make it Function:** Ensure that the existing transportation system is maintained.
3. **Make it Flow:** Improve mobility and connectivity for people and freight, across all travel modes.
4. **Make it Accessible:** Promote equal access to all modes of transportation for people of all ages and abilities.
5. **Make it Efficient:** Maximize transportation operations and efficiency of key corridors such as Route 29 in the region and between regions. The Route 29 corridor is a vital economic artery for the region and the state and must be managed and developed accordingly.
6. **Promote Vitality:** Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
7. **Sustain Quality:** Support and enhance environmental resilience, energy conservation, and community quality of life.
8. **Coordinate Investments:** Ensure consistency with local and state plans and goals for land use, environmental preservation, and economic development.
9. **Balance Priorities:** Balance cross-jurisdictional transportation needs and concerns.
10. **Expand Resources:** Identify and develop new sources of transportation funding.

## Making the Connection: Principles, Goals, and Recommendations

The following section consists of four tables that summarize the ways in which the Plan2035 principles, goals and recommendations are mutually supportive and connected. The first table (Table 1-1) summarizes ways in which the goals and principles are connected. The next two tables (Tables 1-2 and 1-3) depict ways in which the Constrained and Unconstrained Plan transportation projects (described and mapped in Chapter 5) address the first five goals. The fourth table (Table 1-4) summarizes ways in which the projects and the policy recommendations (described in Chapter 6) address the remaining five goals.

Table 1-1: Guiding Principles and Goals

Guiding Principles	Plan2035 Goals									
	Make it Safe	Make it Function	Make it Flow	Make it Accessible	Make it Efficient	Promote Vitality	Sustain Quality	Coordinate Investments	Balance Priorities	Expand Resources
Our people enjoy a strong sense of community.	✓	✓		✓		✓	✓	✓	✓	
Our businesses thrive and prosper.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Our natural beauty flourishes.		✓			✓	✓	✓		✓	
Our region is accessible to businesses and visitors from around the world.	✓	✓	✓	✓	✓	✓	✓			
Our communities are accessible to people of all ages and abilities.	✓	✓	✓	✓			✓	✓	✓	✓

Table 1-2: Goals 1-5 and Constrained Plan Recommendations

Constrained Plan Projects			Plan2035 Goals 1-5				
Map ID	Jurisdiction	Project Location and Description	Make it Safe	Make it Function	Make it Flow	Make it Accessible	Make it Efficient
1	Lynchburg	Rt 460 / 29 (Richmond Highway) -- Safety/ Traffic Operations/ TSM Improvements from Rt 501 (Campbell Avenue) to Rt 29 (Monacan Parkway)	✓	✓	✓		✓
2	Lynchburg	Rt 221 (Lakeside Dr) - Preliminary engineering of intersection improvements from 0.250 mi. west int. Rt 501 to 1.150 Mi.east int. Rt 501.	✓	✓			✓
3	Lynchburg	Route 501 Business (Rivermont Ave) Rehabilitate Bridge over Blackwater Creek	✓	✓			✓
4	Lynchburg	Greenview Drive - Widen to 4 Lanes from Hermitage Road to .22 MS Leesville Road			✓		
5	Amherst	Rt 29 -- Replace Bridge NBL & Approaches over Buffalo River	✓	✓			✓
6	Lynchburg	Midtown Connector, Rt 29 Bus. to Int. Memorial/5th - Reconstruct 2-In curb & gutter with flush median					
7	Amherst	Rt 652 Reconstruct & replace bridge over Graham Creek (Rte 1401 to Rte 675S.) Project is complete; funding allocation is to complete project payoff	✓	✓			✓
8	Bedford	Rt 621 over Ivy Creek: Rehab bridge and approaches	✓	✓			
9	Amherst	Rt 659 (Union Hill Road) -- Preliminary engineering and right-of-way to replace bridge & reconstruct approaches over Rutledge Creek (west of Norfolk Southern railroad crossing to Rt T-606)	✓	✓			✓
10	Campbell	Rt 622 (Lynbrook Road) -- Preliminary engineering and right-of-way to replace and relign bridge & reconstruct approaches over Flat Creek (Rt 683 to Rt 29)	✓	✓			✓
11	Bedford	Rte 221 (Forest Road) - Widen to 4 lanes with center turn lane from East of Rte 663 to West of N&S RR Bridge. Project is complete; funding allocation is to complete project payoff			✓		✓
12	Bedford	Route 644 (Coffee Road): Repair bridge & approaches over Elk Creek - Rte 665 S. to Rte 665 N.	✓	✓			✓
13	Bedford	Route 668 (Goode Road) Repair Bridge over N&S RR	✓	✓			✓
14	Amherst	River Walk Trail Extension - Amherst County Greenway - New construction from Rt 1005 and Park Entrance to 6,000' downstream	✓			✓	✓
15	Campbell	Rt 29 Safety/ Traffic Operations/ Transp. System Management & spot improvements from Rt 460 Interchange to Rt 24	✓	✓			✓
	MPO-Wide	Lynchburg District Design/Build Bridge Culvert Rehabilitation with ARRA funds	✓	✓			
	MPO-Wide	Safety/ Traffic Operations/Transportation System Management (CN)	✓	✓			✓
	MPO-Wide	Rail Crossing Safety (CN)	✓	✓			
	MPO-Wide	Bridge Rehabilitation/Replacement/Reconstruction (CN) - Includes bridge construction projects such as bridge or drainage structure rehabilitation, reconstruction or replacement when said work is on or adjacent to the same alignment	✓	✓			
	MPO-Wide	Transportation Enhancements/Byway/Bike & Pedestrian/Other Non-traditional Transportation Projects (CN)	✓			✓	✓
	MPO-Wide	Federal Lands Highway (CN) - Includes projects funded and/or administrated by the Federal Lands Highway Division	✓			✓	
	MPO-Wide	Recreational Trails (DCR) - Includes projects funded and advanced as part of the recreational trails program through the Department of Conservation and Recreation	✓			✓	
	MPO-Wide	General System Maintenance - Preventive Maintenance and System Preservation, Traffic & Safety Operations for Urban, Primary, Secondary Roadways and Preventive Maintenance for Bridges	✓	✓			
	GLTC	Transit system operations annual FTA/DRPT Section 5307 funds	✓	✓	✓	✓	✓



Table 1-3 Goals 1-5 and Vision Plan Recommendations

Vision Plan Projects			Plan2035 Goals 1-5				
Map ID	Jurisdiction	Project Location and Description	Make it Safe	Make it Function	Make it Flow	Make it Easy	Make it Efficient
7	Amherst	Rt 652 (Cedar Gate Road) -- Reconstruct 2-lane roadway from Rt 657 to Rt 675	✓	✓			
16	Lynchburg	Rt 501 (Candlers Mountain Road) -- Increase roadway capacity & replaces bridges over NS RR from Woodall Road to Mayflower Drive		✓	✓		
2	Lynchburg	Rt 501 (Lynchburg Expressway) Construct intersection improvements at Rt 221 (Lakeside Drive) (PE & RW funded in constrained plan)	✓		✓		✓
18	Amherst	Rt 682 (Woody's Lake Road) -- Reconstruct roadway from Rt 29 Business to Dead End	✓	✓			✓
19	Bedford	Rt 622 (Waterlick Road) -- Expand capacity equivalent to 4 lanes from Rt 811 to Campbell County Line			✓		
20	Bedford	Rt 811 (Thomas Jefferson Road) -- Expand capacity equivalent to 4 lanes from Rt 460 to Rt 221			✓		
21	Campbell	Rt 622 (Waterlick Road) -- Expand capacity equivalent to 4 lanes from Bedford County Line to Rt 1520 (Rainbow Forest)			✓		
22	Lynchburg	Rt 501 (Lynchburg Expressway) New interchange between Rt 221 (Lakeside Drive) and Old Graves Mill Road			✓		✓
23	Lynchburg	Rt 460 at Odd Fellows Road Extension - new grade-separated interchange			✓		✓
24	Lynchburg	Rt 670 (Old Candlers Mountain Road) - Expand capacity equivalent to 4 lanes from Mayflower Drive to Rt 460			✓		
25	Lynchburg	Odd Fellows Road - Expand capacity equivalent to 4 lanes from Lynchburg Expressway to End			✓		
26	Lynchburg	5th Street (Rt 163) - Expand multi-modal capacity from Langhorne Road to Main Street	✓		✓	✓	✓
27	Lynchburg	Memorial Avenue - Expand multi-modal capacity from Fort Avenue to Langhorne Road	✓		✓	✓	✓
28	Lynchburg	Oakley Avenue - Expand multi-modal capacity from Lakeside Drive to Memorial Ave	✓		✓	✓	✓
29	Lynchburg	Langhorne Road (Rt 501 Business) - Expand multi-modal capacity from Fort Avenue to Cranehill Drive	✓		✓	✓	✓
30	Lynchburg	Rt 501 Business (Boonsboro Rd) - Expand multi-modal capacity from Lynchburg Expway (Rt 501) to Langhorne Road	✓		✓	✓	✓
32	Lynchburg	Rt 460 Business (Fort Avenue) - Expand multi-modal capacity from Memorial Avenue to 12th Street	✓		✓	✓	✓
33	Lynchburg	Fort Avenue - Expand multi-modal capacity from 12th Street to Park Avenue	✓		✓	✓	✓
34	Lynchburg	Rivermont Avenue - Expand multi-modal capacity from Langhorne Road to 5th Street	✓		✓	✓	✓
35	Lynchburg	Wards Ferry Road - Expand capacity equivalent to 3-4 lanes with bicycle lane from Wards Road to Timberlake Road	✓		✓	✓	✓
36	Amherst	Rt 29 at Rt 163 - Reconstruct interchange to allow all movements	✓	✓	✓		✓
37	Amherst	Rt 210 (Colony Road) - Expand capacity equivalent to 4 lanes from Rt 163 to Rt 1034			✓		
38	Amherst	Rt 163 (South Amherst Highway) - Expand capacity equivalent to 4 lanes with bike lane from Rt 685 (River Rd) to interchange at Rt 29 Expressway (29 Business)	✓		✓	✓	✓
39	Amherst	Rt 29 - New 2-lane eastern parallel connector from Rt 29 Business to Lakeview Drive			✓	✓	✓
40	Amherst	Rt 130 (Elon Rd) - Expand capacity equivalent to 4 lanes from NS railroad track to Rt 29 Business			✓		
41	Amherst	Rt 675 (Winesap Road) - Widen pavement to 22 feet from Rt 652 to Rt 795			✓		
42	Bedford	Rt 460 - Construct paved shoulder land and implement access management recommendations from study area boundary (Goode Rd) to Rt 811	✓	✓	✓		✓
43	Bedford	Rt 501 (Boonsboro Rd) - Relocate intersection & construct turn lane at Rt 647	✓	✓	✓		
44	Bedford	Rt 501 (Boonsboro Rd) - Improve bridge at Judith Creek Road	✓	✓			
45	Bedford	Rt 501 (Boonsboro Rd) - Reconstruct portions as climbing lanes from Lynchburg corp limits to study area boundary	✓	✓	✓		
47	Bedford	Rt 659 (Hawkins Mill Road) - Reconstruct 2-lane roadway from Rt 660 to Lynchburg Corporate Limits	✓	✓			
48	Bedford	Rt 644 (Coffee Road) - Reconstruct 2-lane roadway from Rt 665 North to Lynchburg Corporate Limits	✓	✓			
49	Bedford	Rt 622 (Everett Road) - Reconstruct 2-lane roadway from Kensington Parkway to NS railroad tracks	✓	✓			

Table 1-3 Goals 1-5 and Vision Plan Recommendations, continued

Vision Plan Projects			Plan2035 Goals 1-5				
Map ID	Jurisdiction	Project Location and Description	Make it Safe	Make it Function	Make it Flow	Make it Easy	Make it Efficient
50	Bedford	Rt 663 (Perrowville Road) - Reconstruct 2-lane roadway from Rt 1431 to Rt 644	✓	✓			
51	Bedford	Rt 623 (Turkey Foot Road) - Widen pavement to 24 feet from Rt 811 to Campbell County Corporate Limits			✓		
52	Bedford	Rt 621 (Cottontown Road) - Reconstruct 2 lane roadway from Rt 644 (Coffee Road) to Route 662	✓	✓			
53	Campbell	Rt 29 (Wards Road) - Make access management, traffic operations and safety improvements south of 685 to Lynchburg City Corporate Limits (coordinate with Project Map ID 2)	✓	✓	✓		✓
54	Campbell	Rt 501 (Campbell Highway) - Expand capacity equivalent to 4 lanes from Rt 24 to Rt 680 (Suburban Road)			✓		
55	Campbell	Rt 682 (Leesville Rd) - Expand capacity equivalent to 4 lanes from Lynchburg City Corporate Limits Rt 460			✓		
56	Campbell	Rt 738 (English Tavern Road) - Widen to 24 feet from Rt 680 (Suburban Road) to Rt 29 (north intersection)			✓		
57	Campbell	Rt 738 (English Tavern Road) - Widen to 24 feet Rt 29 (south intersection) to Rt 680 (Suburban Road)			✓		
58	Campbell	Rt 681 (Sunburst Road) - Reconstruct 2-lane roadway from Rt 460 to Rt 622	✓	✓			
NA	Lynchburg / Campbell	Route 29 (Wards Road) and Route 29/460 Bypass - roadway improvements associated with development of South East Quadrant of the Route 29 & Route 29/460 Interchange (developer funded regionally significant project)	✓		✓		✓
59	Lynchburg	Lynchburg Expressway (Graves Mill Rd)- Make ramp & capacity improvements at Kemper Street	✓		✓		✓
60	Campbell	Mt Athos Rd Rt 726- Upgrade existing road from US 460 to Richmond Hwy	✓		✓		
61	Amherst	Dixie Airport Rd Rt 677 (Amelon Rd) - Expand capacity equivalent to 4 lanes from Rt 699 to Galts Mill Rd (Rt 622)			✓		
62	Amherst	New Wright Shop Rd Rt 622 - Expand capacity equivalent to 4 lanes from Colony Rd Rt 210 to Dixie Airport Rd Rt 677			✓		
63	Lynchburg	US 501 (Lynchburg Expressway) - Expand capacity equivalent to 4 lanes from US 221 (Lakeside Dr) to Wiggington Rd (Rt 620)			✓		
65	Campbell	Waterlick Rd (Rt 622) Expand capacity equivalent to 4 lanes from US-460 Bus (Timberlake Rd) to Leesville Rd (Rt 682)			✓		
66	Lynchburg	Old Forest Rd - Access management improvements from US-501 to Link Rd	✓		✓		✓
67	Lynchburg	Graves Mill Rd (Rt 1425) - Access management improvements from US 221 (Forest Rd) to Lynchburg Expressway	✓		✓		✓
68	Lynchburg	Old Graves Mill Rd (US 460) - Access management/ safety imp. from Timberlake Rd to Graves Mill Rd (Rt 1425)	✓	✓	✓		✓
69	Lynchburg	US 460 (Timberlake Dr) - TSM, access management & capacity exp. from Old Graves Mill Rd to Lynchburg Expressway			✓		✓
70	Lynchburg	Leesville Rd (Rt 682) - Expand capacity equivalent to 3 lanes from Greenview Dr (Rt 678) to US 460 (Timberlake Rd)			✓		
71	Lynchburg	Wards Rd (Rt 29) - Ped. improvements, parallel road capacity from US 460 (Richmond Hwy) to Lynchburg Expressway	✓		✓	✓	✓
72	Amherst	River Road (Rt 685) - Reconstruct 2-lane roadway from Rt 130 to Rt 163		✓	✓		
73	Amherst	Izaak Walton Rd (Rt 663) - Reconstruct 2-lane roadway from Rt 29 to Rt 29 Bus		✓	✓		
74	Amherst	Winridge Road (Rt 795) - Reconstruct 2-lane roadway from Rt 130 to Rt 675		✓	✓		
75	Lynchburg	Rt 460 / 29 (Richmond Hwy) - Improve to 6-lane limited access from Rt 501 (Campbell Ave) to Rt 29 (Monacan Pkwy)					
76	Lynchburg / Campbell	Route 460 Bypass - Expand capacity equivalent to 6 lanes from west of airport to Rt 501 (Campbell Ave)			✓		
77 (a+b)	Campbell	Rt 29 Alt - Construct new 4 lane limited access facility W of existing Rt 29 - S of Rt 24 (Yellow Branch) to Rt 460			✓		
78	Bedford	Rt 621 (Cottontown Rd) - Reconstruct 2-lane roadway from Rt 662 to Rt 660	✓	✓	✓		✓



Table 1-4: Goals 6-10 and Project /Policy Recommendations

Plan2035 Project & Policy Recommendations	Plan2035 Goals 6-10				
	Promote Vitality	Sustain Quality	Coordinate Investments	Balance Priorities	Expand Resources
Improved connectivity and mode choices in city, town & village centers	✓	✓			
Projects funded by private developers and grants	✓		✓		✓
Development of greenways & blueways		✓		✓	✓
Transit system improvements	✓	✓	✓	✓	✓
Capacity expansions to improve mobility & travel flow	✓			✓	
Land use policies that bring jobs, households and activities closer together	✓	✓	✓		
Land use policies that encourage transit-oriented development	✓	✓	✓	✓	
Land use policies that focus growth into existing and emerging centers	✓	✓		✓	✓
Land use policies that promote economically viable preservation of rural landscapes	✓	✓		✓	
Planning and project development initiatives that encourage regional dialogue and collaboration	✓	✓	✓	✓	✓

## Potential Transportation System Performance Measures

The Federal Highway Administration (FHWA) is moving towards performance based planning, which requires the implementation of performance measures as a means of tracking progress towards goals and objectives as identified throughout a plan. The performance measures are also useful for helping to define how the goals of a plan can be implemented and measured.

Table 1-5 provides an initial array of indicators that the MPO could use to begin identifying performance measures that relate to the specific goals and policies of Plan2035. It is not intended that this table be adopted as a specific approach, but rather to start a conversation about performance measures that can help the MPO keep track of the progress being made toward achieving Plan2035 goals. The MPO could choose to pursue this topic further and adopt final performance measures prior to, or as part of, the next LRTP update.

Table 1-5: Goals and Potential Performance Measures

Potential Performance Measures	Plan2035 Goals									
	Make it Safe	Make it Function	Make it Flow	Make it Accessible	Make it Efficient	Promote Vitality	Sustain Quality	Coordinate Investments	Balance Priorities	Expand Resources
Highway Level of Service	✓	✓	✓		✓	✓	✓		✓	✓
Transit Level of Service	✓	✓	✓	✓	✓		✓			✓
Bicycle/Pedestrian Level of Quality	✓	✓	✓	✓	✓		✓	✓		✓
Crashes, Injuries, Fatalities by Mode	✓	✓			✓					✓
Air Quality (Carbon Monoxide, Nitrous Oxide, GHG)					✓		✓	✓		
Transit Ridership Total Trips	✓		✓	✓	✓		✓	✓	✓	✓
Transit Ridership Per Capita Trips	✓		✓	✓	✓		✓	✓	✓	✓
Mode Split (SOV/ Transit/ Bike/ Ped/ HOV)	✓	✓	✓	✓	✓		✓	✓	✓	
# HH and/ Jobs in 1/2 Mile of Transit			✓			✓	✓	✓	✓	✓
Vehicle Miles Traveled & Vehicle Hours Traveled		✓	✓		✓	✓			✓	
Average Trip Length	✓		✓		✓				✓	
Travel Time by Market (freight, commuter, low-income, etc)	✓			✓		✓	✓	✓	✓	

## What Issues Does the Plan Address?

### Federally Required Planning Factors and Related Federal Policies

Federal regulations stipulate that the LRTP “must contain operational and management strategies to improve the performance of existing transportation facilities; investment and other strategies that provide for multimodal capacity increases based on regional priorities and needs; and proposed transportation and transit enhancement activities. In particular, the metropolitan transportation planning process shall be continuous, cooperative, and comprehensive, and provide for consideration and implementation of projects, strategies, and services that will address [eight specific] factors.” \* Table 1-6 describes ways in which Plan2035 addresses these factors. The plan also addresses some anticipated future planning directives, such as the development of performance measures, that may be included in the reauthorization of SAFETEA-LU. In addition, the plan includes policies and strategies relevant to the livability principles set forth by the joint commission of the US DOT, HUD, and EPA.

Table 1-6: How Plan 2035 Addresses Federally Required Planning Factors

Planning Factors	Plan 2035 Considerations & Recommendations
1) Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;	A solid transportation network is one of the most important factors in maintaining and promoting economic vitality as it allows goods and supplies to be delivered; employees to commute to work; customers to reach retail and wholesale establishments, services, and attractions; and business to be conducted. Transportation recommendations within PLAN 2035 were balanced to meet the needs of all users. The plan addresses needs of regional freight corridors, air travel, and all of the modes necessary for the movement of people and goods as needed for the vitality and economic growth of the region.
2) Increase the safety of the transportation system for motorized and non-motorized users;	PLAN 2035 acknowledges the value and role of applying safety strategies. Safety for motorists, transit users, pedestrians, and bicyclists is referenced throughout the plan. The transportation analysis considered high crash locations and consideration of safe facilities for all of the users of the transportation system.
3) Increase the security of the transportation system for motorized and non-motorized users;	PLAN 2035 includes recommendations for maintaining mobility across the region, including all modes of transportation. Redundancy in the system will provide alternatives and opportunities for continued mobility should a major arterial or other significant facility be taken out of service.
4) Increase accessibility and mobility of people and freight	The plan addresses the freight corridors, such as Route 29, Route 460, and Route 501 that provide interregional access for the movement of people and freight. In addition, the plan provides addresses all modes of transportation.

\* FHWA 23 CFR Parts 450 and 500 and FTA 49 CFR Part 613, Subpart C Metropolitan Transportation Planning and Programming, Sec. 450.300: Purpose, and 450.306: Scope of the Transportation Planning Process

Table 1-6: How Plan 2035 Addresses Federally Required Planning Factors

Planning Factors	Plan 2035 Considerations & Recommendations
5) Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;	The constrained and vision plan lists the project priorities and select projects that result from modeling of conditions set forth in the current comprehensive growth plans. These plans were all found to address preservation of rural lands and the environment and recommendations that address quality of life and mobility issues. The Alternative Perspective Scenario represents an alternative development pattern that, if implemented, will protect open space, reduce VMT by promoting transportation choice, and improve quality of life by creating place types that offer houses, jobs, retail and recreation in close proximity.
6) Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;	The multimodal aspect of travel in the area is a theme across PLAN 2035 goals. The interconnectivity within modes and between modes provides a more efficient system for users. The Lynchburg region benefits from access to rail, an airport with multiple passenger airlines, and a full robust multimodal transportation system, including transit, paratransit, and a solid trails and greenways plan that provides connectivity for non-motorized modes. The plan considers and summarizes the activities and needs of these varying transportation modes.
7) Promote efficient system management and operation	PLAN 2035 emphasizes cost-effective measures that can improve the transportation network. These measures can solve operational problems, improve system performance, and improve communication across transportation-related agencies. Working individually and together at the regional level, best management practices can be implemented to benefit the area's residents, businesses, and travelers. The region complies and will continue to adhere to the State's access management standards and street connectivity requirements associated with new development.
8) Emphasize the preservation of the existing transportation system	Maintaining, connecting, and expanding the existing transportation network is essential to preserving the vitality of the region and assuring that older areas of our communities are not abandoned. The transportation plan contains numerous projects that enhance existing capacity across modes without adding new pavement. The region complies and will continue to adhere to the State's access management standards and street connectivity requirements associated with new development.

## Regional Goals for Integrating Land Use and Transportation Plans

In accordance with federal requirements, Plan 2035 entailed a comprehensive evaluation of transportation needs across all modes: automobiles, trucks, walking, biking, bus transit, passenger and freight rail, and air travel. In addition, the planning process provided the CVMPO and local stakeholders an opportunity to begin carefully examining and measuring specific ways in which coordinating land use and transportation plans can result in a more efficient land use pattern that optimizes the capacity of the transportation system. Based on the Alternative Perspective scenario generated through the consideration of these issues, the 2035 plan includes not only an updated list of planned transportation investments, but also recommendations for local land use and community development policies and strategies that optimize the capacity of the existing transportation system while encouraging desired growth and development.

## Local Plans and Policies

Each of the Counties, the Town of Amherst, and the City of Lynchburg has a current comprehensive plan that stipulates local transportation system goals and general priorities. Most of the Central Virginia region's jurisdictions have plans that currently provide a basic foundation for more compact, multimodal development patterns, as well as a framework for preserving open spaces. To become more competitive for state and federal funding, CVMPO and local jurisdictions will need to commit to creating future plans, policies, and programs to maximize development and multimodal transportation opportunities within designated centers. Significant work has already begun to lay the groundwork for this type of development pattern.

## Regional Plans and Policies

Over the past few years, local and regional planning agencies have conducted a host of planning initiatives. Key plans include the following, which are (where appropriate) incorporated into the LRTP by reference.

- Regional bicycle plan
- Rideshare and Commuter Services Study
- Region 2000 Greenways/Blueways Plan
- Region 2000 Rural Long Range Transportation Plan
- Regional Action Plan for Coordinated Land Use and Transportation Planning
- CVMPO 2010 Connectivity Study

## Statewide Plans and Policies

On a statewide level several important initiatives, as listed below, have recently been completed or are currently underway. The CVLRTP 2035 update provides an opportunity to consider all of these planning efforts as the region continues to examine its transportation system improvement opportunities and priorities.

- VTrans2035 and the Virginia Statewide Multi-modal Transportation Plan – VTrans2035 is the statewide multimodal planning document with the goal of linking the existing systems to reduce congestion, improve safety, mobility, and accessibility, and provide for greater travel options
- Chapter 527 Traffic Impact Study Requirements – Addresses assessing the transportation system impacts of pending development proposals.
- Urban Development Areas – State funded effort, administered by VDOT, to assist localities in

establishing defined growth areas which will be served by infrastructure investments.

- Access management standards – VDOT guidelines to define criteria for entrance, median cuts, and intersection spacing by roadway classification.
- Subdivision street acceptance requirements – VDOT guidelines to establish the criteria for link to node ratios, roadway designs, and connectivity associated with new road facilities that the state will maintain.
- Statewide freight study – Statewide effort to identify existing issues and provide recommendations to facilitate more efficient freight movement in the future.
- Expanded Amtrak investments Lynchburg to Washington – Initiative through VDRPT that significantly increases the ability to use rail transit between Lynchburg and Washington DC, and points along the northeast rail corridor.
- US Route 29 Statewide Corridor Study – VDOT sponsored study to examine multimodal issues and opportunities, statewide, along the US 29 corridor.

## *Funding Constraints*

The availability of public funding for all types of transportation investments, from the maintenance of local roads and transit services to the addition of new highways and bus routes, has dropped dramatically over the past several years. The main source of federal and state transportation funds is gas tax revenues, which are collected at the state level and re-distributed at the federal level. Like many states, Virginia's gas tax revenues have dropped, in large measure because people and freight have been driving less during the national economic recession. Exacerbating this decline is the fact that the purchasing power of gas tax revenues has also declined, because tax levels have not increased to keep pace with the cost of maintaining and building transportation infrastructure.

As the economy slowly recovers over the coming years, the amount of vehicle miles traveled on the region's roadways is expected to increase. This will put continued pressure on localities and VDOT to maintain existing roads and find ways to increase the overall capacity of the transportation system. However, the effects of more fuel-efficient vehicles and continued low tax rates are likely to dampen the relative increase in gas tax revenues.

The upshot of these combined factors is that the need for funding to maintain and expand all types of transportation facilities - regional and local roads, transit services, rail systems and bicycle and pedestrian networks – will continue to grow, but the traditional funding sources will not keep pace with that growth. Given the anticipated continued situation of transportation funding shortfalls, Plan 2035 includes considerations for both transportation and land use policies and strategies aimed at optimizing the use of the existing system and reducing the need to add costly infrastructure in the future.

### **Reducing Planned Investments to Stay Within Financial Constraints**

The financially constrained element of the plan, in other words, the list of projects for which funding is reasonably expected to be available includes the projects shown in the VDOT Six Year Improvement Plan,

bridge projects, safety, and multimodal projects that are funded with the MPO wide funds. At present, there is no ability to advance projects shown in the unconstrained (vision) list into the constrained project listing. Unless new funding sources are developed, transportation infrastructure investments for the next few years are not likely to expand significantly beyond what is already programmed. See Chapter 5 for a discussion and summary of the constrained long range transportation plan project listing and map(s).

### Reducing Future Investment Costs by Improving Efficiency

The “unconstrained” element of the plan – the list of projects for which funding has not been identified – includes some 60 projects that could address congestion and safety problems that are anticipated to grow over the coming 20 years. The CVMPO will work diligently with VDOT and US DOT to develop new funding strategies for these projects and others that may be needed in the coming years. However, the addition of new infrastructure is only one of many strategies to ensure the continued safe, efficient and convenient movement of people and goods throughout the Central Virginia region. Based on the new (alternative) perspectives and ideas generated through Plan 2035, the CVMPO will also encourage the exploration of strategies to reduce the costs of new infrastructure and to lessen the strain on the roadway network by reducing the overall amount of vehicle miles traveled throughout the region. Examples of these types of strategies could include the following:

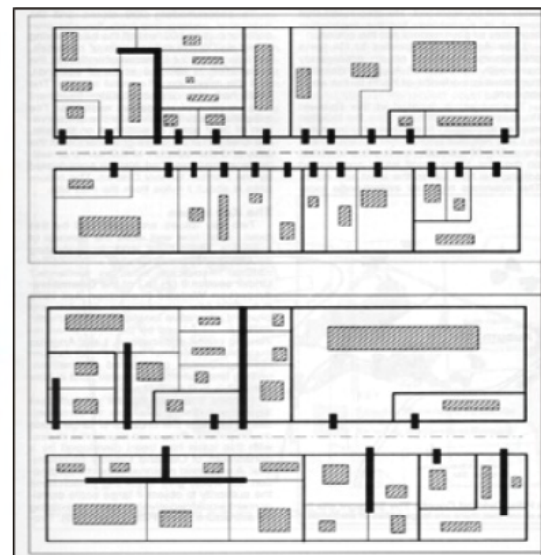
**Develop cost-effective techniques to effectively increase the capacity and safety of existing roadways without expanding the number of travel lanes.** For example, traffic flow and safety on major arterials can often be improved by consolidating driveways and providing parallel connectors between destinations. Access management strategies such as the one shown in Figure 1-3 allow drivers to move more continuously, thus cutting down on vehicle emissions and intersection-related crashes, without introducing expanded lanes that can unintentionally encourage speeding.

Figure 1-3

**Top Right:**  
23 entrances,  
28 parcels



**Bottom Right:**  
10 entrances,  
29 parcels



### Reduce the need to drive long distances by expanding the array of travel choices.

As shown in the Plan 2035 Alternative Perspectives Scenario, the total number of vehicles miles traveled across the region can be reduced dramatically by simply making it possible for people to walk, bike, use transit, or take a short drive to reach daily destinations such as local stores, neighborhood schools, and restaurants near workplaces. This can be achieved by creating more pedestrian connections in existing urban areas and villages, and by locating new homes and services closer together. This strategy has the added benefit of making communities easier and safer to navigate for older adults, children and other people who cannot or don't wish to drive.



## *Who Developed The Plan?*

### **Involvement of Local Agencies, Organizations and the General Public**

The planning process included extensive public and stakeholder outreach through community-wide workshops and focus groups, individual interviews with key stakeholders, technical committee meetings with local land use and transportation planners, and policy board meetings with local and state officials serving on the CVMPO.

#### **Community Meetings**

In an effort to garner input from as many residents and stakeholders as possible, the public process included maintenance of a project website, four focus group sessions, three public workshops, multiple presentations to the MPO Policy Board, frequent presentations to the technical advisory committee, and presentation of the plan at a public hearing. The following describes the public process that was conducted for this plan update. A full description of the public participation process is included in the Appendix to this document.

#### **Focus Group Sessions**

Between October 5th and 7th, 2009, the study team conducted four focus group sessions attended by a total 54 participants. The overarching objective of the focus group meetings was to identify stakeholder values and priorities, communicate information and issues to be considered in the transportation planning process, and encourage participation in the scenario planning process. Topics such as *Where are We Now?* and *Where are We Going?* were discussed by explaining Central Virginia's current and anticipated land development patterns, with an emphasis on place types. Feedback was solicited during the discussions to identify stakeholder values and their sense of how anticipated development and transportation investments will address individual and regional needs. Ideas on key themes, issues, opportunities and specific investments and strategies to consider in the planning process were recorded. The sessions concluded with a discussion about how their input will be used in the scenario planning process and the attendees were encouraged to participate in upcoming public workshops.

#### **Public Workshop #1- Where are we now and where are we going?**

The first of three workshops for the project was held at Liberty University on November 17, at 6PM. Seventeen attendees participated in the work session. All of the jurisdictions in the MPO were represented in the mix of participants. Agencies and organizations represented included the Virginia Department of Transportation (VDOT), Greater Lynchburg Transit Company (GLTC), Virginia Employment Commission (VEC), Region 2000, and Lynchburg Area Center for Independent Living (LACIL). Members of the bicycling community were also present. The objective of this first workshop was to explore alternative growth scenarios for the region based on the community values identified in the previously conducted focus group sessions.

#### **Public Workshop #2 – Where do we want to be?**

The second of three workshops for the project was held at City Hall on March 4th, at 6PM. Twenty attendees participated in the work session. Of the participants, attendees were present from all of the jurisdictions of the MPO. Agencies and organizations represented included: the Virginia Department of Transportation (VDOT), Greater Lynchburg Transit Company (GLTC), Virginia Employment Commission (VEC), Region 2000, City of Lynchburg, City of Lynchburg Social Services, and Lynchburg Area Center for Independent Living

(LACIL). Members of the bicycling community were also present. The objective of this second workshop was to present the results of the analyses of the alternative growth scenarios that were identified in the prior workshop, then through an interactive discussion, identify the preferred future growth scenario.

### **Public Workshop #3 – How do we get there?**

The third of three workshops for the project was held at Lynchburg City Hall on June 2, 2010 at 6:30 PM. Fourteen attendees participated in the work session. Of the participants, attendees were present from all of the jurisdictions of the MPO. Agencies, localities, and organizations represented included the Virginia Department of Transportation (VDOT), Greater Lynchburg Transit Company (GLTC), Region 2000, Amherst County, Bedford County, Campbell County, and the City of Lynchburg. The objectives of the third workshop were to provide participants with opportunities to do the following:

- View and discuss proposed transportation investments for all modes (funded and unfunded) that are anticipated to be necessary in order to accommodate the level of travel demand that would be generated by future development under existing local land use plans and policies
- View and discuss the “Alternative Perspective” development scenario that depicts the impacts of land use planning and policy strategies that could help lessen the rate of traffic growth, increase opportunities for transit and pedestrian travel, and support community-wide values and goals for economic development, environmental presentation, and community quality of life.
- Provide the planning team with opinions, ideas and suggested “next steps” regarding transportation investment priorities and policy strategies to advance the concepts in the “Alternative Perspective” scenario.

### **MPO Policy Board Presentations**

A briefing was provided to the MPO Policy Board at their Fall 2009 meeting, Spring, 2010 meeting, Summer 2010 meeting, and the Fall 2010 meeting. The initial presentation was about scenario planning within transportation planning. In the spring meeting the project funding situation and impact to the constrained project listing was presented and discussed. In the Summer 2010 meeting the funding situation was revisited and the potential policy recommendations were presented and discussed. In the Fall 2010 meeting a public hearing was held to accept comments from the public on the proposed plan and a presentation with discussion was conducted regarding the final draft plan.

### **Technical Advisory Group Meetings**

Throughout the planning process, presentations and discussions were held with the MPO’s technical advisory committee at numerous meetings. This constant communication resulted in an abundance of opportunities to discuss findings to date, the proposed projects listings, potential policy recommendations, and other ongoing logistical issues and ideas.